

# Stanislaus County Emergency Operations Plan November 2021



**Stanislaus County  
Office of Emergency Services**

**Sheriff Jeff Dirkse, Director  
Richard Murdock, Assistant Director**

This document was prepared under a grant from FEMA's Grant Program Directorate, U.S. Department of Homeland Security. Points of view or opinions expressed in this document are those of the authors and do not necessarily represent the official position or policies of FEMA's Grant Programs Directorate or the U.S. Department of Homeland Security.

This Page Intentionally Left Blank.



## **Stanislaus County Office of Emergency Services Emergency Operations Plan**

The Stanislaus Emergency Operations Plan is available at [www.stanoes.com](http://www.stanoes.com). If needed, this document is available in alternate formats upon request. Please contact the Stanislaus County Office of Emergency Services at 1-209-552-3600.

You may also call California Relay 711: English/Spanish, all modalities, or call one of the following numbers:

TTY/VCO/HCO: English: 1-800-735-2929 or Spanish: 1-800-855-3000

Speech-to-Speech: English/Spanish: 1-800-854-7784

Voice: English: 1-800-735-2922 or Spanish: 1-800-855-3000

### **ACKNOWLEDGEMENTS**

A special thank you to the Core Planning Team, consisting of County department representatives, and Expanded Planning Teams, consisting of Operational Area Partner and Agency representatives, who contributed their time, effort, insight, and resources toward the completion of this version of the Stanislaus County Emergency Operations Plan.

### **Edited and Printed**

Stanislaus County Office of Emergency Services  
3705 Oakdale Road, Modesto, CA 95357

<b>Original Publication Date:</b>	<b>2001</b>
<b>Revised</b>	<b>2004</b>
<b>Revised</b>	<b>2010</b>
<b>Revised:</b>	<b>2015</b>
<b>Revised:</b>	<b>2019</b>
<b>Revised:</b>	<b>2021</b>



**Stanislaus County  
Emergency Operations Plan**

---

This page left intentionally blank.



## **Executive Summary**

The Stanislaus County Emergency Operations Plan (EOP) addresses the County's planned response to extraordinary emergency situations associated with natural disasters or human-caused emergencies in or affecting Stanislaus County. This plan does not apply to normal day-to-day emergencies, or the established departmental standard operating procedures (SOPs) used to manage such emergencies. Rather, this plan focuses on operational concepts and would be implemented relative to large-scale disasters which can pose major threats to life, property and the environment requiring unusual emergency responses. This plan is a management document intended to be read and understood before an emergency occurs.

This plan accomplishes the following:

- Establishes the emergency management organization required to mitigate any significant emergency or disaster affecting Stanislaus County.
- Identifies the roles and responsibilities required to protect the health and safety of Stanislaus County residents, public and private property, and the environmental effects of natural, man-made, and technological emergencies and disasters.
- Establishes the operational concepts associated with a field response to emergencies, the Stanislaus County Emergency Operations Center (EOC) activities, and the recovery process.

This Emergency Operations Plan (EOP) is based on the National Incident Management System (NIMS) and its component parts, along with the California Standardized Emergency Management System (SEMS), including the five functional areas of the Incident Command System (ICS): Management/Command, Operations, Planning, Logistics, and Finance/Administration.

## **Plan Organization and Format**

This plan is divided into the Basic Plan, Emergency Support Functions, and Annexes that contain general and specific information relating to county emergency management operations.

### **Basic Plan**

---

This Basic Plan provides an overview of the systems, strategies, policies, assumptions, responsibilities, and operational priorities Stanislaus County will use to guide and support emergency management efforts. The Basic Plan also identifies position roles and responsibilities, describes the concept of emergency operations, the process for mutual aid, providing public information and identifies how the County integrates SEMS and NIMS.

### **Emergency Support Functions**

---

The eleven County Emergency Support Functions (ESFs) are functional annexes to describe goals, objectives, operational concepts, and methods that Stanislaus County, its departments and supporting agencies develop for critical functions during emergency operations. Each ESF



## **Stanislaus County Emergency Operations Plan**

---

represents discipline-specific groups who possess common interests and share a level of responsibility for emergency management. These partners collaboratively prepare for, cohesively respond to, and effectively recover from an emergency. The County's ESFs correspond with both the Federal Emergency Support Functions (ESF) and the California State Emergency Support Functions (CA-ESF). ESFs are developed and maintained separate from the Basic Plan.

### **Annexes**

---

Subsequent plans and procedures developed in support of the County Emergency Operations Plan, such as hazard-specific plans, mutual-aid plans, catastrophic plans, and related procedures, are incorporated by reference and maintained separately from the Basic Plan.



# Stanislaus County Emergency Operations Plan

## Letter of Promulgation



**Stanislaus County Sheriff's  
Office of Emergency Services  
Fire Warden**

**Jeff Dirkse  
Sheriff/  
Director of Emergency Services**

**Richard Murdock  
Fire Warden/  
Assistant Director of Emergency Services**

3705 Oakdale Rd, Modesto, CA 95357  
Phone: 209.552.3600 Fax 209.552.2512  
[www.stancoes.com](http://www.stancoes.com)  
[www.stanemergency.com](http://www.stanemergency.com)


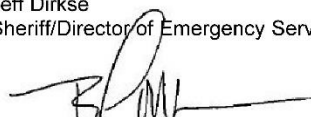
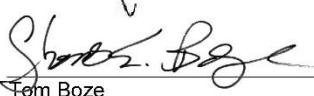
To: Officials, Employees, and Citizens of the Stanislaus  
County Operational Area, California

The preservation of life and property is an inherent responsibility of all levels of government. As disasters can occur in devastating form at any time, Stanislaus County must provide safeguards, which may save lives, while minimizing property damage. This will be accomplished through planning, preparedness measures and training. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize loss.

The Stanislaus County EOP is an extension of the California State Emergency Plan and establishes the emergency organization, assigns responsibility for essential tasks, specifies policies and general procedures, and provides for coordination of planning efforts consistent with California's Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). This plan provides for the integration and coordination of planning efforts of the County/Operational Area with those of its cities, special districts, and other whole community partners. This plan supersedes all previous Stanislaus County Emergency Operations Plans.

This plan was reviewed and approved by the Stanislaus County Sheriff/Director of Emergency Services, the Stanislaus County Fire Warden/Assistant Director of Emergency Services, the Stanislaus County Board of Supervisors, and the California Governor's Office of Emergency Services. The content is based on guidance provided by the California Governor's Office of Emergency Services, the Federal Emergency Management Agency, and the Department of Homeland Security.

The Stanislaus County Board of Supervisors gives its full support to this Emergency Operations Plan and urges all officials, employees, and individuals to prepare for times of emergency before they occur.

 _____ Jeff Dirkse Sheriff/Director of Emergency Services	_____ 9/29/2021 Date
 _____ Richard Murdock Fire Warden/Asst. Director of Emergency Services	_____ 9/29/2021 Date
 _____ Tom Boze County Counsel	_____ 10/7/2021 Date



## **Table of Contents**

<b>Executive Summary .....</b>	<b>i</b>
Plan Organization and Format .....	i
<b>Letter of Promulgation.....</b>	<b>iii</b>
<b>Section 1 – Plan Development Cycle .....</b>	<b>3</b>
<b>1.2 Emergency Operations Plan Development .....</b>	<b>3</b>
1.2.1 Plan Development Cycle.....	3
1.2.2 Forming a Collaborative Planning Team.....	4
1.2.3 Understanding the Situation.....	4
1.2.4 Determine the Priorities, Goals and Objectives.....	5
1.2.5 Plan Development.....	5
1.2.6 Planning Assumptions .....	5
1.2.7 Plan Concurrence – County Departments .....	6
1.2.8 Stanislaus Operational Area Decision Process.....	6
1.2.9 Plan Dissemination and Implementation .....	11
1.2.10 Plan Training and Exercise .....	11
1.2.11 Plan Review, Revise and Maintenance.....	13
1.2.12 Plan Modifications .....	13
<b>1.3 Emergency Support Functions .....</b>	<b>13</b>
1.3.1 Stanislaus County Emergency Support Functions .....	13
1.3.2 State of California Emergency Support Functions .....	15
1.3.3 Federal Emergency Support Functions.....	15
<b>1.4 Community Lifelines .....</b>	<b>15</b>
<b>1.5 Annexes .....</b>	<b>16</b>
1.5.1 Stanislaus County Plans .....	16





**Stanislaus County  
Emergency Operations Plan**

---

1.5.2 Partner Agency Plans ..... 17

**Section 2 – Purpose and Scope .....21**

**2.1 Purpose.....21**

**2.2 Scope .....22**

        2.2.1 National Response Framework.....23

        2.2.2 National Preparedness Goal.....23

**Section 3 – Situation Overview and Hazard Analysis Summary .....27**

**3.1 Situation Overview .....27**

        3.1.1 General .....27

        3.1.2 Geography .....28

        3.1.3 Economy .....28

        3.1.4 Population Distribution .....28

        3.1.5 Critical Facilities .....32

        3.1.6 Government in Stanislaus County.....35

**3.2 Threats and Hazard Analysis Summary .....36**

        3.2.1 Natural, Technological and Human-Caused Hazards .....36

        3.2.2 National Terrorism Advisory System (NTAS) .....50

        3.2.3 State Threat Assessment System (STAS) .....51

        3.2.4 Terrorism Liaison Officer Program .....51

        3.2.5 Reporting Suspicious Activity .....52

**3.3 Capability Assessment .....53**

**3.4 Hazard Mitigation Overview .....54**

        3.4.1 Stanislaus County Hazard Mitigation Plan .....54

**Section 4 – Emergency Management Organization.....57**

**4.1 Incident Command System (ICS) .....57**



**Stanislaus County  
Emergency Operations Plan**

---

4.1.1 General .....57

4.1.2 Functions .....57

4.1.3 Principles of ICS .....59

4.1.4 NIMS Management Characteristics .....59

**4.2 Standardized Emergency Management System (SEMS) .....60**

4.2.1 SEMS Organization Levels .....60

4.2.2 SEMS Functions .....61

4.2.3 SEMS Components .....64

**4.3 National Incident Management System (NIMS).....67**

**4.4 Coordination with Other Levels of Government.....68**

**Section 5 – Organization and Assignment of Responsibilities .....73**

**5.1 County Departments Roles and Responsibilities.....73**

5.1.1 County Departments Primary and Support Roles .....73

5.1.2 County Department Responsibility Matrix .....75

**5.2 Stanislaus County Supporting Agencies Roles and Responsibilities.....76**

**5.3 Stanislaus County Business Roles and Responsibilities.....76**

**5.4 Stanislaus County Resident’s Roles and Responsibilities .....77**

**Section 6 – Response Concept of Operations .....81**

**6.1 Response Concept of Operations.....81**

6.1.1 General .....81

6.1.2 Goals, Priorities, and Strategies.....81

6.1.3 Sequence of Events During Disasters .....83

6.1.4 Direction, Control and Coordination .....90

6.1.5 Mutual Aid.....94

6.1.6 Intelligence Gathering and Situation Reporting.....97



**Stanislaus County  
Emergency Operations Plan**

---

6.1.7 Public Information .....99

6.1.8 Public Alert and Warning.....100

6.1.9 Evacuation and Movement.....106

6.1.10 Care and Shelter .....108

6.1.11 Emergency Proclamations .....109

**Section 7 – Emergency Operations Center (EOC) .....115**

**7.1 Emergency Operations Center (EOC) Concept of Operations .....115**

7.1.1 Emergency Operations Center (EOC) .....115

7.1.2 Director of Emergency Services.....116

7.1.3 EOC Activation Criteria, SEMS Levels, and Staffing.....119

7.1.4 EOC Coordination with Special Districts, Disaster Service Workers (DSW),  
Private Volunteer and Government Affiliated Volunteer Agencies .....122

7.1.5 Alternate Emergency Operations Center .....125

7.1.6 EOC Deactivation Procedures .....126

**Section 8 – Recovery Concept of Operations .....130**

**8.1 Recovery Concept of Operations.....130**

8.1.1 Local Residents, Businesses, Partner Agencies, and Local Government  
Recovery Actions .....133

8.1.2 State and Federal Government Recovery Actions .....137

**8.2 Recovery Declaration Process.....137**

**8.3 Damage Estimate and Assessments .....138**

**8.4 Financial Assistance Programs .....139**

8.4.1 Federal Public Assistance Program .....139

8.4.2 California Disaster Assistance Act (CDAA) Program .....140

8.4.3 The Federal Fire Management Assistance Grant (FMAG).....140

8.4.4 Individual Assistance .....141



**Stanislaus County  
Emergency Operations Plan**

---

8.5 Disaster Debris Management .....	142
8.6 Environmental and Historical Considerations.....	144
8.7 Documentation and Cost Recovery .....	144
8.8 Critical Incident Stress Management.....	144
8.9 Recovery After-Action/Improvement Plan Reporting.....	145
<b>Section 9 – Continuity of Government.....</b>	<b>149</b>
<b>9.1 Continuity of Government (COG).....</b>	<b>149</b>
9.1.1 Continuity of Operations (COOP).....	149
9.1.2 Preservation of Local Government Governing Body .....	151
<b>Section 10 – Communications.....</b>	<b>157</b>
<b>10.1 Communications .....</b>	<b>157</b>
10.1.1 Integrated Communications .....	157
10.1.2 Communication Systems .....	158
10.1.3 External Communication Methods .....	158
10.1.4 Internal Communication Methods .....	160
<b>Section 11 – Finance/Administration and Logistics .....</b>	<b>163</b>
<b>11.1 Finance/Administration .....</b>	<b>163</b>
11.1.1 Recordkeeping Requirements.....	163
11.1.2 Documentation.....	164
<b>11.2 Logistics .....</b>	<b>164</b>
11.2.1 Resource Priorities.....	164
11.2.2 Resource Requests .....	164
<b>Section 12 – Authorities and References .....</b>	<b>169</b>
<b>12.1 Authorities .....</b>	<b>169</b>
12.1.1 Federal.....	169



**Stanislaus County  
Emergency Operations Plan**

12.1.2 State ..... 170

12.1.3 Local ..... 170

**12.2 References ..... 171**

12.2.1 Federal..... 171

12.2.2 State ..... 171

12.2.3 Local ..... 172

**Section 13 – Glossary and Acronyms..... 176**

**13.1 Glossary of Terms..... 176**

13.1.1 Introduction ..... 176

**13.2 Acronyms and Abbreviations..... 195**

**Section 14 – Attachments ..... 204**

**14.1 Attachment A - Plan Concurrence Signature Page ..... 206**

**14.2 Attachment B - Record of Changes ..... 210**

**14.3 Attachment C - Emergency Support Functions for Stanislaus County ..... 212**

**14.4 Attachment D - Stanislaus Operational Area Agreement ..... 214**

**14.5 Attachment E - Emergency Proclamations – Reference Guide..... 220**

14.5.1 Public Health Declared or Proclaimed Emergencies..... 223

**14.6 Attachment F - NIMS/SEMS/ICS Training Requirements for County Employees (2018)..... 226**

**14.7 Record of Distribution ..... 228**

**Table of Figures**

Figure 1 - Emergency Operations Plan Development Cycle ..... 3

Figure 2 - Stanislaus County Decision Process for Emergency Management ..... 8

Figure 3 - Participants in the Stanislaus County Decision Process for Emergency Management  
..... 10



## **Stanislaus County Emergency Operations Plan**

---

Figure 4 - Emergency Plan Interface.....	23
Figure 5 - The Five Mission Areas of the National Preparedness Goal.....	24
Figure 6 - Map of Stanislaus County .....	27
Figure 7 - Stanislaus County Estimated Population 2019 .....	29
Figure 8 - Percentages of Languages Spoken in Stanislaus County.....	30
Figure 9 - Stanislaus County Supervisorial Districts.....	36
Figure 10 - Top Five Risks Rating Score.....	38
Figure 11 - Probability of the Top 5 Risks for Stanislaus County.....	38
Figure 12 - Map of Stanislaus County State Responsibility Areas for Fire Protection .....	42
Figure 13 - Elements of Capability .....	53
Figure 14 - The Four Phases of Emergency Management.....	57
Figure 15-SEMS Organization Levels .....	61
Figure 16 - SEMS Functions .....	61
Figure 17 - Chart showing Coordination of Levels of Government.....	69
Figure 18 - Initial Event Priorities.....	85
Figure 19 - Response Phase Sequence of Events.....	89
Figure 20 - Flow of Coordination and Communication from Field to State .....	93
Figure 21 - California Mutual Aid Regions .....	95
Figure 22 - Discipline-Specific Mutual Aid Systems .....	97
Figure 23 - Emergency Management Organization Chart.....	116
Figure 24 - Flow Chart from Incident to Threat Assessment to StanMAC Activation.....	119



## List of Tables

Table 1 - County, State and Federal Emergency Support Function Matrix.....	15
Table 2 - Population Table for Stanislaus County and Cities within the County .....	29
Table 3 - Categories of Hazards that Threaten.....	37
Table 4 - Mitigation Mission Area Core Capabilities and Preliminary Targets .....	54
Table 5 - Comparison of Field and EOC SEMS Functions .....	63
Table 6 - Stanislaus County EOC Responsibility Matrix .....	75
Table 7 - SEMS EOC Activation Requirements.....	120
Table 8 - Stanislaus County Emergency Operations Center Staffing Levels.....	122
Table 9 - Recovery Functions and Responsible Departments/Agencies .....	136



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.





# **Section 1**

# **Plan Development Cycle**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## Section 1 – Plan Development Cycle

### 1.2 Emergency Operations Plan Development

#### 1.2.1 Plan Development Cycle

The Stanislaus County Emergency Operations Plan (EOP) development follows the guidance provided by Federal Emergency Management Agency (FEMA) through their Comprehensive Preparedness Guide (CPG) 101, Version 2.0. This Guide emphasizes engaging the whole community in the planning process to partner with the public and private sectors, share knowledge and resources, build a more resilient community, and enhance recovery efforts before, during and after a disaster. The diagram below highlights the steps used by the Stanislaus County Office of Emergency Services in developing, approving, implementing, exercising, reviewing, revising, and maintaining the Stanislaus County Emergency Operations Plan.

Plans are nothing;  
Planning is everything.  
  
- Dwight D. Eisenhower

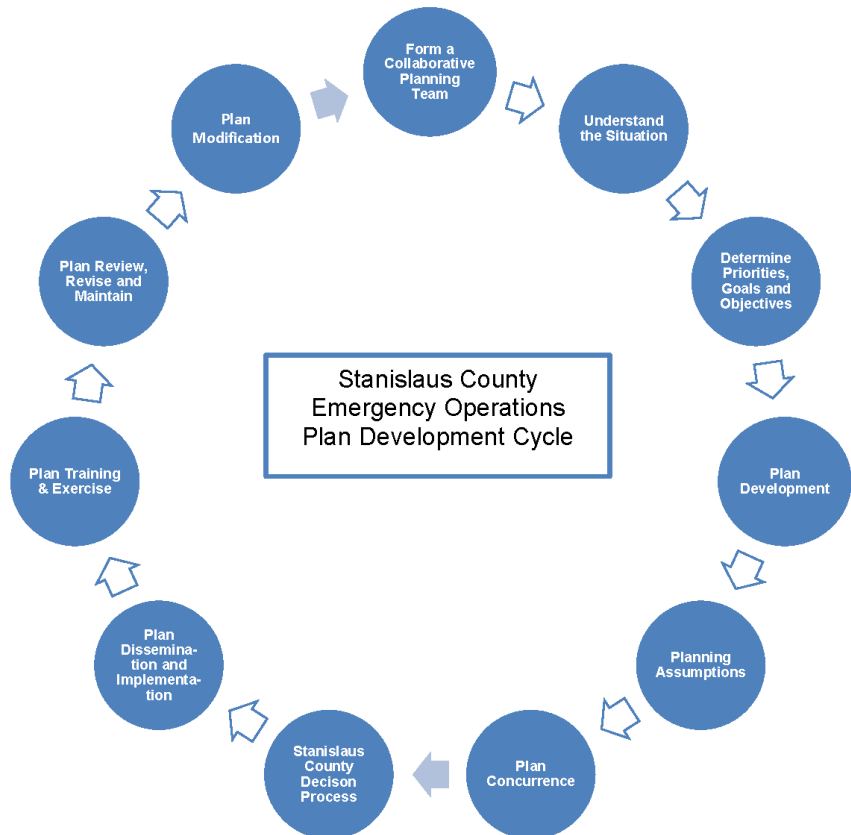
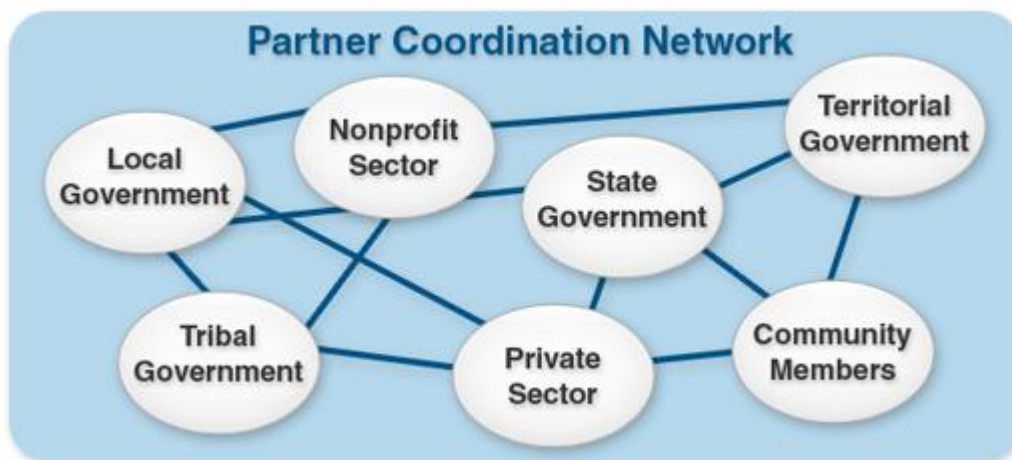


Figure 1 - Emergency Operations Plan Development Cycle

### 1.2.2 Forming a Collaborative Planning Team

Every four years, the Stanislaus County Office of Emergency Services assembles a core planning team consisting of representatives from each County department to review, revise and update the current Emergency Operations Plan. An expanded planning team, including, but not limited to, representatives from the nine cities, Operational Area partners, community-based organizations, non-governmental agencies, faith-based organizations, and special districts, are invited to participate in the expanded planning team to ensure the whole community is represented in the planning process and that the EOP is representative of the actual population within the community.



In addition to assisting in the review and revision of the Stanislaus County Emergency Operations Plan, the Operational Area Council members and partner agencies are encouraged to develop their own agency-specific emergency response plans. The County Office of Emergency Services provides the nine cities within the County assistance in maintaining their Emergency Operations Plans. Copies of each city EOP are available in the County Emergency Operations Center.

### 1.2.3 Understanding the Situation

Identifying threats and hazards the County may face and then considering the potential risks are key steps in the planning process and are the basis for EOP development. This assessment helps decide which hazards or threats merit special attention, what actions must be planned for, and what resources are likely to be needed. Taking an all-hazards threat perspective and working with a consortium of community stakeholders the five major natural threats and hazards identified for Stanislaus County communities are: floods, fire, dam failure, landslides, and earthquakes. These threats and hazards and mitigation actions as well as additional technological and man-made threats, are discussed in the Stanislaus County Local Hazard Mitigation Plan. For more detail, see *Section 3, Hazard and Threat Analysis*.



### **1.2.4 Determine the Priorities, Goals and Objectives**

Utilizing the whole community approach and encouraging participation from all stakeholders in the community, the core and expanded planning teams defined the priorities, goals, and objectives for responding to a disaster or emergency. Operational priorities govern resource allocation and response strategies for Stanislaus County and its political subdivisions during an emergency. Operational goals outline the responsibilities each agency is charged with during the response phase and objectives are the specific and identifiable actions carried out during the response phase. For more detail, see *Section 6, Goals, Priorities and Strategies*.

### **1.2.5 Plan Development**

The EOP is developed under the authority conveyed to the director of emergency services in accordance with the Stanislaus County Code, Chapter 2.52 Disaster Council and Emergency Services. The Office of Emergency Services follows FEMA's Comprehensive Preparedness Guide to Developing and Maintaining Emergency Operations Plans (CPG 101) and is charged with keeping the plan current.

### **1.2.6 Planning Assumptions**

Certain assumptions were used during the development of this plan. These assumptions translate into basic principles associated with conducting emergency management operations in preparation for, response to, and recovery from major emergencies. Planning assumptions provide context, requirements, and situational realities that must be addressed in plan development and emergency operations.

- All incidents are local.
- 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.
- An emergency can result in property loss, interruption of essential public services, damage to basic infrastructure, and significant harm to the environment.
- The greater the complexity, impact and geographic scope of an emergency, the more multiagency coordination will be required.
- Mutual aid and other forms of assistance will be rendered when impacted jurisdictions exhaust or anticipate exhausting their resources.
- Neighboring counties and regions may come to Stanislaus County's aid through the Mutual Aid Agreement and/or other mechanisms and agreements.
- Individuals, community-based organizations, and business will offer services and support in time of disaster.



## Stanislaus County Emergency Operations Plan

---

- Disabled populations and those with access and functional needs will require additional planning considerations for communications, alert and warning, transportation and evacuation, and care and sheltering needs.
- County departments and agencies with regulatory oversight responsibilities will continue their same roles during all phases of an emergency and will be included in the organizational response structure as needed to support emergency management efforts.
- If needed, the Regional Emergency Operations Center (REOC) will make additional resource requests through the State Operations Center (SOC) if activated and may utilize a Geographic Operations Center (GEO-OPS) if necessary.
- If Federal Assistance is needed, requests will be coordinated through the State Operations Center.

### 1.2.7 Plan Concurrence – County Departments

Before the EOP is submitted to the Decision Process, and subsequently approved by the Stanislaus County Board of Supervisors, it is essential that those County departments identified as having primary and/or support functions, acknowledge their role and support the plan. Review of the plan by each of the specified County departments 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 their assigned roles and familiarize themselves with this plan in its entirety before signing the Plan Concurrence Signature Page.

*Signatures of Plan Concurrence can be found in Attachment A*

### 1.2.8 Stanislaus Operational Area Decision Process

Once County departments have concurred with the plan, it will be submitted to the Stanislaus County Decision Process for Emergency Management.

The Disaster Council and Operational Area Council make up the entities of the Stanislaus County Decision Process. They are the entities with the authority to review and approve the EOP and other emergency management plans, projects, policies, and procedures prior to final adoption by the Board of Supervisors. This assures plans, projects, policies, and procedures are all-hazard, community-based, consistent, and meet the requirements of the National Incident Management System (NIMS), Standardized Emergency Management System (SEMS), and the Incident Command System (ICS). The benefits of the Stanislaus Operational Area Decision Process for emergency planning include:

- Provides for a systematic approach to preplanning and public education;
- Allows for a uniform approach to response and recovery plans for large scale emergencies;



## **Stanislaus County Emergency Operations Plan**

---

- Allows for a uniform approach to emergency management for the County and our partner jurisdictions;
- Ensures support and coordination of all the emergency operations, plans, policies, and procedures;
- Reduces communication conflicts;
- Enhances cooperation and collaboration between all public and private sectors interested in emergency management;
- Accepts input from all levels of the response system including the recipients of those services;
- Provides for an orderly, outlined process;
- Ensures conformity/compliance with the Incident Command System (ICS);
- Ensures conformity/compliance with the Standardized Emergency Management System (SEMS); National Incident Management System (NIMS); State of California mutual aid plans; and Homeland Security Presidential Directives (HSPD) 5 and 8;
- Encourages support and acceptance from the Assistant Director of Emergency Services (Fire Warden), who also serves as the Operational Area Coordinator; and
- Encourages support and acceptance from the Sheriff of Stanislaus County, who is the Director of Emergency Services.

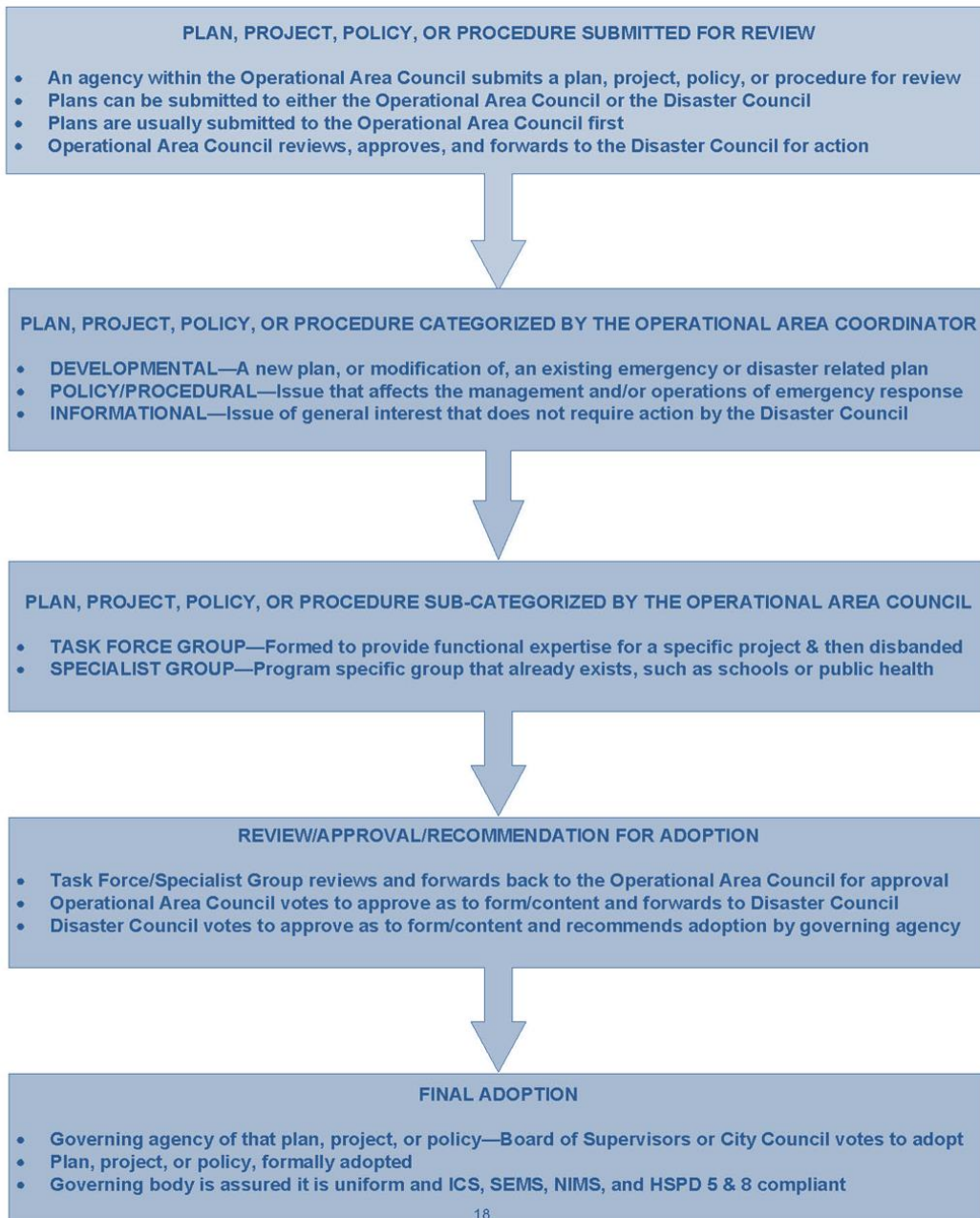
### **1.2.8.1 History of the Decision Process**

---

In April of 2008, the Stanislaus County Board of Supervisors approved the restructuring of the existing Disaster Council for the purpose of redefining the role of the Disaster Council as well as the membership and their responsibility. This included the amendment of the County Code to reflect the Stanislaus County Decision Process for Emergency Management. This Process is based upon the FIRESCOPE Decision Process that is the model used by the Federal Government when developing the National Incident Management System (NIMS), adopted by the Stanislaus County Board of Supervisors in September 2006. It is also based on the Standardized Emergency Management System (SEMS) and the Incident Command System (ICS) adopted by the Board of Supervisors in December 1995.



**DECISION PROCESS FOR EMERGENCY MANAGEMENT**



**Figure 2 - Stanislaus County Decision Process for Emergency Management**





### **1.2.8.2 Disaster Council**

---

Stanislaus County restructured its Disaster Council in 2008 to better serve the community by bringing together the Stanislaus Operational Area Council members and other community members from non-government agencies, community and faith-based organizations, and other partners involved in emergency management planning, training, and operations. Members of the Disaster Council are policy-level representatives from the County and each city within Stanislaus County.

The Disaster Council is responsible for reviewing and approving emergency management and disaster response plans and programs submitted through the Decision Process. The Disaster Council ensures the unity of purpose in emergency plans, policies, and procedures as well as compliance with the Incident Command System (ICS), Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the Homeland Security Presidential Directives (HSPD) 5 and 8. Although the Council has no overall authority over any individual political jurisdiction, through the consensus process, programs and concepts are developed that provide a common platform for all stakeholders, thereby making a more effective and efficient delivery system area wide. The Disaster Council is also responsible for administering a disaster service worker volunteer program. Participants in the Disaster Council are identified in the illustration on the following page.

### **1.2.8.3 Operational Area Council**

---

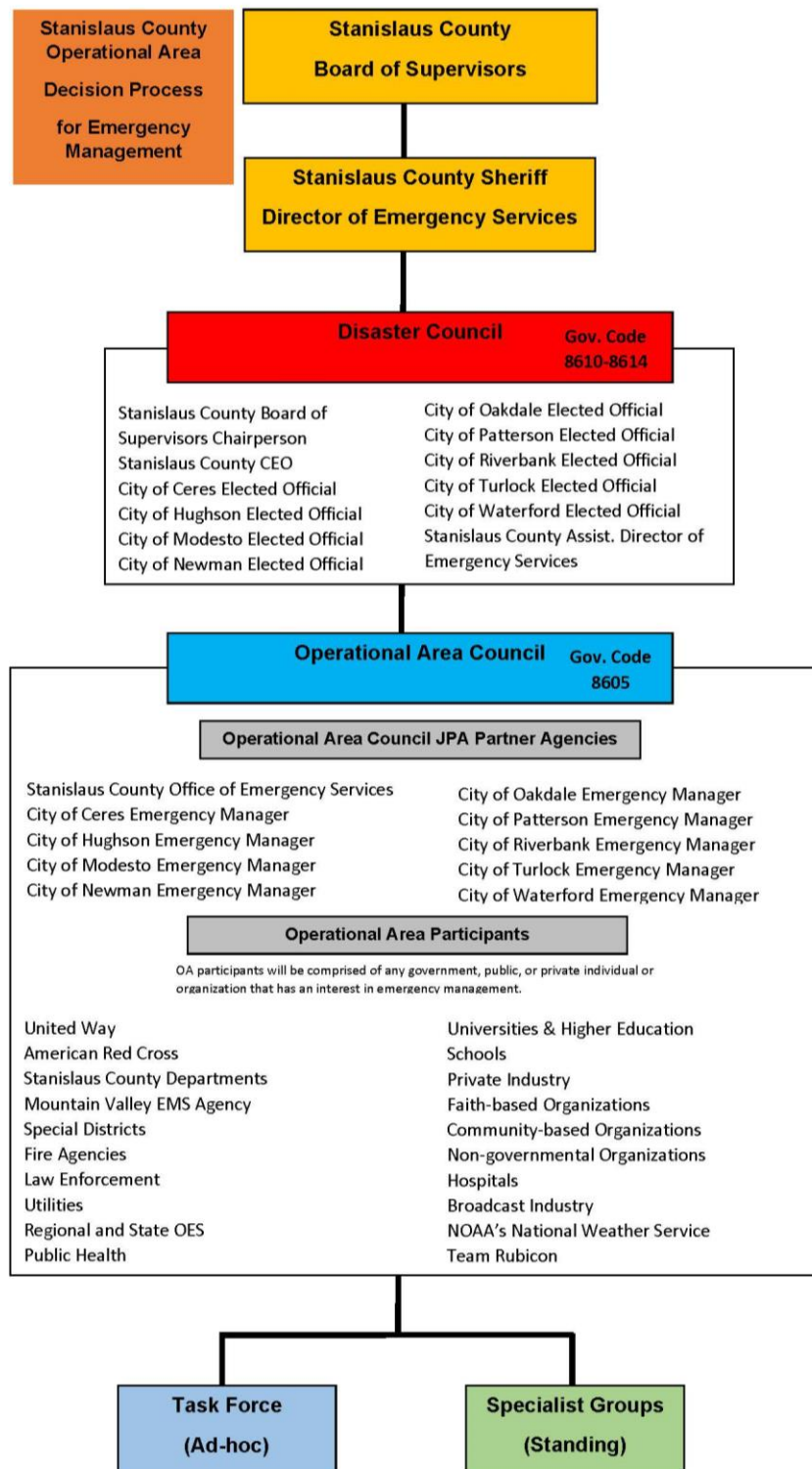
The California Emergency Services Act (Government Code § 8550 et seq.) was adopted to ensure adequate preparations and programs to deal with the mitigation of natural, human-caused, or war-caused emergencies. To further this end, the Act designated each county as an Operational Area. The Operational Area serves as a coordinator of all local agencies and jurisdictions within the Operational Area and as a conduit between the local level and region and state organizations.

The Emergency Services Act requires each Operational Area to form an organization to develop a systematic approach for exchanging information and resources in emergencies as well as conduct cooperative planning and exercises. Stanislaus County (Office of Emergency Services) serves as the chair of the Operational Area Council, a coalition of local agencies and jurisdictions with roles in emergency management and response. Stanislaus County and the cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock, and Waterford first executed an agreement in 1998 and have continued to renew the agreement, most recently in 2019. This agreement formed and recognized the Stanislaus County Operational Area Council. Figure 3 on the following page lists the members of the Operational Area JPA partner agencies, as well as the Operational Area Participants.

*Additional information can be found in the Stanislaus County Disaster Council/Operational Area Council Policies and Procedures Manual.*



# Stanislaus County Emergency Operations Plan



Rev. 08-21

Figure 3 - Participants in the Stanislaus County Decision Process for Emergency Management



## **1.2.9 Plan Dissemination and Implementation**

After review by the Operational Area Council and the Disaster Council and upon concurrence of the Board of Supervisors, the Stanislaus County Emergency Operations Plan will be officially adopted and promulgated. The approval date will be included on the title page. The plan will be distributed to those County departments, supporting allied agencies, and community organizations having assigned primary or support functions or responsibilities within the EOP. The EOP is also posted on-line at [www.stanoes.com](http://www.stanoes.com).

### **1.2.9.1 Plan Activation**

---

The Stanislaus County Emergency Operations Plan may be activated by the Director of Emergency Services or designated alternates under any of the following circumstances:

- On the order of the Director of Emergency Services as designated by Title 2, Chapter 2.52 –Disaster Council and Emergency Services of the Stanislaus County Government Code.
- Upon proclamation by the Governor that a STATE OF EMERGENCY exists in an area of the state.
- Automatically on the proclamation of a STATE OF EMERGENCY as defined in the California Emergency Services Act (Chapter 7, Division 1, Title 2, California Government Code.)
- Upon declaration by the President, of the existence of a National Emergency.
- Automatically, on receipt of an attack warning or actual attack on the United States, or upon occurrence of a catastrophic disaster that requires immediate government response.
- Upon declaration by the Public Health Officer of a Local Health Emergency that an imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent exists in Stanislaus County<sup>1</sup>.
- Upon the outcome of a Stanislaus County Multi-Agency Coordination (Stan MAC) Threat Assessment Group (TAG) decision to activate the Stan MAC Group.

## **1.2.10 Plan Training and Exercise**

The Stanislaus County Office of Emergency Services (OES) will inform County departments, Operational Area cities and partner agencies of training and exercise opportunities associated with emergency management. All County employees are required to complete the Basic NIMS Training ICS-100, Introduction to the Incident Command System and IS-700, The National Incident Management System an Introduction, courses or the Stanislaus County OES Basic NIMS

---

<sup>1</sup> Health & Safety Code, § 101080.



## **Stanislaus County Emergency Operations Plan**

---

Training Workshop. Additional NIMS training is required for first line supervisors, middle management, anyone who may fill a command or section lead position in the field or EOC, and elected or appointed officials. Training completion will be documented in the employee's PeopleSoft training record. County departments with responsibilities under this plan must ensure their personnel are properly trained to carry out these responsibilities and be compliant with NIMS requirements and federal grant fund guidance Exercises are periodically conducted by OES and County departments are encouraged to participate.

*A list of training requirements can be found in Attachment F*



### **1.2.11 Plan Review, Revise and Maintenance**

This Plan will be reviewed in accordance with the *Stanislaus County OES Plan Maintenance Procedure*, dated August 2021.

Those agencies having assigned responsibilities under this plan are obligated to inform the Stanislaus County Office of Emergency Services when significant changes occur or are imminent. Proposed changes will be submitted, in writing, to the Stanislaus County Office of Emergency Services. After review, changes will be published and distributed to all departments/agencies identified within the Emergency Operations Plan distribution list and noted on the Record of Changes.

### **1.2.12 Plan Modifications**

Upon the delegation of authority from the Director of Emergency Services, specific modifications can be made to this plan without the signature of the Board of Supervisors. The plan may be modified because of post-incident analyses and/or post-exercise critiques. It may be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change. The Stanislaus County Office of Emergency Services will maintain the Emergency Operations Plan Record of Changes. This 2021 Emergency Operations Basic Plan and its Emergency Support Functions supersede all previous versions of the Stanislaus County Emergency Operations Plans.

*See Record of Changes in Attachment B*

## **1.3 Emergency Support Functions**

Emergency Support Functions (ESFs) contain detailed descriptions of the methods that government agencies and departments follow for critical operational functions during emergency operations.

### **1.3.1 Stanislaus County Emergency Support Functions**

The Stanislaus County Office of Emergency Services uses NIMS-approved ESFs for planning purposes and to comply with Federal grant funding guidance. The California ESFs (CA-ESFs) are used to interpret the State Emergency Plan (SEP) and bridge the Federal and State guidance in Stanislaus County's emergency planning efforts. The crosswalk on the next page shows how Stanislaus County's ESFs correspond with the California Emergency Support Functions (CA-ESFs) and the Federal Emergency Support Functions (ESFs).



# Stanislaus County Emergency Operations Plan

Stanislaus County Emergency Support Functions	Correlating California Emergency Support Functions	Correlating Federal Emergency Support Functions
ESF #1 Critical Infrastructure	CA-ESF #1 Transportation	ESF #1 Transportation
	CA-ESF #3 Construction and Engineering	ESF #3 Public Works and Engineering
	CA-ESF #12 Utilities	ESF #12 Energy
ESF #2 Communications	CA-ESF #2 Communications CA-ESF #18 Cybersecurity	ESF # 2 Communications
ESF #3 Construction and Engineering (See ESF #1)	CA-ESF #3 Construction and Engineering	ESF #3 Public Works and Engineering
ESF #4 Fire and Rescue	CA-ESF #4 Fire and Rescue	ESF #4 Firefighting
		ESF #9 Search and Rescue
ESF #5 Emergency Management	CA-ESF #5 Management	ESF #5 Information and Planning
	CA-ESF #7 Resources	ESF #7 Logistics
	CA-ESF #15 Public Information and Alert and Warning	ESF #15 External Affairs/Standard Operating Procedures
ESF #6 Care and Shelter	CA-ESF #6 Care and Shelter	ESF #6 Mass Care, Emergency Assistance, Temporary Housing and Human Services
ESF #7 Resources (See ESF #5)	CA-ESF #7 Resources	ESF #7 Logistics
ESF #8 Public Health	CA-ESF #8 Public Health and Medical	ESF #8 Public Health and Medical Services
ESF #9 Search and Rescue (See ESF #4)	CA-ESF #9 Search and Rescue-merged with CA-ESF #4 and #13	ESF #9 Search and Rescue
ESF #10 Hazardous Materials	CA-ESF #10 Hazardous Materials	ESF #10 Oil and Hazardous Materials
ESF #11 Agriculture	CA-ESF #11 Food and Agriculture	ESF #11 Agriculture and Natural Resources
ESF #12 Utilities (See ESF #1)	CA-ESF #12 Utilities	ESF #12 Energy
ESF #13 Law Enforcement	CA-ESF # 13 Law Enforcement CA-ESF #16 Evacuation	ESF #13 Public Safety and Security
ESF #14 Recovery	CA-ESF #14 Recovery	ESF #14 Cross-Sector Business and Infrastructure Annex
ESF #15 Public Information/Alert & Warning (See ESF #5)	CA-ESF #15 Public Information	ESF #15 External Affairs/Standard Operating Procedures
ESF #16 Evacuation (See ESF #13)	CA-ESF #16 Evacuation	N/A



Stanislaus County Emergency Support Functions	Correlating California Emergency Support Functions	Correlating Federal Emergency Support Functions
ESF #17 Volunteer and Donations Management	CA-ESF #17 Volunteer and Donations Management	N/A
ESF #18 Cybersecurity (See ESF #2)	CA-ESF #18 - Cybersecurity	N/A

**Table 1 - County, State and Federal Emergency Support Function Matrix**

### 1.3.2 State of California Emergency Support Functions

The State Emergency Plan (SEP) establishes the California Emergency Functions (CA-ESFs) as key components of California’s system for all-hazard emergency management. Cal OES initiated the development of the CA-ESFs in cooperation with California’s emergency management community including Federal, State, tribal and local governments, public/private partners, and other stakeholders to ensure effective collaboration during all phases of emergency management. The development of the CA-ESFs involves organization of the participating stakeholders and gradual development of emergency support function components. This development also includes a process to maintain each of the CA-ESFs as a permanent component of California’s emergency management system.

### 1.3.3 Federal Emergency Support Functions

The Federal Emergency Management Agency (FEMA) provides Emergency Support Functions (ESFs) which describe the Federal interagency support for a federal response to an incident. These ESFs are a mechanism for grouping functions most frequently used to provide Federal support to States and Federal-to-Federal support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. The Federal ESFs correspond to the State of California ESFs and Stanislaus County ESFs. ESFs deliver core capabilities to stabilize Community Lifelines for an effective response.

## 1.4 Community Lifelines

Community lifelines represent those services that enable the continuous operation of critical government and business functions, are essential to human health and safety or economic security and enable all other activity within a community. FEMA created the seven Community Lifelines to reframe incident information, understand and communicate incident impacts using plain language, and promote unity of effort across the whole community to prioritize efforts to stabilize the lifelines during incident response. Stanislaus County and other whole community organizations can utilize community lifelines to work together to identify impacts to community lifelines, establish incident priorities and objectives, and develop an action plan to stabilize community lifelines and meet disaster needs. By building capabilities to stabilize and accelerate the restoration of community lifeline services, it will be possible to save countless lives, limit damage to the economy, help maintain essential services for critical facilities, reduce the initial impacts of disasters, and facilitate recovery operations. Together, the community lifelines reframe incident information to provide to decision makers with root cause and impact analysis.

Figure 4 below identifies the seven community lifelines: Safety and Security; Food, Water, Shelter; Health and Medical; Energy (Power & Fuel); Communications; Transportation; and Hazardous Materials.



**Figure 4 – FEMA Seven Community Lifelines**

## 1.5 Annexes

Subsequent plans and procedures that are developed in support of the Emergency Operations Plan, such as mutual aid plans, hazard-specific plans, catastrophic plans, and related procedures will be incorporated by reference and maintained separate from the basic plan. Listed below are Stanislaus County Plans and Partner Agency Plans that support this EOP.

### 1.5.1 Stanislaus County Plans

- Alert & Warning Plan (Under development)
- Agriculture Response Plans
- Animal Disease Response Plan
- Area Plan for Emergency Response to Hazardous Materials Incidents in Stanislaus County
- Avian Influenza Plan
- Care and Shelter Operations Plan
- Continuity of Operations/Continuity of Government Plans (COOP/COG)
- Ethanol Facility Emergency Response Plan
- Extreme Cold and Freeze Plan
- Extreme Heat Contingency Plan
- Exotic Newcastle Disease (END) Task Force Plan
- Mass Fatality Plan
- Public Health All Hazards Emergency Operations Plan (AHEOP)





- Stanislaus County Flood Emergency Operations Plan (RDs 2063, 2091, and 1602)
- Stanislaus County Local Hazard Mitigation Plan (LHMP)
- Stanislaus County Water Contingency Plan
- Stanislaus County Health Services Agency Crisis & Risk Communication Plan

### **1.5.2 Partner Agency Plans**

- American Red Cross Emergency Plan
- Cal State University Stanislaus Emergency Operations Plan
- Department of Water Resources Directory of Flood Officials
- Del Puerto Canyon Water District Hazard Mitigation Plan
- East Side Mosquito-Borne Disease Guidance
- Merced Irrigation District Emergency Action Plan
- Modesto Irrigation District Emergency Response Plan
- Modesto Irrigation District Capacity and Energy Emergency Load Reduction Plan
- Modesto and Empire Traction Company Emergency Operations Plan
- Pacific Gas and Electric (PG & E) Emergency Response Plan
- Reclamation Emergency Action Plan
- San Luis Field Division Emergency Operations Plan
- Tri-Valley Dam Project Emergency Action Plan
- Turlock Irrigation District Emergency Operations Plan
- Turlock Irrigation District Local Hazard Mitigation Plan
- Turlock Lake Emergency Action Plan
- United Way Emergency Volunteer Center Operations Plan
- Yosemite Community College District Emergency Operations Plan



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



# **Section 2**

# **Purpose and Scope**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.

## Section 2 – Purpose and Scope

### 2.1 Purpose

The purpose of the Stanislaus County Emergency Operations Plan (EOP), including its Emergency Support Functions and Annexes, is to provide a consistent, Countywide framework to enable the whole community to work together to mitigate, prepare for, respond to, and recover from the effects of emergencies regardless of cause, size, location, or complexity. Specifically, this plan is intended to:

- Facilitate multi-jurisdictional and interagency coordination in emergency operations particularly between local government, private sector, operational area (geographic county boundary), State response levels, and appropriate Federal agencies.
- Serve as a County plan, a reference document, and when possible, may be used for pre-emergency planning in addition to emergency operations.
- Identify the policies, responsibilities and procedures required to protect the health and safety of Stanislaus County communities, public and private property, and the environment from the effects of natural and technological emergencies and disasters.
- Identify and assign specific areas of responsibility for performing functions in response to an emergency or disaster within Stanislaus County.
- Establish the operational concepts and procedures associated with initial response operations (field response) to emergencies, the expanded response operations (County Emergency Operations Center (EOC) activities) and the recovery process.
- Identify the components of the emergency management organization and establish associated protocols required to effectively mitigate, prepare for, respond to, and recover from any significant emergency or disaster affecting Stanislaus County.
- Establish the organizational framework of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) within Stanislaus County.

We cannot stop natural disasters, but we can arm ourselves with knowledge: so many lives wouldn't have to be lost if there was enough disaster preparedness.

~Petra Nemcova,  
Special Rep. of the  
UN Secretary General for  
Disaster Risk Reduction

Stanislaus County, as the Operational Area (OA), is responsible for fulfilling all responsibilities set forth in the Standardized Emergency Management System (SEMS) to include acting as the liaison between local agencies and the Region and State level of the SEMS process, coordination and prioritization of incidents and the management of critical resources within the OA. Departments within the County of Stanislaus, local governments, allied agencies, private enterprise, special



districts, and volunteer organizations who have roles and responsibilities identified in this plan are encouraged to develop emergency operations plans, detailed Standard Operating Procedures (SOPs), and emergency response checklists based on the provisions of this plan.

## 2.2 Scope

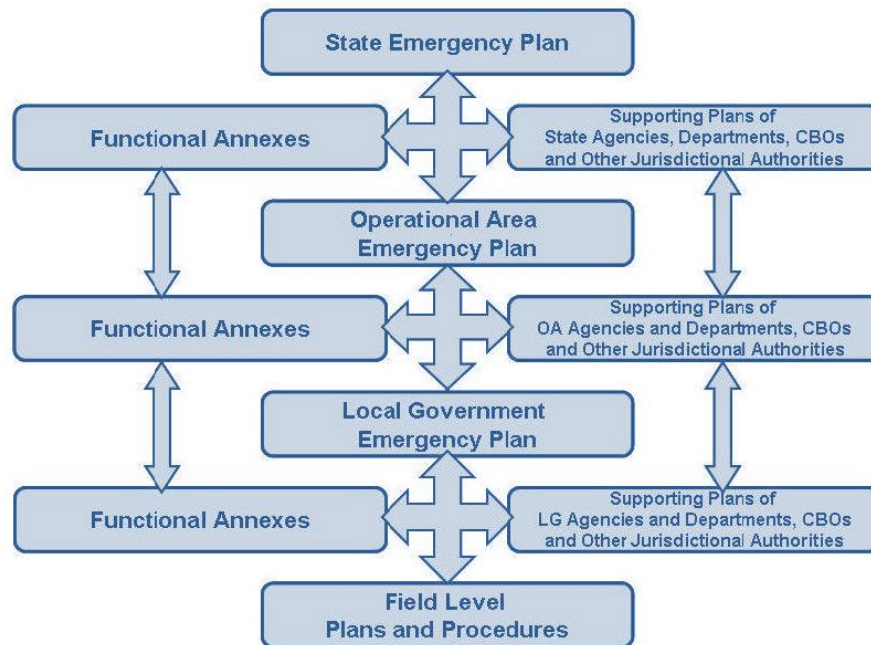
The scope of this plan applies to any extraordinary emergency situation associated with any hazard, natural or human-caused, which may affect Stanislaus County, and which generates situations requiring planned, coordinated responses by multiple agencies or jurisdictions. The EOP represents planning from an all-risk perspective and those incidents stemming from accidental as well as deliberate acts or omissions.

Incorporating the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101 and State of California Emergency Plan best practices, this plan is designed to be read, understood, and exercised prior to an emergency, and establishes the frameworks for implementation of SEMS and NIMS for the County. Emergency operations in Stanislaus County will be coordinated through the structure of the Emergency Operations Center (EOC). This plan will be used in coordination with the State Emergency Plan and the National Response Framework.

The provisions, policies and procedures of this plan are applicable to all agencies and individuals, public and private, having responsibility for emergency preparedness, response, recovery and/or mitigation in the county. The other governmental agencies within Stanislaus County maintain their own emergency operations plan with the goal for those plans to be consistent with the policies and procedures established by this plan.

This plan is part of a larger framework that supports emergency management within the State of California. Through an integrated framework of emergency plans and procedures involving all stakeholders in the emergency management community, Stanislaus County, together with its political subdivisions, the Inland Region (Region IV) of the California Office of Emergency Services (Cal OES) and the Federal government, promotes effective planning and coordination prior to an emergency, thereby ensuring a more effective response and recovery.

The Emergency Plan Interface diagram on the next page, illustrates the relationship of the Stanislaus County Operational Area Emergency Operations Plan to Local Government Emergency Plans and the State Emergency Plan.



**Figure 4 - Emergency Plan Interface<sup>2</sup>**

**2.2.1 National Response Framework**

The National Response Framework (NRF), developed by the Federal Emergency Management Agency (FEMA), is a guide to how the Nation responds to all types of disasters and emergencies. It is built on scalable, flexible, and adaptable concepts identified in the National Incident Management System (NIMS) to align key roles and responsibilities across the Nation. It is an essential component of the National Preparedness System mandated in Presidential Policy Directive (PPD) 8: National Preparedness. PPD-8 is aimed at strengthening the security and resilience of the United States through systematic preparation for the threats that pose the greatest risk to the security of the Nation. PPD-8 defines five mission areas – Prevention, Protection, Mitigation, Response, and Recovery – and mandates the development of a series of policy and planning documents to explain and guide the Nation’s collective approach to ensuring and enhancing national preparedness. The NRF sets the doctrine for how the Nation builds, sustains, and delivers the response core capabilities identified in the National Preparedness Goal.

**2.2.2 National Preparedness Goal**

The National Preparedness Goal defines what it means for the whole community to be prepared for all types of disasters and emergencies. The goal itself reads: “A secure and resilient Nation with the capabilities required across the whole community to prevent, protect against, mitigate, respond to, and recover from the threats and hazards that pose the greatest risk.” The Goal states

<sup>2</sup> Source: California State Emergency Plan (SEP)

that preparedness is the shared responsibility of the entire Nation and promotes the importance of the whole community contributing to enhance national preparedness.

**Mission Areas:** The National Preparedness Goal is organized into five mission areas. These five mission areas serve as an aid in organizing the national preparedness activities and enabling integration and coordination across core capabilities.



**Figure 5 - The Five Mission Areas of the National Preparedness Goal<sup>3</sup>**

**Core Capabilities:** The 5 Mission Areas identifies and describes 32 core capabilities that address the greatest risks to the nation. The core capabilities are essential for the execution of each of the five mission areas and provide distinct critical elements necessary to achieve the National Preparedness Goal in each mission area.

*More information on the National Response Framework can be accessed on-line at [FEMA Library and National Response Framework](#)*

<sup>3</sup> Source: [National Preparedness Goal](#)





## **Section 3**

# **Situation Overview – Hazard Analysis Summary**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.

## Section 3 – Situation Overview and Hazard Analysis Summary

### 3.1 Situation Overview

#### 3.1.1 General

Stanislaus County is located in the heart of California’s Central Valley. It is bordered on the north by San Joaquin County, the east by Mariposa, Tuolumne, and Calaveras Counties, the south by Merced County, and the west by Alameda and Santa Clara Counties. The county’s total area is 1,521 square miles.

We learn from every natural disaster. Whether it’s a fire or a flood, we learn something from it so we can respond to the next one better.

~ Malcom Turnbull, 29<sup>th</sup> Prime Minister of Australia

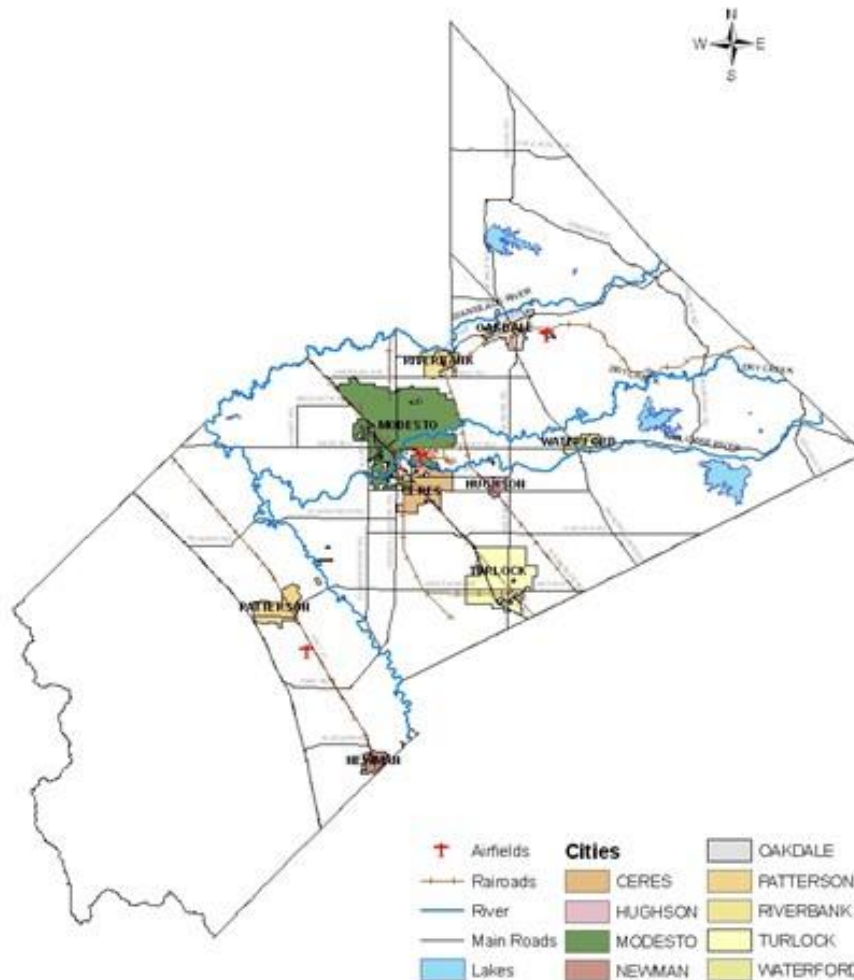


Figure 6 - Map of Stanislaus County

### **3.1.2 Geography**

Stanislaus County is bordered on the west by the Diablo Range, and on the east by the rolling foothills leading to the Sierra Nevada Mountain range. The remainder of the County includes rural agricultural areas and small and medium sized towns. There are four major rivers in Stanislaus County. Three, the Stanislaus, Calaveras, and the Tuolumne Rivers, run east to west. The fourth, the San Joaquin River, runs southeast to northwest. The Stanislaus, Tuolumne and San Joaquin pose the most significant flooding risk. Dry Creek also runs east to west, and then merges with the Tuolumne River in Modesto. Rainfall and runoff in the eastern portion of the county directly affect this creek. The county also has three major reservoirs: Modesto, Woodward, and Turlock.

### **3.1.3 Economy**

The economy of Stanislaus County is based primarily on agriculture, and related industries. Agriculture is and will continue to be a major industry and a prime determinant in the economic base of Stanislaus County. Stanislaus County plays a major role in California's agricultural production. In terms of dollars produced from agriculture, from the 2019-2020 California Agricultural Statistics Review, Stanislaus ranks fifth in the state with a gross value of Agricultural Production of \$3,526,856,000.<sup>4</sup> The leading commodities in Stanislaus County are Almonds, Milk, Chickens, and Nursery (Fruit/Vine/Nut).

### **3.1.4 Population Distribution**

Stanislaus County has nine municipalities: The Cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock, and Waterford. Additionally, there are thirteen unincorporated communities within the County and substantial areas of State and Federally controlled lands such as parks, wildlife areas and other public lands. Modesto has the largest population within the County. Stanislaus County comprises the Modesto Metropolitan Statistical Area, which ranked 102 out of 392 in the United States as of July 1, 2020 by the United States Office of Management and Budget estimates.<sup>5</sup>

<sup>4</sup> Source: California Agricultural Statistics Review 2019-2020

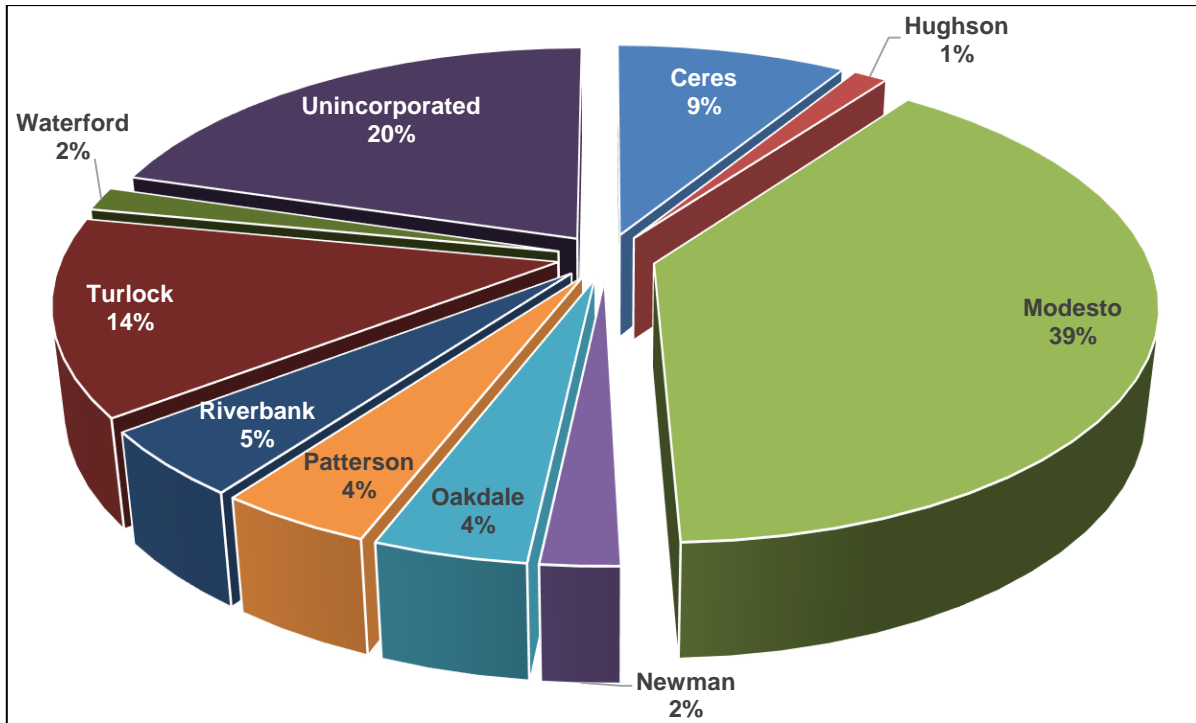
<sup>5</sup> Source: United States Office of Management and Budget Metropolitan Statistical Areas



According to the California Department of Finance Demographic Research Unit, the estimated population for the cities within the County of Stanislaus, as well as the populations for the unincorporated areas, as of January 1, 2021, are as follows:

City/Area	Population
Ceres	48,901
Hughson	7,303
Modesto	219,294
Newman	11,962
Oakdale	23,237
Patterson	23,304
Riverbank	25,189
Turlock	74,820
Waterford	8,944
Incorporated	442,954
Unincorporated	113,014
Total County Population:	555,968

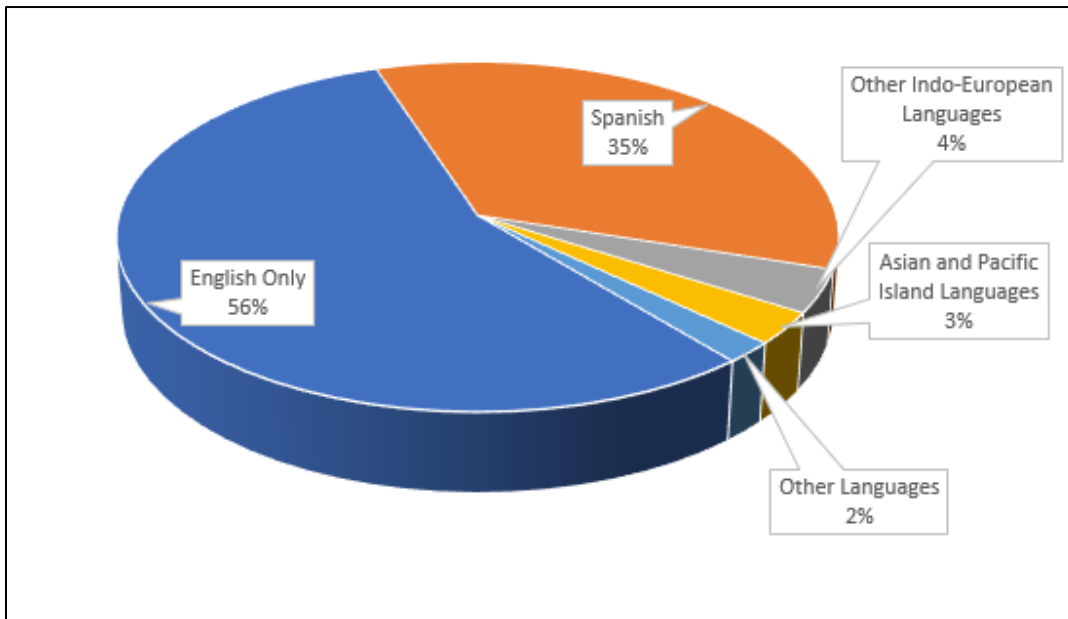
**Table 2 - Population Table for Stanislaus County and Cities within the County**



**Figure 7 - Stanislaus County Estimated Population 2021**

According to the U.S. Census Bureau and the American Community Survey, the median resident age for Stanislaus County in 2019 was 34.5<sup>6</sup>. Approximately 13.4% of the population is over the age of 65.

For the population five years and older, 56% speak English only in the home and 44% speak a language other than English. A breakdown of languages spoken is illustrated in the chart on the below.



**Figure 8 - Percentages of Languages Spoken in Stanislaus County<sup>7</sup>**

### **3.1.4.1 Stanislaus County Populations with Disabilities and Other Access and Functional Needs**

Lessons learned from recent emergencies concerning people with disabilities and other access and functional needs have shown that the existing paradigm of emergency planning, implementation, and response must change to meet the needs of these groups during an emergency. These lessons show three areas that are repeatedly identified as most important to people with disabilities and other access and functional needs:

- Communications and Public Information** – Information delivered at press conferences by public officials and broadcast on radio or television during a disaster is critical. This information needs to be effective, understood, consumable, and actionable by the whole community (i.e., sign language interpreters for Deaf/Hard of Hearing, translation for those limited English, and alternative formats for Blind/Low Vision). Emergency notification

<sup>6</sup> Source: Data USA, Stanislaus County, CA

<sup>7</sup> Source: American Community Survey, US Census. 2017 1-Year Estimate



systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind.

- **Evacuation and Transportation** – When local evacuations become necessary, considerations for the whole community include accessible transportation options, medical needs, and keeping individuals connected with their families, personal care providers, essential equipment and technologies, and service animals. Evacuation and Transportation plans must incorporate disability and other access and functional needs to assist with the identification and movement of people with mobility impairments and those with transportation disadvantages.
- **Sheltering** – Shelters can be stressful environments and accelerate the impacts of disaster when they are not planned for the whole community. General population shelters need to be in physically accessible locations and equipped with resources to meet the needs of individuals with access and functional needs, so they remain with their support system and communities. Care and Shelter plans must address the needs of people with disabilities and other access and functional needs to allow for sheltering in general population shelters. Per the Americans with Disabilities Act (ADA), when shelter facilities are activated, the State will work with local officials to ensure they accommodate the provisions of the Americans with Disabilities Act.

The percentage of the population of all ages with disabilities in Stanislaus County (13.1%) is more than California (10.6%). See **Table 3: Disability by Type of Difficulty** below, for a breakdown of what percentage of the population has each kind of difficulty. Some people may have more than one difficulty.

	<b>Stanislaus</b>	<b>California</b>
Any disability	13.1%	10.6%
Hearing difficulty	3.8%	3.0%
Vision difficulty	2.4%	2.0%
Cognitive difficulty	5.1%	4.3%
Ambulatory difficulty	7.3%	5.9%
Self-care difficulty	2.7%	2.6%
Independent living difficulty	6.4%	5.5%

**Table 3 – Disability by Type of Difficulty**

### **3.1.4.2 At-Risk Individuals**

---

At-Risk Individuals are those individuals who are not in contact with traditional emergency service providers. These people may feel they cannot comfortably or safely access and use the standard resources offered in preparedness, response, and recovery. These include, but are not limited to individuals who are:

- Homeless
- Without transportation
- Out of hearing range of community alert sirens/systems
- Without radio or television to know they need to take protective action
- Without access to telephones
- Visiting or temporarily residing in an impacted region
- Not familiar with available emergency response and recovery resources
- Limited in their understanding of English
- Geographically or culturally isolated
- Individuals or groups that lack trust in government

### **3.1.5 Critical Facilities**

Critical Facilities are structures and institutions which because of their function, size, service area, or uniqueness have the potential to cause serious bodily harm, extensive property damage, or disruption of vital socioeconomic activities if they are destroyed, damaged, or if their services are repeatedly disrupted due to an emergency or disaster event. Critical facilities must continue to operate during and following a disaster to ensure access to community lifelines, reduce the severity of impacts, and accelerate recovery.

#### **3.1.5.1 Emergency Operations Centers (EOCs) and Department Operations Centers (DOCs)**

---

Emergency operations in Stanislaus County will be coordinated through the structure of the Emergency Operations Center (EOC). When activated, the EOC serves as a central location from which multiple agencies or organizations coordinate and share information, set priorities and objectives, and manage resources during an emergency or disaster. Stanislaus County maintains and operates a primary and alternate EOC which are designed to support the field response to an emergency incident or incidents within the County. County departments including the Community Services Agency and Health Services Agency maintain the capability to activate internal Department Operations Centers (DOCs) in response to incidents that do not require resources or support from outside of the organization.



Cities, special districts, universities, hospitals, and utility providers may also maintain their own EOCs or DOCs to coordinate response activities and resources.

#### **3.1.5.2 Sheriff and Police Services Facilities**

---

The Stanislaus County Sheriff's Department provides law enforcement services to the unincorporated area of Stanislaus County as well as contractual law enforcement services to the cities of Riverbank, Patterson, Waterford, and Hughson. The Sheriff's Department has several facilities throughout the county including the Public Safety Center, Stanislaus County Sheriff's Office Regional Training Division, Stanislaus County Office of Emergency Services, adult detention facilities, County Coroner's facility, and staffing locations at the Modesto Airport, and Woodward and Modesto Reservoirs. Each city provides a Police Services Facility to house the officers and staff assigned to that city. The Cities of Ceres, Modesto, Newman, Oakdale, and Turlock maintain their own Police Departments and Facilities.

Four Public Safety Answering Points (PSAPs) are maintained within the County including in the Cities of Ceres (which provides dispatch services for Newman Police Department), Oakdale, Turlock, and Stanislaus Regional 911 (SR-911) in Modesto.

#### **3.1.5.3 Fire Services**

---

The fire services system in Stanislaus County consists of municipal agencies, fire protection districts, and various forms of State fire protection. There are 51 fire stations located in six municipal fire departments and 14 special districts within Stanislaus County. The California Department of Forestry and Fire Protection (Cal FIRE) provides service within State Responsibility Areas (SRAs), predominantly wildland and open space areas within the County. Figure 12 *Map of State Responsibility Area for Fire Protection* on page 42 of this plan identifies the SRA within Stanislaus County.

#### **3.1.5.4 Emergency Medical Services**

---

Emergency medical services are mostly provided through an integrated system utilizing both public and private resources. All fire agencies provide basic life support (BLS) first response except for two fire engine companies in the City of Modesto, one engine company in the City of Riverbank, and one engine company in the City of Patterson who provide advanced life support (ALS) capabilities. Most other advanced life support (ALS) transport is provided by private vendors. Oak Valley Hospital District, Del Puerto Health Care District, and Westside Ambulance also provide ALS level of service and are governmental agencies.

The county is divided into eight ambulance response zones, most of which are Exclusive Operating Areas (EOA). American Medical Response (AMR) provides services to zones one, three, eight, and zone C. These zones encompass the communities of Modesto, Salida, Empire, Ceres, Keyes, Turlock, Denair, and Hughson. Zone four and Zone D services are provided by Oak Valley District Ambulance and encompass the communities of Oakdale, Riverbank, Valley Home, Knights Ferry, Waterford, Hickman, and LaGrange. Zone 5 services are provided by Patterson

District Ambulance and encompass the communities of Patterson, Grayson, and Westley. Zone A is serviced by Westside District Ambulance and includes the community of Newman.

All emergency ambulance dispatch is provided by Valley Regional Emergency Communications Center (VRECC), a division of American Medical Response. There are two air ambulance providers based in the county, PHI Air Medical and CALSTAR 12.

### **3.1.5.5 Acute Care Hospitals, Specialty Centers, and Nursing Homes**

---

Stanislaus County has eight healthcare facilities designated as General Acute Care Hospitals; five of these facilities provides 24-hour emergency care services. The County has two designated trauma centers: Doctor's Medical Center (Level II) and Memorial Medical Center (Level II). Both level II trauma centers are located within the City of Modesto approximately 1.4 miles from each other. In addition, Doctor's Medical Center, Kaiser Hospital Modesto, and Memorial Medical Center have been designated as Primary Stroke Centers (PSC). Emanuel Medical Center, Doctor's Medical Center, and Memorial Medical Center are designated as STEMI (ST Elevation Myocardial Infarction) Receiving Centers.

The County also has 19 licensed Skilled Nursing Facilities that can coordinate with hospitals to alleviate surge during an incident. In addition, the Stanislaus County Health Services Agency, Golden Valley Health Centers, and Livingston Community Health Centers provide a variety of medical services at clinics located in Ceres, Hughson, Modesto, and Turlock.

### **3.1.5.6 Schools**

---

There are 189 public schools in Stanislaus County serving 110,460<sup>8</sup> students. Of the 189 public schools, 41 are High Schools, 26 are Intermediate/Middle/Jr High Schools, 111 are Elementary Schools, and 11 are Elementary – High School combinations<sup>9</sup>. There is also 28 private schools serving 2,928 students<sup>10</sup>. Stanislaus County is also home to Modesto Junior College which features two campuses and enrolls 16,935<sup>11</sup> students, and California State University, Stanislaus, located in the City of Turlock with an enrollment of 11,163<sup>12</sup> students.

### **3.1.5.7 Infrastructure**

---

State Highways 99, 219, 108/120, 33, 132 and Interstate 5 are the major transportation routes through the county. Highways 99, 33 and I-5 run north – south and Highways 219, 108/120 and 132 run east – west. These major highway / freeway routes would be highly utilized by both county residents and tourists as possible evacuation routes.

Public roadways and bridges within Stanislaus County are owned and maintained by California Department of Transportation, Stanislaus County Public Works Department, and the nine city Public Works Departments. A high potential exists for road closures due to severe winter storms

<sup>8</sup> Source; Stanislaus County Office of Education Annual Report to the Community - 2020

<sup>9</sup> Source: California Department of Education – Data & Statistics 2020-2021

<sup>10</sup> Source: California Department of Education – Private School Data 2020-2021

<sup>11</sup> Source: <https://www.mjc.edu/general/research/dashboards/demographics.php> – Fall 2020

<sup>12</sup> Source: <https://www.csustan.edu/iea/institutional-data/quick-facts> – Fall 2020



or flooding. Parts of the county can become isolated for a period when these adverse road conditions exist. While most secondary roads are paved, there are still several unpaved public roads within the county.

### **3.1.5.8 Railways**

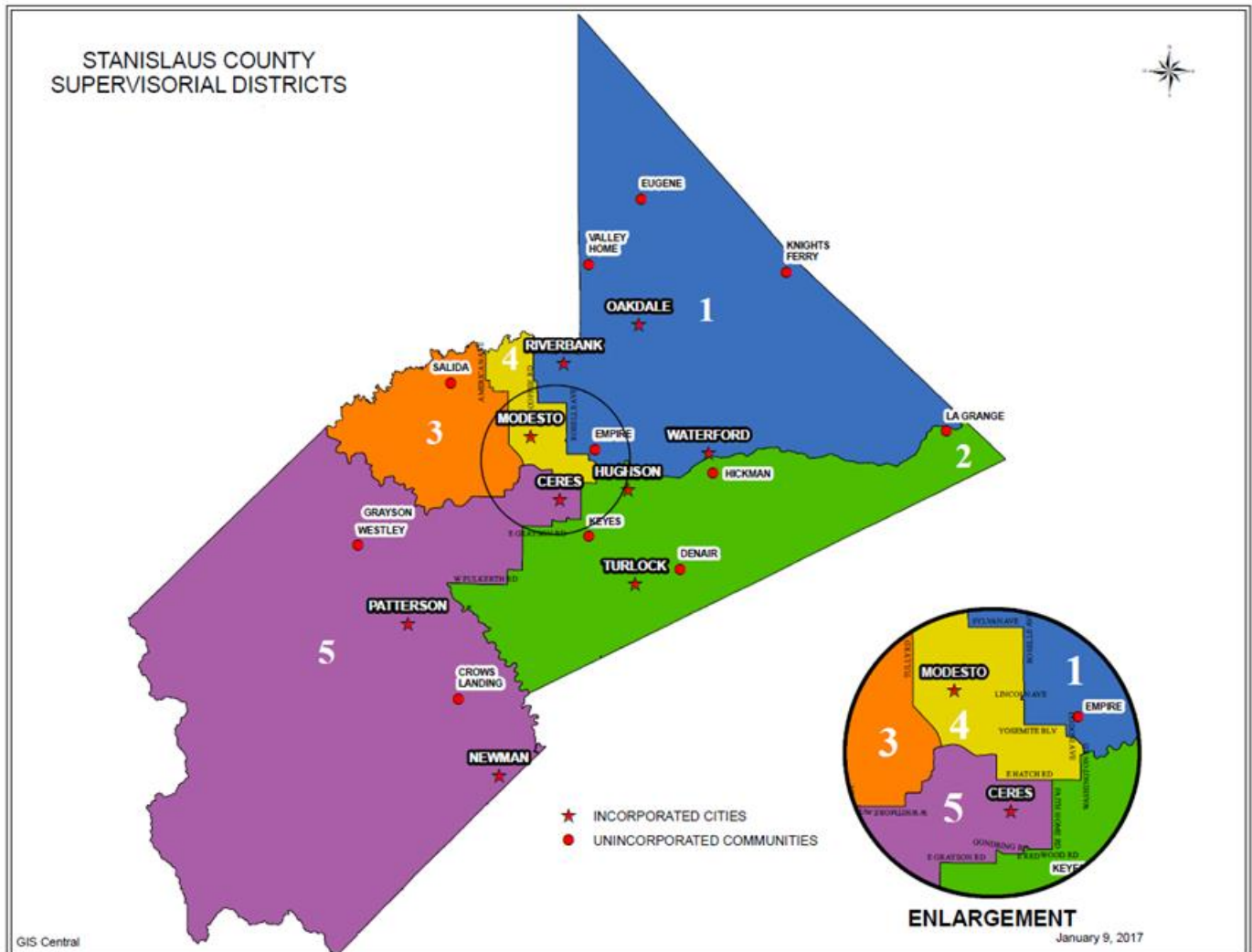
The Union Pacific (UP) and Burlington Northern Santa Fe (BNSF) Railroads are the freight lines serving Stanislaus County. Both have tracks running north – south in the county. Amtrak passenger service is provided on the BNSF track with a passenger station located in eastern Modesto. Sierra Railroad serves between Tuolumne County and the City of Oakdale in Stanislaus County. Also, the Modesto and Empire Traction Company (M&ET), a short line freight railroad, provides interconnection services between UP and BNSF Railroads, as well as serving the industrial hub of the county. M&ET operates 5 miles of yard main track and 39 miles of spurs and sidetracks.

### **3.1.5.9 Airports**

There is one joint County / City of Modesto operated airport in Stanislaus County. Modesto Airport's runways are 5904' and 3464' respectively. The airport operates 24 hours daily, although the tower is closed at night. It is capable of multiple engine propeller aircraft or jet aircraft, as large as a 737-400. There are four additional airports in Stanislaus County: Oakdale Municipal Airport (2400-foot east-west runway), Turlock Airpark (2000-foot north-south runway), Patterson Airport (2500-foot north-south runway) and the Crows Landing Naval Air Station. The Patterson Airport and the Crows Landing Naval Air Station are not functional Airports. In Patterson, the runway and tarmac are leased by a private company and a landing area is used for medical helicopters.

## **3.1.6 Government in Stanislaus County**

The Board of Supervisors is the duly elected legislative body of Stanislaus County. The Board sets and adopts policies and establishes programs for law and justice, health and mental health, social services, land use, transportation, water resources, air quality, flood management, agriculture, economic development, emergency services, intergovernmental relations, libraries, and areas of general governance. Based on these policies, the Board of Supervisors fixes salaries, appropriates funds, and adopts annual budgets for all departments. The five members of the Board are elected by supervisorial district, are non-partisan, and serve four-year terms.



**Figure 9 - Stanislaus County Supervisorial Districts**

### 3.2 Threats and Hazard Analysis Summary

In 2017, Stanislaus County completed and adopted the Stanislaus County Local Hazard Mitigation Plan which identifies the natural threats and risks to Stanislaus County communities the probability of future events, and the mitigation efforts made to address those hazards. This plan was also approved by FEMA and Cal OES.

#### 3.2.1 Natural, Technological and Human-Caused Hazards

There are three broad categories of hazards that can threaten communities: natural, technological, and human-caused. Stanislaus County, with its varying topography, mix of urban and rural areas, and rapidly growing population, is subject to a wide variety of negative impacts from various threats and hazards. Although an attempt has been made to identify hazards and threats most likely to affect Stanislaus County, new hazards and threats will continue to emerge. The categories of threats and hazards that Stanislaus County prepares for are:



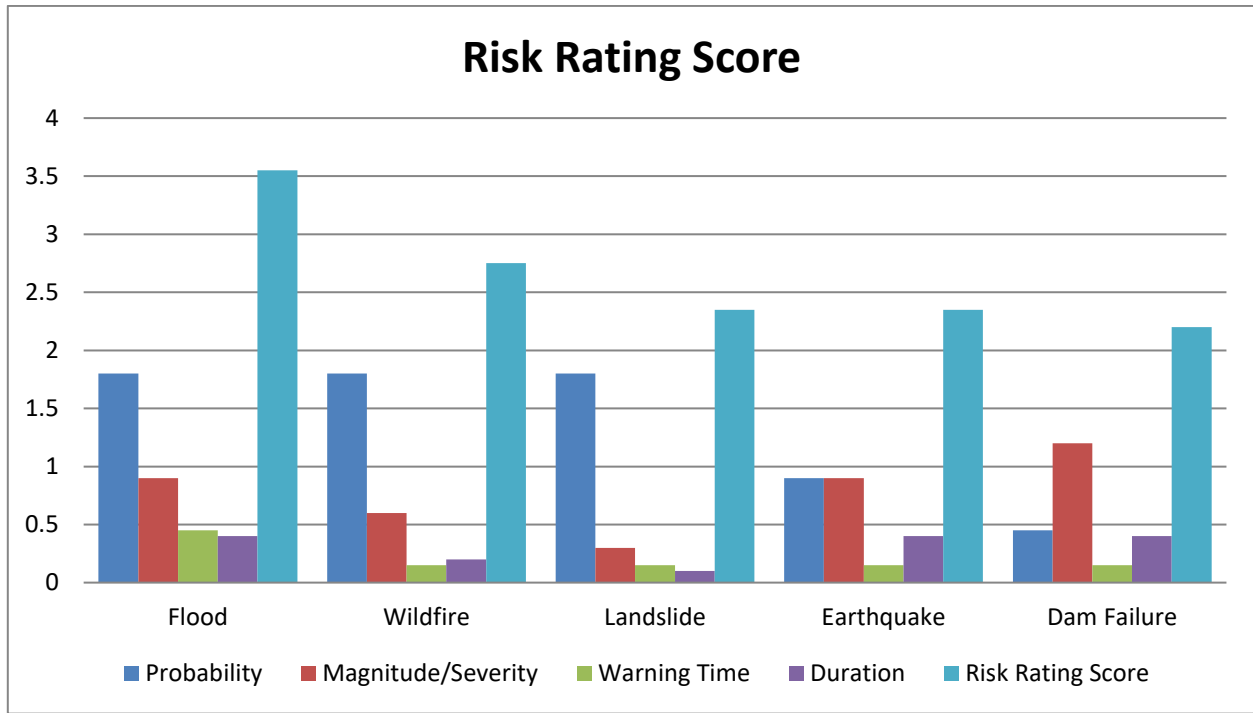
**Natural Hazards** are naturally occurring physical phenomena caused either by rapid or slow onset events which can be **geophysical** (earthquakes, landslides, tsunamis, and volcanic activity) **hydrological** (avalanches and floods), **climatological** (extreme temperatures, drought, and wildfires), **meteorological** (cyclones and storms), or **biological** (disease epidemics and insect or animal plagues).

**Technological or Human-caused Hazards** (complex emergencies, conflicts or war, famine, displaced populations, industrial accidents, transportation accidents, and intentional acts of violence or sabotage) are events that are caused by human activity and occur in or close to human settlements.

FEMA identifies hazards as seen in the table below:

Natural Hazards	Technological Hazards	Human-Caused Hazards
Disease Outbreak	Airplane Crash	Civil Disturbance
Drought	Bridge/Roadway Collapse	Cyber Events
Earthquake	Dam/Levee Failure	Terrorist Acts
Epidemic	HazMat Release	Sabotage
Extreme Weather	Power Failure	School Violence
Flood	Radiological Release	
Landslide	Train Derailment	
Tornado	Transportation Accident	
Wildfire	Urban Conflagration	

Table 3 - Categories of Hazards that Threaten



**Figure 10 - Top Five Risks Rating Score**

The top five risks and probability for Stanislaus County, as defined in the 2017 Local Hazard Mitigation Plan are illustrated in the chart below:

<b>Flood</b>	<ul style="list-style-type: none"> <li>• The probability of flooding in Stanislaus County is highly likely with critical severity.</li> </ul>
<b>Wildfire</b>	<ul style="list-style-type: none"> <li>• The potential of future wildfires within Stanislaus County is highly likely with limited severity.</li> </ul>
<b>Landslide</b>	<ul style="list-style-type: none"> <li>• Landslides occur 5 to 12 times a year on Del Puerto Canyon Road and frequent on Hwy 132 along the river bluffs making the probability highly likely with negligible severity.</li> </ul>
<b>Earthquake</b>	<ul style="list-style-type: none"> <li>• The potential of a 5.0 earthquake in Stanislaus County is possible with critical severity.</li> </ul>
<b>Dam Failure</b>	<ul style="list-style-type: none"> <li>• There have been no previous occurrences of dam failure making the probability unlikely. There would be catastrophic severity if one should occur.</li> </ul>

**Figure 11 - Probability of the Top 5 Risks for Stanislaus County**

### **3.2.1.1 Flood**

---

Flooding has been a major problem throughout the history of Stanislaus County, particularly with the encroachment of urban growth into flood plains. Major floods have occurred in 1861, 1938, 1950, 1955, 1969, 1983, 1995, 1997, and 1998. Minor flooding occurred in 2006 and 2017 with limited impacts to County property. The State Reclamation Board has identified and adopted designated floodways, defined in feet per second of flow, along the San Joaquin River, Stanislaus River, Tuolumne River, and portions of Dry Creek. Seasonal flooding along Dry Creek and the San Joaquin River is common during very wet years or periods.

The Stanislaus County Public Works Department works with the Federal Emergency Management Agency (FEMA) on the review of the hydraulic modeling, studies, map changes, and efforts needed to maintain compliance with the National Flood Insurance Program (NFIP). They serve as the community representative for floodplain management studies, plans, and mapping activities initiated by federal and state agencies, flood control and drainage districts, adjacent communities, and others. They also monitor flood warning systems and identify stakeholders in the process.

The Stanislaus County Planning and Community Development Department provides the floodplain administration duties specific to construction permits and serves as the recordkeeper for public review of studies, maps elevation certificates, and letters of map revisions approved by FEMA and as required by County Code 16.50.260.

When significant weather events have been forecast, the California Department of Water Resources is responsible for coordinating local, state, and federal flood operations. The State-Federal Flood Operations Center (FOC), located in Sacramento, is the focal point of this effort. When activated during a major weather event, the FOC operates 24 hours a day to monitor changing conditions, coordinate flood fight efforts with local and federal partners, and keep the public informed.

The National Weather Service (NWS) has responsibility for originating public warnings regarding weather hazards including floods. Local government, working in partnership with the National Weather Service, may also send notifications and alerts in support of weather events such as flooding.

*For more information, refer to the 2017 Stanislaus County Local Hazard Mitigation Plan, New Melones Emergency Action Plan, Don Pedro Emergency Action Plan, Turlock Irrigation Emergency Operations Plan, and Modesto Irrigation Emergency Operations Plan.*

### **3.2.1.2 Wildfire**

---

Wildfire hazards can be traced to four causes: topography, vegetation, climate, and human activity. Chaparral, grasslands, and other wild plant life provide the major sources of fire fuel. Stanislaus County has a Mediterranean type of climate with cool, wet winters and hot, dry summers. The hot, dry summers in Stanislaus County produce large areas of extremely dry vegetation often located on topography which enhance the spread of flames and prohibits access

of firefighting equipment. When people are added to the above situation, the chances of fires are greatly increased.

The largest wildfire in Stanislaus County history, the SCU Lightning Complex Fire, occurred in August of 2020 on the western side of the County in the State Responsibility Area (SRA) of Del Puerto Canyon. The SCU Lightning Complex Fire burned a total of 396,624 acres across five counties and actively burned for 44 consecutive days. In Stanislaus, the SCU Fire burned 175,804 acres, destroyed five residences, injured six people, and caused the evacuation of over 1,500 residents from the Diablo Grande and Del Puerto Canyon communities. The Del Puerto Fire and The Canyon Fire both occurred in July 2006. These fires burnt 2,593 and 34,217 acres respectively. No structures or residences were lost in the Del Puerto Fire, but 11 residences were lost in the Canyon Fire. The Lick Incident occurred in July 2007 in the SRA encompassing Santa Clara and Stanislaus Counties. Approximately 47,460 acres burned, and four residences were lost.

#### PG&E Community Wildfire Safety Program

Because of the continued and growing threat of extreme weather and wildfires, the public utility provider PG&E has expanded its Community Wildfire Safety Program to include additional precautionary measures to help reduce the risk of wildfires. For public safety, it may be necessary for PG&E to turn off electricity as a last resort when extreme fire danger conditions are forecasted. This is called a “Public Safety Power Shutoff (PSPS).” Customers in high fire-threat areas (Tier 2-Elevated or Tier 3-Extreme) may have their power temporarily shut off when lines cannot operate safely. Although a customer may not live or work in a high fire-threat area, their power may also be shut off if their community relies upon a line that passes through an area experiencing extreme fire danger conditions. PG&E’s Wildfire Safety Operations Center (WSOC) will monitor fire danger conditions across service areas and evaluate whether to turn off electric power lines in the interest of safety.

While no single factor will drive a Public Safety Power Shutoff, some factors include: a red flag warning, low humidity levels, forecasted sustained winds generally above 25 mph and wind gust in excess of approximately 45 mph, condition of dry fuel, and on-the-ground, real-time observations. Customers will be notified, when possible, 48 hours before power is turned off, 24 hours before power is turned off, just before power is turned off, during the public safety outage, and once the power has been restored. Customers should prepare for a 2 to 5-day power outage. PG&E will attempt to reach customers through calls, texts and emails using contact information on file. They will also use pge.com, social media channels and keep local news and radio outlets informed and updated. PG&E customers are encouraged to update their contact information by visiting [PG&E Wildfire Alerts](#).

Stanislaus County has an area of Tier 2 fire threat on the western side in the Diablo Grande area. However, any part of the County could experience a PSPS event due to direct reliance on PG&E-provided electricity or indirect reliance on a line that ties into a PG&E distribution or transmission line that may originate in a Tier 2 or 3 area.





Modesto Irrigation District's (MID) electric system operates separately from PG&E's, so any PG&E power outage – including a PG&E Public Safety Power Shutoff – may not directly affect MID customers. While a small portion of MID's service territory (Ripon, Riverbank, Escalon, Oakdale, Mountain House) overlaps or closely borders PG&E's, MID's infrastructure is not located within high fire threat areas.

While MID doesn't anticipate preemptive power shutoffs to customers due to local wildfire-related issues, California wildfires could possibly cause regional or statewide power supply constraints that would affect MID's ability to serve their customers. Public safety is always a priority. In a rare event that MID is forced to conduct weather or wildfire issue-related power shutoffs, they will alert their customers via MID's web site, social media channels, news media and their community partners.

Turlock Irrigation District (TID) continually monitors, revises, and expands their wildfire safety efforts throughout their service territory and beyond. Much of their service area is not designated as a high fire threat area, nor is it likely to present the combination of criteria that may necessitate the use of Public Safety Power Shutoffs. Even the District operations in the eastern and western most points of their service territory that are in High Fire Threat areas, are not anticipated to require the use of PSPS.

While the risk of wildfires is low in the TID service area, a public safety power shutoff could impact local communities just outside the TID service area. Even if the power is shutoff to a nearby city outside the TID service area, this is not likely to affect the distribution of power within the TID service area. TID controls both the transmission and distribution on the lines within their District. As a Balancing Authority, TID has put in place the resources and internal generation capabilities to reliably provide power in any matter of circumstances.

*For more information, refer to the 2017 Stanislaus County Local Hazard Mitigation Plan.*

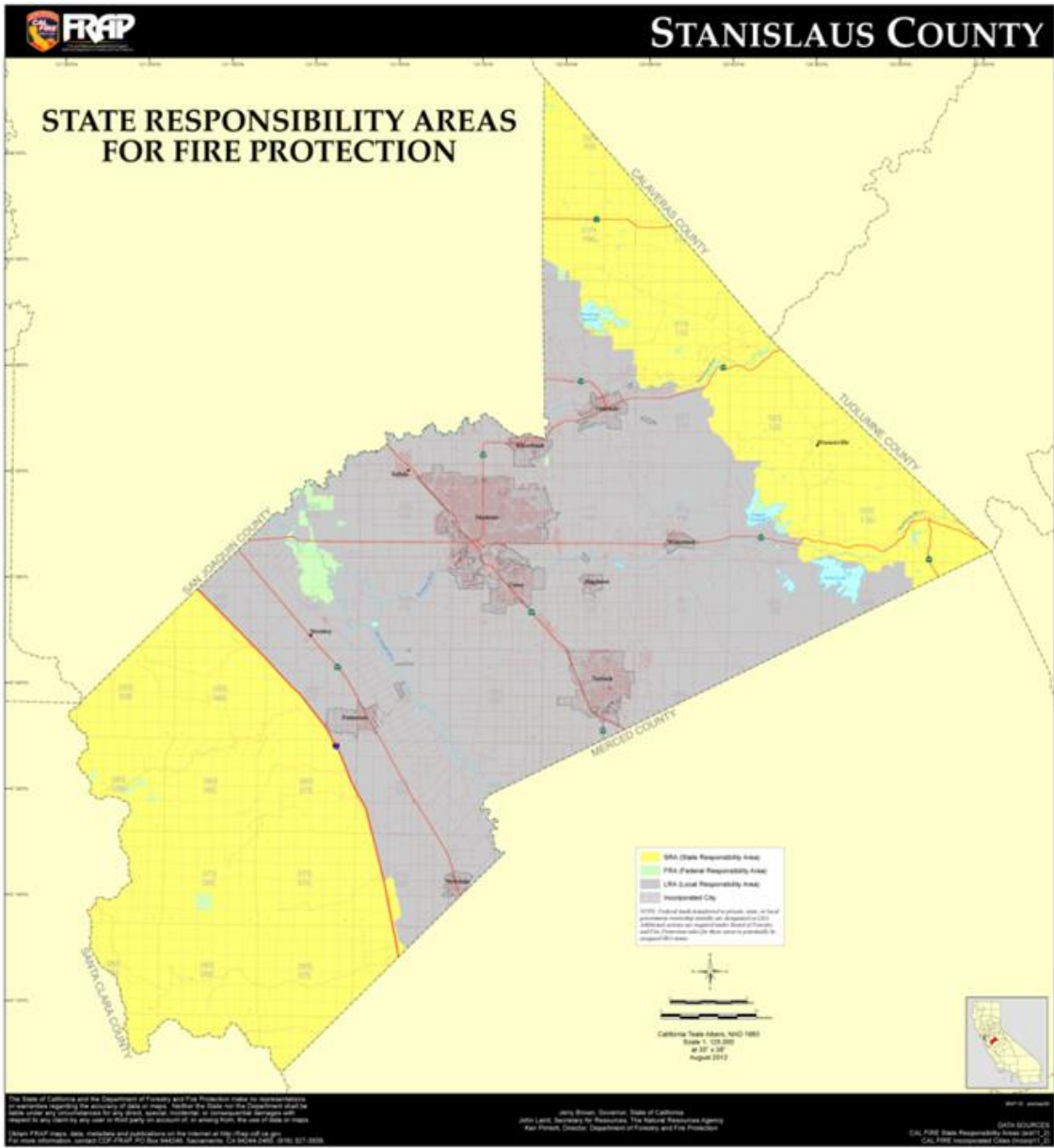


Figure 12 - Map of Stanislaus County State Responsibility Areas for Fire Protection<sup>13</sup>

<sup>13</sup> Source: [http://www.fire.ca.gov/fire\\_prevention/fhsz\\_maps\\_stanislaus](http://www.fire.ca.gov/fire_prevention/fhsz_maps_stanislaus)

---

### **3.2.1.3 Landslide**

---

Hazards due to landslide events are mostly limited to areas within the foothills at the western and eastern edges of Stanislaus County. The western edge of the County is part of the Diablo Range which stretches almost 200 miles along the west side of the Central Valley, running parallel to the Pacific Ocean. Most of the area located west of Interstate 5 is composed of geological formations that, due to structure, slope, runoff, lack of vegetation, earthquake, and human activity, are considered extremely susceptible to failure and sliding. The eastern edge of the County touches the Sierra Nevada Mountain range. The west-facing slope of the Sierra Nevada range has a series of streams whose waters ultimately reach the Pacific Ocean. It is along these areas and other locally identified specific river bluff regions near rivers and streams that are susceptible to landslide, though occurrences are few. Those areas near rivers and streams are subject to natural erosion, although erosion activity may be increased during flood events.

*For more information, refer to the 2107 Stanislaus County Local Hazard Mitigation Plan.*

### **3.2.1.4 Earthquakes**

---

There are several faults known to exist within Stanislaus County. In the extreme eastern parts of the County are the Bear Mountain and Melones faults, though both are believed to have been inactive for the past 150 million years. No faults are currently known to exist within the valley portion of the County. Within the Diablo Range, the most recent movements were along the Tesla-Ortogonalita fault approximately five million years ago. Since 1930, one earthquake epicenter of a magnitude greater than 4.0 on the Richter scale was recorded in Stanislaus County. On June 27, 1986, an earthquake with a magnitude of 3.7 on the Richter scale occurred with an epicenter several miles west of Crows Landing.

Numerous earthquakes occur each year along California's major faults which are the San Andreas, Calaveras, Hayward, and Nacimiento faults. Information furnished by the State Department of Mines and Geology and the Governor's Office of Emergency Services, indicates that ground shaking along these faults can produce 3.2age within the County to reach varying intensities rated on the Modified Mercalli Intensity Scale (MMIS) of 1931. The eastern half of the County can be expected to have shaking intensity of VI or VII, producing minor to moderate damage. The western half of the County can expect to receive shaking to an intensity of VII or VIII MMIS which can cause considerable damage to ordinary structures. The area around the City of Newman may have shaking intensity of IX or X MMIS. This may be considered a major hazard area.

*For more information, refer to the 2017 Stanislaus County Local Hazard Mitigation Plan.*

### **3.2.1.5 Dam Failure**

---

Three major dams have a direct effect on Stanislaus County: Don Pedro, New Melones, and New Exchequer.



Don Pedro Dam, is located in Tuolumne County on the upper Tuolumne River. The Don Pedro Reservoir has a gross pool capacity of 2,030,000-acre feet and has a maximum storage level of 830 ft. The dam is jointly owned by the Modesto and Turlock Irrigation Districts. Below Don Pedro, the Tuolumne River feeds into the LaGrange Dam. It is situated on the Tuolumne River just above the town of LaGrange and is operated by the Modesto and Turlock Irrigation Districts. Releases from these dams will affect water levels and flows along the Tuolumne River. The Tuolumne River flows through populated areas of the County including the cities of Waterford, Ceres, and Modesto.

New Melones Dam, located in both 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 Reservoir is 2,420,000-acre feet. Releases from the New Melones Dam will affect the water levels and flow along the Stanislaus River. The Stanislaus River flows through the cities of Oakdale, Riverbank, and Modesto.

New Exchequer Dam located on the Merced River in Central California feeds into the San Joaquin River which flows through the western side of Stanislaus County. Releases from New Exchequer Dam will affect the flows on the San Joaquin River which may threaten the cities of Newman and Patterson and the communities of Orestimba, Grayson, and Westley.

*For more information, including inundation maps indicating areas that could flood, refer to the 2017 Stanislaus County Local Hazard Mitigation Plan, Stanislaus County Regional Flood Emergency Response Plan, Tri-Valley Dam Project Emergency Action Plan, Don Pedro Emergency Action Plan, Turlock Irrigation Emergency Operations Plan, and Modesto Irrigation Emergency Operations Plan.*

### **3.2.1.6 Extreme Weather**

---

Stanislaus County is susceptible to extreme weather/storm conditions. “*Extreme weather conditions*” is a generalized term used to describe thunderstorms, tornadoes, heavy precipitation, high winds, extreme heat or cold, and drought. Extreme weather may cause a variety of damages, depending on the type or weather situation. Damage may range from temporary power and utility outages due to thunderstorm and high wind activity to the sometimes, although rare, destruction of a tornado. In 2015, an EF-1 tornado measured on the Enhanced Fujita Scale, struck the town of Denair causing damage to several buildings, downing power lines, and breaking gas lines. There were no injuries reported. Extreme weather such as a drought can have long-term economic repercussions.

*For more information, refer to the Stanislaus County Water Contingency Plan, Stanislaus County Extreme Heat Plan and Stanislaus County Extreme Cold/Freeze Plan.*

### **3.2.1.7 Drought**

---

Drought is a cyclical and persistent issue in Stanislaus County and in the State of California. Impacts include drinking water shortages, well failures, increased wildfire danger, and reduced water availability for farming. In recent years, Stanislaus County has initiated a Drought Task Force for the purpose of identifying and coordinating resources to address the impacts of the

continuing drought. As of August 2021, 47 percent of the state, including nearly all of Stanislaus County, is experiencing Exceptional Drought (D4) conditions.

*For more information, refer to the Stanislaus County Water Contingency Plan.*

### **3.2.1.8 Climate Change**

---

Climate change presents additional challenges and could significantly alter the types and magnitudes of hazards faced by communities within Stanislaus County. According to International Panel on Climate Change (IPCC) Sixth Assessment Report, North and Central American regions are projected to continue to experience large increases in temperatures, compared to the global average (mean and extremes, high confidence)<sup>14</sup>. The probability of co-occurring meteorological droughts and heat waves has increased significantly in California over the last decade. These concurrent hot and dry conditions and lack of precipitation amplify conditions that promote wildfires and have been scientifically linked to anthropogenic (human-caused) climate changes. Changes in California's climate are evident as eight out of the top ten largest wildfires in California history have occurred within the last five years (2017-2021)<sup>15</sup>. Other impacts from climate changes in California may include more intense storms, frequent heavy precipitation, heat waves, longer than average periods of drought, severe wildfire conditions, and extreme flooding. Communities across California, including Stanislaus County, must take a collaborative and aggressive approach to adapt to climate changes to protect the public health and safety of all residents, the economy, and the future.

The Stanislaus County Local Hazard Mitigation Plan (2017) reviews the Climate change impacts on earthquakes, landslide, dam failure, flood, and wildfire.

*For more information, refer to the 2017 Stanislaus County Local Hazard Mitigation Plan.*

<sup>14</sup> Source: IPCC Sixth Assessment Report - 2021

<sup>15</sup> Source: Cal FIRE Top 20 Largest Wildfires – August 2021



### **3.2.1.9 Animal Disease**

---

A natural or man-made disruption to the agricultural industry in Stanislaus County could have a devastating effect on the nation's food supply. Animal health, disease outbreaks of wildlife, livestock and agricultural crops, pest infestations and biological and chemical contamination of food are a serious threat to our agricultural infrastructure.

In recent years the agricultural industry has been affected by natural disasters such as droughts, floods, extreme high and low temperatures and threatened by foreign animal disease outbreaks. The ability of the local economy to recover from a disaster can greatly depend on the agricultural industry's ability to return to normal operations.

*For more information, refer to the Stanislaus County Agriculture Response Plans, Animal Disease Response Plan, Avian Influenza Plan, and Exotic Newcastle Disease Task Force Plan.*

### **3.2.1.10 Local Health Emergency**

---

A local health emergency may involve a release or spill of a hazardous material, the threat of a contagious, infectious, or communicable disease, virus, contagion or chemical agent, biological agent, toxin, or radioactive agent that could significantly impact the health and safety of the community and possibly result in extensive casualties. The Public Health Officer for Stanislaus County can declare or proclaim a local health emergency, absent a delegation from Board of Supervisors under the Emergency Services Act to proclaim a local emergency when:

- 1) There is a release or spill of material that is subsequently determined to be hazardous or medical waste, or
- 2) There is an "imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biological agent, toxin, or radioactive agent," such as in a suspected biological radiological weapons attack. (Health and Safety Code, Section 101080)

Stanislaus County Health Services Agency provides coordinated assistance and resources to respond to public health and medical care needs following any proclaimed or declared public emergency. Most recently, Stanislaus County has been affected by the COVID-19 Global Pandemic which was the longest documented emergency response in the County's history and claimed the lives of over 1,100 residents<sup>16</sup>. In previous years, Stanislaus County has been affected by cases of West Nile Virus and various strains of influenza including the H1N1 Influenza Pandemic in 2009. Although the 2014 Ebola virus outbreak and 2016 Zika virus outbreak did not adversely impact Stanislaus County, the County joined the State of California in monitoring the public health situation and developing an integrated response to a possible outbreak.

---

<sup>16</sup> Source: Stanislaus County Health Services Agency – COVID-19 Data & Statistics



*For more information, refer to the Stanislaus County Public Health All Hazards Emergency Operation Plan.*

### **3.2.1.11 Hazardous Materials (HazMat) Release**

---

The State of California Health and Safety Code establishes minimum statewide standards for Hazardous Materials Business Plans. Businesses within Stanislaus County that handle hazardous materials must submit business information electronically through the California Environmental Reporting System (CERS). The Hazardous Materials Division of the Stanislaus County Department of Environmental Resources conducts routine inspections at businesses required to submit Business Plans to the State.

With agriculture and agriculture related industries established as Stanislaus County's number one industry, the potential for accidental releases of pesticides, fertilizers and other agricultural chemicals exists. These releases may be harmful to the public health, safety, and the environment.

Another source of hazardous materials incidents is the illegal manufacturing of drugs in clandestine laboratories. In many instances, the residue and hazardous waste from these laboratories are illegally dumped, posing a threat to public health, safety, and the environment.

In addition, hazardous materials are often transported through the Stanislaus County area on Interstate-5, State Route Highways 99, 108/120, 132 and 33, and on the Union Pacific and Burlington Northern Santa Fe Railroads. Surface streets are also used for the local transportation of hazardous materials.

*For more information, refer to the Emergency Response HazMat Plan and Emergency Support Function #10 – Hazardous Materials*

### **3.2.1.12 Transportation (Airplane Crash/Train Derailment)**

---

Stanislaus County is susceptible to several different types of transportation emergencies, including emergencies involving the railroads, major truck/auto accidents and airplane crashes. Many of these emergency situations may cause ancillary emergencies such as hazardous materials spills, which may require extensive population movement and sheltering efforts.

There is one major airport in Stanislaus County. The Modesto / Stanislaus County Airport is located on Mitchell Road, in eastern Modesto. Modesto City Fire Department has a crash-rescue truck available for aircraft emergencies and is located on airport property.

Several major railroads pass through many populated areas within the Stanislaus Operational Area. A train accident in or near any of these areas can result in considerable injury, loss of life and/or significant property damage. An accident in rural areas of the County will pose more of a threat to livestock and the environment. In recent years, oil by rail shipments have increased in California, and specifically through the Central Valley. Federal, State, and local agencies have collaborated to identify and map areas along rail routes with potential high vulnerability, and to identify the locations of emergency response teams relative to the vulnerabilities.

Major trucking routes include Interstate-5 and State Route Highways, 132, 99, 219, 108/120 and 33, which are the main access roads throughout Stanislaus County. A transportation emergency can occur at any time along these routes and may include hazardous materials spills, fire, and mass casualty incidents.

### **3.2.1.13 Power Interruptions and Failures**

---

Stanislaus County is served primarily by three electrical utility providers: Pacific Gas and Electric, Modesto Irrigation District, and Turlock Irrigation District. These three public utility providers deliver residential as well as commercial power to customers through a local electrical grid.

At times, usually during periods of extreme and/or prolonged heat, the utility providers work closely with the Operational Area EOC to coordinate the curtailment of power with timely pre-notification to essential customers (hospitals, clinics, public safety facilities, etc.) as well as non-essential consumers. Information related to the curtailment plan is developed and delivered jointly between the utility provider and the Operational Area EOC Joint Information Center.

*For more information, refer to the Turlock Irrigation District Emergency Action Plan, Modesto Irrigation District Emergency Action Plan, Modesto Irrigation District Capacity and Energy Emergency Load Reduction Plan, and the Pacific Gas and Electric Emergency Response Plan.*

### **3.2.1.14 Civil Disturbance**

---

Locations within Stanislaus 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. These locations often hold musical concerts, sporting events, and other events that attract large numbers of people.

The Policy Manual for the Stanislaus County Sheriff's Office outlines the public safety enforcement actions, depending on the types of incidents, required to maintain public order during a crisis response. The Sheriff's Office maintains a Special Weapons and Tactics Team (SWAT), Hostage Negotiation Teams (HNT), and Mobile Field Force (MFF) for the purpose of providing specialized support in handling critical field operations beyond the capacity of field officers. The Stanislaus County Sheriff's Office local Fusion Center functions to provide situational awareness and common operating picture to law enforcement agencies by analyzing threat data, sharing information and intelligence reports, and collaborating with the County EOC to assess resource support needs for any civil disturbances or unrest events. In 2020, the Stanislaus County Sheriff's Office, with support from other local law enforcement agencies, activated the County EOC to provide communications support and resource coordination for multiple local protest events leading up to the 2020 Presidential Election. No adverse impacts were reported from any of the various local protest events.

### **3.2.1.15 Cyber Events**

---

Cyberspace and its underlying infrastructure are vulnerable to a wide range of risks stemming from both physical and virtual threats and hazards. Sophisticated cyber threat actors and nation-



states exploit vulnerabilities with malicious intent to steal information and money and are developing capabilities to disrupt, destroy, or threaten the delivery of essential public services. A range of traditional crimes is now being perpetrated through cyberspace.

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.

Due to these and other cyber threats, the County created the position of a staffed and trained Cyber Security Officer (CSO). The CSO is housed at Information Technology Central (ITC). This position is responsible to develop the county's overall cyber security strategy and provides countywide staff training, management of cyber threats, and serves as the County's lead during incidents of cyber-attack.

### **3.2.1.16 School Violence**

---

Our county's schools are entrusted to provide a safe and healthy learning environment for over 110,000 elementary and secondary school students enrolled in county public and nonpublic schools. In collaboration with local government, law enforcement, and community partners, schools can take steps to plan for potential emergencies through the creation of a School Safety Plan. The California Education Code § 32280-32289 and AB 1747 outline the minimum requirements for schools' Comprehensive School Safety Plan. The State of California, the Federal Government, and the County Security Office offers resources and programs that will assist school administrations in developing their School Safety Plans that include response to natural disasters as well as emergencies that may cause serious safety and security concerns for students and school staff.

### **3.2.1.17 Acts of Terrorism**

---

The effects of terrorist attacks can vary greatly depending on the type, severity, scope, and duration of the attack. Terrorist activities may result in disruption of utility services, property damage, and significant loss of life. Acts of terrorism involve the use of violent, criminal acts or threats of violence by individuals or groups which seek to create fear, not just within the direct victims but among a wide audience. Since the terrorist attacks of September 2011, the national terrorism threat landscape has changed considerably. International terrorism remains a concern for all levels of government while the threat of domestic terrorism has significantly increased in recent years. In 2021, the Department of Homeland Security (DHS) designated combatting domestic violence extremism (DVE) as a National Priority Area for the State Homeland Security Program (SHSP) and designated over \$77 million in grant funding to help state and local governments build capabilities to detect and protect against DVE threats.

Under the Federal authority of Presidential Decision Directive-39, the Federal Bureau of Investigation (FBI) is the lead investigative agency in any act of foreign or domestic terrorism and will assume command of the incident and the 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 may assist in the ultimate arrest and prosecution of terrorists.

As threats to our nation's communities have evolved significantly over the last 20 years, so too must the state and local prevention and protection programs evolve to ensure the safety, security, and preparedness of our community.

### **3.2.2 National Terrorism Advisory System (NTAS)**

In 2011, the Department of Homeland Security (DHS) replaced the color-coded alerts of the Homeland Security Advisory System (HSAS) with the National Terrorism Advisory System (NTAS), designed to communicate information more effectively regarding terrorist threats by providing timely, detailed information to the American public. It recognizes that Americans all share responsibility for the nation's security and should always be aware of the heightened risk of terrorist attack in the United States and what they should do. The NTAS provides current and archived alerts and bulletins to encourage individuals to follow guidance provided by state and local officials and to report suspicious activities. Individuals are encouraged to report suspicious activity to local law enforcement authorities. The "If you see something, say something®" campaign across the United States encourages the public and leaders of the community to be vigilant for indicators of potential terroristic activity, and to follow guidance provided by the advisory and/or state and local officials for information about threats in specific places or for identifying specific types of suspicious activity. More information about the NTAS and advisories can be found at the [National Terrorism Advisory System](#) website.



### 3.2.3 State Threat Assessment System (STAS)

The State Threat Assessment System (STAS) is comprised of the State Threat Assessment Center, four Regional Threat Assessment Centers (RTACs), and a major urban area Fusion Center. The STAS helps safeguard the communities of California by serving as the major prevention component of California's Homeland Security Strategy. The STAS is designed to detect, deter, and prevent homeland security threats to the citizens and critical infrastructure of California. The prevention methodology is based on public safety and private sector partnerships in information sharing, analysis, and investigative support.

The STAS assists in the detection, prevention, investigation and response to criminal and terrorist activity, disseminates intelligence and facilitates communications between state, local, federal, tribal agencies, and private sector partners, to help them take action on threats and public safety issues.

The term "fusion" refers to managing the flow of information and intelligence across levels and sectors of government and the private sector. The fusion process:

- Allows State, local, tribal, and territorial entities to better forecast emerging crime, public safety and public health trends;
- Supports multidisciplinary, proactive, risk-based and community-focused problem solving;
- Provides a continuous flow of intelligence to officials to assist in developing a depiction of evolving threats or hazards; and
- Improves the delivery of emergency and non-emergency services.

At the federal level, the Federal Bureau of Investigation (FBI) and the U.S. Department of Homeland Security (DHS) have devoted substantial resources to California. At the state level, the California Governor's Office Emergency Services (Cal OES) in partnership with the California Highway Patrol (CHP) provides daily strategic analysis and tactical support, while state agency partners such as California's Department of Corrections and Rehabilitation (CDCR), Department of Motor Vehicles (DMV), Department of Justice (Cal DOJ), and Department of Public Health (CDPH) also contribute personnel or resources to advance the anti-terrorism objectives of the STAS.

### 3.2.4 Terrorism Liaison Officer Program

The Stanislaus County Sheriff's Office serves as the Terrorism Liaison Officer Coordinator (TLOC), the primary contact for the County's Terrorism Liaison Officer (TLO) program. TLOs are a vital link in keeping those engaged in public safety professions knowledgeable about current terrorist tactics, techniques, and practices. TLOs serve to educate public safety personnel to

Our top focus – protecting our Nation – must go beyond homeland preparedness; America will only be secure if we deal with threats before they happen, not just after the happen.

~Bill Frist, Former  
US Senate Majority  
Leader



indicators and warnings of potential terrorist activity that might otherwise go unnoticed and unreported. TLOs serve as a point of contact for a public safety agency in matters related to terrorism information and intelligence. TLOs forward information to the Regional Threat Assessment Center (RTAC) who is responsible for the initial analysis of the information. If actionable information is discovered, the RTAC provides the information to the FBI's Joint Terrorism Task Force (JTTF) and /or other relevant government agencies.

### **3.2.5 Reporting Suspicious Activity**

Law Enforcement, Public Safety, and other government agencies can report suspicious activity or submit a tip or lead for an incident that has occurred or is occurring within California on the Sacramento Regional Threat Assessment Center (SacRTAC) website. Private citizens can report suspicious activity or submit a tip or lead to the Central California Intelligence Center. All reporting can be completed on-line at: [Public online reporting site for the Sacramento Regional Threat Assessment Center](#). Individuals are encouraged to report suspicious activity to their local law enforcement agency.



### **3.3 Capability Assessment**

The purpose of conducting a Capability Assessment is to determine the level of capability a community has against what is required to address the impacts of their threats and hazards. Communities then establish capability targets for each of the 32 core capabilities identified in the National Preparedness Goal that describe the level of capability a community plans to work toward achieving over a specific period. The Capability Assessment has two primary components: 1) an inventory of a local jurisdiction's relevant plans, ordinances, and programs already in place; and 2) an analysis of its capacity to carry them out.

As part of the Hazard Identification and Risk Assessment (HIRA) process, Stanislaus County updates their capability assessment by identifying current capability levels and describing how capabilities have changed (capability lost, sustained, and built) since the last assessment. This information is then used to determine gaps and describe the actions and investments needed to close the capability gap or sustain capability.

*For more information, refer to the 2017 Stanislaus County Local Hazard Mitigation Plan.*

### 3.4 Hazard Mitigation Overview

Hazard Mitigation is defined as a sustained action to reduce or eliminate risk to people and property from hazards and their effects. The function of mitigation differs from other emergency management disciplines because it looks at long-term solutions to reducing risk as opposed to preparedness for hazards, the immediate response to a hazard or the short-term recovery from a hazard event. Implementing mitigation programs and activities requires the participation and support of a broad spectrum of players outside of the traditional emergency management circle. Mitigation involves, among others, land use planners, construction and building officials, both public and private, business owners, insurance companies, community leaders and politicians. The goal of mitigation is to create economically secure, socially stable, better built and more environmentally sound communities that are out of harm's way.

#### 3.4.1 Stanislaus County Hazard Mitigation Plan

The Stanislaus County Hazard Mitigation Plan (HMP), adopted by the Board of Supervisors on July 11, 2017, and approved by FEMA on July 13, 2017, provides a risk assessment, profiles the impacts of hazards, and identifies mitigation measures and actions to be taken before a disaster happens to reduce the impact of future disasters. The HMP is reviewed and updated every five years in accordance with the *Stanislaus County Plans Maintenance Procedures* and can be found on the Stanislaus County Office of Emergency Services website at [www.stanoes.com](http://www.stanoes.com).

*For more information, refer to the 2017 Stanislaus County Hazard Mitigation Plan.*



## **Section 4**

# **Emergency Management Organization**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## **Section 4 – Emergency Management Organization**

### **4.1 Incident Command System (ICS)**

#### **4.1.1 General**

The Incident Command System (ICS) was developed in the 1970s following a series of catastrophic fires in Southern California that identified the need to establish a standardized approach to multi-agency, multi-jurisdictional incident response and to develop better coordinated resource management strategies. It is now a nationally used standardized on-scene emergency management system specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

On September 19, 2006, the Stanislaus County Board of Supervisors (BOS) formally adopted<sup>18</sup> the National Incident Management System (NIMS) as recommended by Homeland Security Presidential Directive 5 (HSPD-5). As a component of NIMS, the ICS is the incident management system Stanislaus County uses to analyze emergency situations, provide for coordination among all incident response personnel, assign roles and responsibilities for the five incident management functions (Command and Management, Operations, Planning and Intelligence, Logistics, and Finance/Administration), and provide for clear and effective emergency response and recovery operations.

#### **4.1.2 Functions**

The five functions of the ICS organization are command and management, operations, planning and intelligence, logistics, and finance/administration. The function of Intelligence/Investigations, may be established as a sixth standalone function or it can be placed under the Command, Operations, or Planning sections as needed. Command is responsible for directing, ordering, and/or controlling resources by virtue of explicit statutory, regulatory, or delegated authority. Operations is responsible for the coordinated tactical response of all field operations directly applicable to or in support of the mission(s) in accordance with the Incident Action Plan. Planning is responsible for the collection, evaluation, documentation, and use of information to develop a common operating picture of the incident. Logistics is responsible for providing facilities, services, personnel, equipment, and tracking the status of resources and materials in support of the incident. Finance/Administration is responsible for all financial and cost analysis aspects of the incident and/or any administrative aspects not handled by the other functions. Intelligence gathered within the Intelligence/Investigations function is used for the detection, prevention, apprehension, and prosecution of criminal activities (or the individual(s) involved) including

<sup>18</sup> Source: Stanislaus County BOS Resolution 2006-741



**Stanislaus County  
Emergency Operations Plan**

---

**Section 4  
Emergency Management  
Organization**

terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins.

### **4.1.3 Principles of ICS**

The Incident Command System (ICS), which is a component of the National Incident Management System (NIMS), is a standardized approach to incident management that: is used for all kinds of incidents by all types of organizations and at all levels of government; ICS is applicable to small incidents as well as large and complex ones; it can be used not only for emergencies, but also for planned events; it enables a coordinated response among various jurisdictions and agencies; it establishes common processes for incident-level planning and resource management; and it allows for the integration of resources (such as facilities, equipment, personnel) within a common organizational structure. ICS is based on the key principles of standardization, flexibility, and chain of command and unity of command. ICS includes the use of 14 proven management characteristics, each of which contribute to the strength and efficiency of the overall system.

### **4.1.4 NIMS ICS Management Characteristics**

The 14 management characteristics of ICS are:

- Common Terminology
- Modular Organization
- Management by Objectives
- Incident Action Planning
- Manageable Span of Control
- Incident Facilities and Locations
- Comprehensive Resource Management
- Integrated Communications
- Establishment and Transfer of Command
- Unified Command
- Chain of Command and Unity of Command
- Accountability
- Dispatch/Deployment
- Information and Intelligence Management

## 4.2 Standardized Emergency Management System (SEMS)

The Standardized Emergency Management System (SEMS) is the cornerstone of California's emergency response system. SEMS is the fundamental structure for incident response in the State of California and is required by the California Emergency Services Act (ESA). 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 or interagency coordination. State agencies are required to use SEMS and local government entities must use SEMS to be eligible for any reimbursement of response-related costs under the state's disaster assistance programs.

Established after the 1991 Oakland Hills firestorm, SEMS was created to provide effective management of multi-agency and multi-jurisdictional emergencies in California. By standardizing key elements of the emergency management system, SEMS is intended to:

- Facilitate the flow of information within and between levels of the system, and
- Facilitate coordination among all responding agencies.

Use of SEMS improves the mobilization, deployment, utilization, tracking and demobilization of needed mutual aid resources. Use of SEMS reduces the incidence of poor coordination and communications and reduces resource ordering duplication on multi-agency and multi-jurisdictional responses. SEMS is designed to be flexible and adaptable to the varied disasters that occur in California and to the needs of all emergency responders.

### 4.2.1 SEMS Organization Levels

There are five SEMS organizational levels as illustrated in Figure 15 - SEMS Organization Levels.

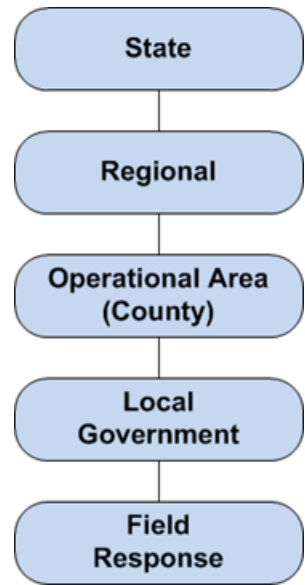
The **State** Level of SEMS prioritizes tasks and coordinates state resources in response to the requests from the regional level and coordinates mutual aid among the six mutual aid regions and between the regional level and the state level. The state level also serves as the coordination and communication link between the state and federal emergency response systems. The state level requests assistances from other state governments through the Emergency Management Assistance Compact (EMAC) and similar interstate compacts/agreements, and coordinates with FEMA when federal assistance is requested. The state level operates out of the State Operations Center (SOC).

The **Regional** Level manages and coordinates information and resources among Operational Areas (OAs) within the mutual aid region and between the OA and the state level. The regional level also coordinates overall State agency support for emergency response activities within the region. California is divided into three Cal OES Administrative Regions: Inland, Coastal and Southern. These Administrative Regions are further divided into six mutual aid regions.

Stanislaus County is part of the Mutual Aid Region IV, Inland Region. The regional level (when activated) operates out the Regional Emergency Operations Center (REOC).

The **Operational Area (OA)** is the intermediate level of the state’s emergency management organization, which encompasses the county and all political subdivisions located within that county, including specials 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.

The **Local Government** Level includes cities, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their EOCs are activated, or a local emergency is declared or proclaimed to be eligible for State funding of response-related personnel costs.



**Figure 13-SEMS Organization Levels**

The **Field Level** is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activities in direct response to an incident or threat. SEMS regulations require the use of ICS at the field level response.

**4.2.2 SEMS Functions**

SEMS requires that every emergency response involving multiple jurisdictions or multiple agencies include the five functions identified in Figure 16 - SEMS Functions. These functions must be applied at each level of the SEMS organization.



**Figure 14 - SEMS Functions**

**Command** is responsible for the directing, ordering and/or controlling resources at the field level. **Management** is responsible for overall emergency policy and coordination at the SEMS and EOC levels. Command and Management are further discussed below:

- **Command:** A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System (ICS), the Incident Commander (IC), with appropriate policy



direction and authority from the responding agency, sets the objectives to be accomplished and approves the strategy and tactics to be used to meet those objectives. The IC must respond to higher authority. Depending upon the incident size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the DOC or EOC, when activated.

- **Management:** The EOC serves as a central location from which multiple agencies or organizations coordinate information collection and evaluation, priority setting, and resources management. Within the EOC, the Management function:
  - Facilitates multi-agency coordination and executive decision-making in support of the incident response
  - Implements the policies established by the governing bodies
  - Facilitates the activities of the Stanislaus County Multi-Agency Coordination (StanMAC) Group
- **Operations:** Responsible for coordinating and supporting all jurisdictional operations supporting the response to the emergency through implementation of the organizational level's Emergency Action Plans (EAP). At the Field Level, the Operations Section is responsible for the coordinated tactical response directly applicable to, or in support of, the objectives in accordance with the Incident Action Plan (IAP). In the EOC the Operations Section Coordinator manages functional coordinators who share information and decisions about discipline-specific operations.
- **Logistics:** Responsible for providing facilities, services, personnel, equipment, and materials in support of the emergency. Unified ordering takes place through the Logistics Section Supply Unit to ensure controls and accountability over resource requests. As needed, Unit Leaders are appointed to address the needs for communications, food, medical, supplies, facilities, and ground support.
- **Planning/Intelligence:** Responsible for the collection, evaluation, and dissemination of operational information related to the incident for the preparation and documentation of the EAP at the EOC. Planning/Intelligence also maintains information on the current and forecasted situation and on the status of resources assigned to the emergency or the EOC. As needed, Unit Leaders are appointed to collect and analyze data, prepare situation reports, develop action plans, set Geographic Information Systems (GIS) priorities, compile and maintain documentation, conduct advanced planning, manage technical specialists, and coordinate demobilization.
- **Finance/Administration:** Responsible for all financial and cost analysis aspects of the emergency and for any administrative aspects not handled by the other functions. As needed, Unit Leaders are appointed to record time expended for incident or EOC personnel and hired equipment, coordinate procurement activities, process claims, and track costs.



<b>PRIMARY SEMS FUNCTIONS</b>	<b>FIELD RESPONSE LEVEL</b>	<b>EOC RESPONSE LEVEL</b>
<b>Command/Management</b>	Command is responsible for directing, ordering and/or controlling of resources.	Management is responsible for facilitation of overall policy, coordination, and support of the incident.
<b>Operations</b>	The coordinated tactical response of all field operations in accordance with the Incident Action Plan.	The coordination of all jurisdictional operations in support of the response to the emergency in accordance with the EOC Action Plan (EAP).
<b>Planning</b>	The collection, evaluation, documentation and use of intelligence related to the incident.	Collecting, evaluating, and disseminating information and maintaining documentation relative to all jurisdiction activities.
<b>Logistics</b>	Providing facilities, services, personnel, equipment and materials in support of the incident.	Providing facilities, services, personnel, equipment, and materials in support of all jurisdiction activities as required.
<b>Finance/Administration</b>	Financial and cost analysis and administrative aspects not handled by the other functions.	Responsible for coordinating and supporting administrative and fiscal consideration surrounding an emergency incident.

**Table 4 - Comparison of Field and EOC SEMS Functions<sup>19</sup>**

<sup>19</sup> Source: State of California Emergency Plan  
Stanislaus County EOP – Basic Plan

### 4.2.3 SEMS Components

- **Unified Command** – Unified Command is a procedure used at incidents, which allow all agencies with geographical, legal, or functional responsibility to establish a common set of incident objectives and strategies in a single Action Plan. A single Operations Section Chief/Coordinator will have the responsibility for implementing and managing the operations portion of the Action Plan under Unified Command. The use of Unified Command is a valuable tool to help ensure a coordinated multi-agency response. Unified Command procedures assure agencies that they do not lose their individual responsibility, authority, or accountability.
- **Multi-Agency Coordination** – Multi-Agency Coordination (MAC) is an integral part of the functioning of a local government EOC. The EOC is staffed by representatives from the local government’s departments and agencies who work together at the EOC to coordinate the local government’s emergency response. Representatives from outside agencies including special districts, volunteer agencies, and private organizations may also participate at the EOC with departmental representatives in coordinating the local government response effort. The MAC can unify multiple jurisdictions that have statutory responsibilities for the emergency and provides a forum where responsible jurisdictions can establish common goals and objectives and assure their authorities have not been compromised. The MAC group will provide direction to the EOC for the allocation of scarce resources.
- **Management by Objectives** – The Management by Objectives (MBO) feature of ICS, as applied to SEMS, means that each SEMS Level establishes, for a given Operational Period, measurable and attainable objective to be achieved. An objective is an aim or end of an action to be performed. Each objective may have one or more strategies and performance actions needed to achieve the objective.
- **Operational Period** – The Operational Period is the length of time set by command at the Field Response Level and by management at other levels to achieve a given set of objectives. The period may vary in length from a few hours to days and will be determined by the situation.
- **Action Planning Process** – Action planning should be used at all SEMS Levels. There are two types of action plans in SEMS: Incident Action Plans and EOC Action Plans. Incident Action Plans (IAP) are used at the Field Response Level. The IAP can be either written or verbal although, for documentation purposes, the written IAP is preferable. The IAP contains objects reflecting overall incident strategy, specific tactical actions and supporting information for the next Operational Period. IAPs are an essential and required element in achieving objectives under ICS.
- **EOC Action Plans** are crafted at Local Government, Operational Area, Region, and State EOC Levels. The use of EOC Action Plans (EAPs) provides designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. EAPs not only provide direction, but also serve to provide a basis for measuring achievement of





objectives and overall system performance. IAP's and EAPs are developed using the "Planning P" planning cycle process.

- **Organizational Flexibility – A Modular Organization** – The intent of this SEMS feature is that at each SEMS Level, only those functional elements that are required to meet current objectives need to be activated. All elements of the organization can be arranged in various ways within or under the five SEMS essential functions. The functions of any non-activated element are the responsibility of the next highest element in the organization. Each activated element must have a person in charge; however, one supervisor may oversee more than one functional element.
- **Span of Control** – Maintaining a reasonable span of control is the responsibility of every supervisor at all SEMS Levels. The optimum span of control is one-to-five, meaning that one supervisor has direct supervisory authority over five positions or resources. The recommended span of control for supervisory personnel at the Field Response Level and all EOC Levels should be in the one-to-three to one-to-seven ratio. A larger span of control may be acceptable when the supervised positions or resources are all performing a similar activity.
- **Personnel Accountability** – An important feature to all SEMS Levels is personnel accountability. This is accomplished through the Organizational Unity and Hierarchy of Command or Management features, along with the use of check-in forms, position logs, and various status forms. The intent is to ensure that there are proper safeguards in place so all personnel at any SEMS Level can be accounted for at any time.
- **Comprehensive Resource Management** – Comprehensive resource management describes the standard mechanisms to identify resource requirements of the incident, order and acquire, mobilize, track and report, demobilize, and reimburse and restock personnel, teams, facilities, equipment, and supplies.
- **Pre-Designated Incident Facilities and Locations** – Depending on the size and complexity of an incident, various support facilities may be established by the Incident Command. These facilities include Incident Command Posts (ICP), Emergency Operations Centers (EOC), Department Operations Centers (DOC), incident base, staging areas, and camps, mass casualty triage areas, points-of-distribution (POD), or emergency shelters.
- **Common Terminology** – In SEMS, common terminology is applied to functional elements, position titles, facility designations, and resources. The purpose of having common terminology is to rapidly enable multi-agency, multi-jurisdiction organizations and resources to work together effectively. This will vary from level to level in terms of directing, controlling, coordinating and resource inventorying. Procedures for effective resource management must be geared to the function and the level at which the function is performed.
- **Integrated Communications** – This feature of SEMS relates to hardware systems, planning for system selection and linking, and the procedures and processes for transferring information. At the Field Response Level, integrated communications are used on any emergency. At and between all SEMS Levels, there must be a dedicated effort to



## Stanislaus County Emergency Operations Plan

---

<b>Section 4</b> <b>Emergency Management</b> <b>Organization</b>
--

ensure that communications systems, planning, and information flow are accomplished in an effective manner. The specifics of how this is accomplished at EOC Levels may be different than at the Field Response Level.

*More on the SEMS Regulations and SEMS Guidelines can be found on the [Cal OES Website for SEMS Regulations and Guidelines](#).*

### 4.3 National Incident Management System (NIMS)

The National Incident Management System (NIMS) guides all levels of government, nongovernmental organizations (NGO), and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems, and processes to successfully deliver the 32 core capabilities described in the National Preparedness Goal. The foundation of NIMS is based on the California Standardized Emergency Management System (SEMS), which in turn has its foundation in the Incident Command System (ICS). NIMS is scalable and defines operational systems including the Incident Command System (ICS), Emergency Operations Center (EOC) structures, Multiagency Coordination Groups (MAC Groups), and the Joint Information System (JIS), that guide how personnel work together during incidents. NIMS applies to all incidents, from traffic accidents to major disasters.

The terrorist attacks of September 11, 2001, illustrated the need for all levels of government, the private sector, and nongovernmental agencies to prepare for, protect against, respond to, and recover from a wide spectrum of events that exceed the capabilities of any single entity. These events require a unified and coordinated national approach to planning and to domestic incident management. To address this need, the President signed a series of Homeland Security Presidential Directives (HSPDs) that were intended to develop a common approach to preparedness and response. The following Homeland Security Presidential Directives are of particular importance to emergency planners:

- HSPD-5, Management of Domestic Incidents: identifies steps for improved coordination in response to incidents. It requires the Department of Homeland Security (DHS) to coordinate with other federal departments and/or agencies and state, local and tribal governments to establish an NRF and a National Incident Management System (NIMS).
- HSPD-8, National Preparedness: describes the way Federal departments and agencies will prepare. It requires DHS to coordinate with other Federal departments and agencies—and with state, local and tribal governments to develop a National Preparedness Goal.

NIMS structure provides a consistent framework for incident management at all jurisdictional levels, regardless of the cause, size, or complexity of the incident. Building on ICS and SEMS, it provides the nation's first responders and authorities with the same foundation for incident management for terrorist attacks, natural disasters, and all other emergencies. NIMS structure requires the institutionalization of ICS and its use to manage all domestic incidents.

NIMS structure integrates existing best practices into a consistent, nationwide approach to domestic incident management that is applicable at all jurisdictional levels and across functional disciplines. Three major components make up the NIMS's approach:

- Resource Management
- Command and Coordination
- Communications and Information Management



More information on NIMS guidance can be found at the [FEMA website/NIMS Guidance](#)

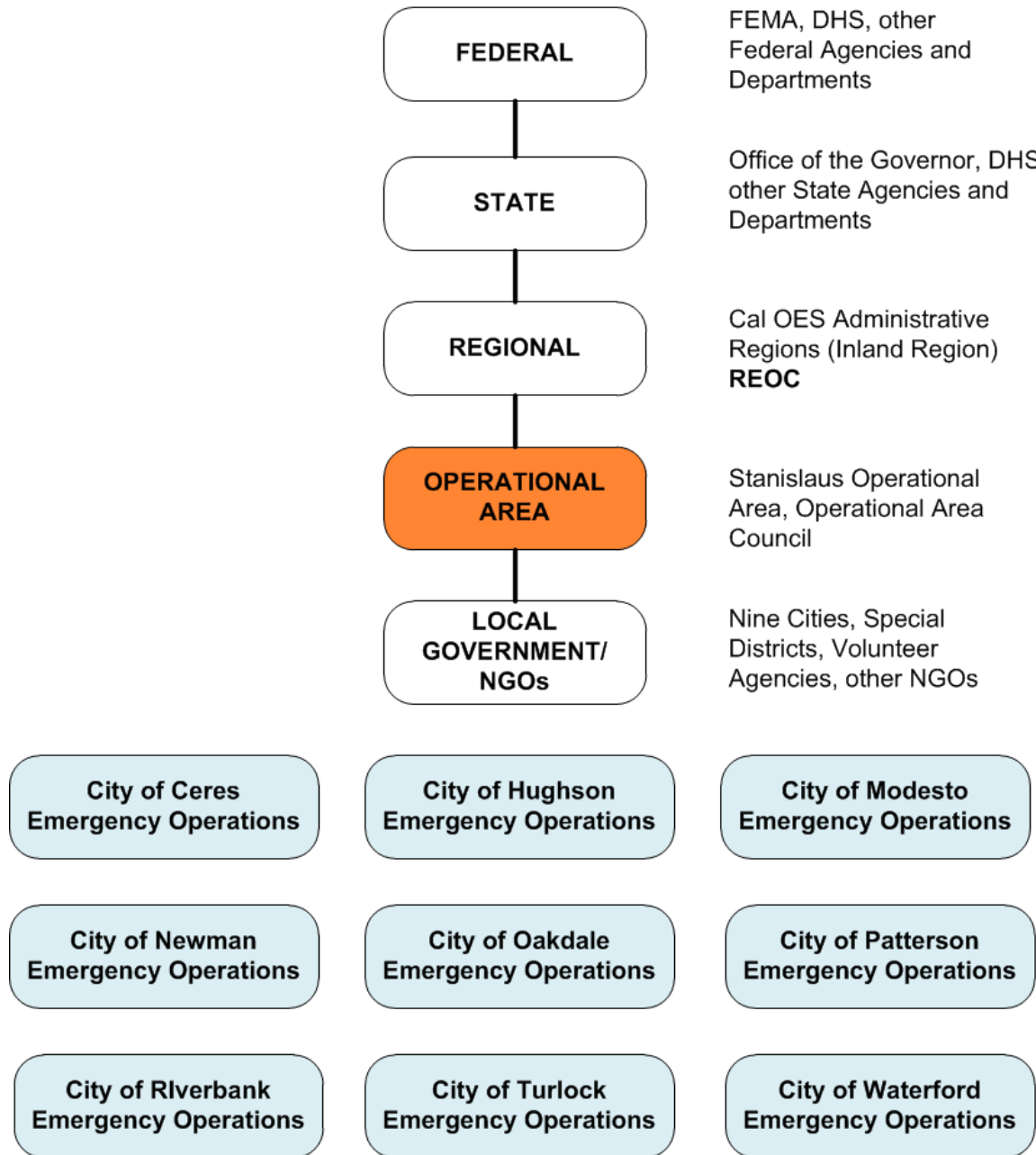
#### **4.4 Coordination with Other Levels of Government**

Stanislaus County has identified the jurisdictions, special districts, volunteer agencies, and private agencies within the County geographical area that may have an emergency response role during an emergency or disaster that affects Stanislaus County. Their emergency roles have been identified as well as provisions for coordination with each of them made. Procedures that address coordination activities among all emergency response roles including higher, lateral, and subordinate roles can be found in the EOC position specific procedure binders stored at both the primary and alternate EOCs.

The Stanislaus Operational Area agreement between the Cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock, Waterford, the County of Stanislaus, and Special Districts defines the roles and responsibilities of each party. A copy of the agreement is in Attachment D to this plan.

The County will also work with state and federal agencies that have emergency responsibilities to ensure they are integrated into County emergency operations.

In addition, as a commitment to the NIMS process, the Stanislaus Operational Area Council will continue to engage and partner with all appropriate public agencies and jurisdictions as well as non-government agencies involved in the field of local emergency management.



**Figure 15 - Chart showing Coordination of Levels of Government.**



This Page Intentionally Left Blank.



## **Section 5**

# **Organization and Assignment of Responsibilities**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## Section 5 – Organization and Assignment of Responsibilities

### 5.1 County Departments Roles and Responsibilities

#### 5.1.1 County Departments Primary and Support Roles

The County of Stanislaus Emergency Operations Plan (EOP) will be activated when an emergency occurs or threatens to exceed capabilities to adequately respond to and mitigate an incident(s). Consequently, the Emergency Operation Center (EOC) will be activated, and County departments will perform their assigned specific functions to support the emergency management operations. These assignments may involve direct participation within the EOC or provide indirect support. The *Stanislaus County EOC Responsibility Matrix*, on the following pages, indicates the level of role for each County department or organization indicated by Primary (P) and Support (S) roles.

It always seems impossible until  
it's done.

~Nelson Mandela,  
Former President of South  
Africa

Additionally, the eleven Emergency Support Functions (ESF) provide further detail on the role of County departments and supporting agencies and are included in the *Stanislaus County ESF Responsibility Matrix*. Each ESF outlines the organizational structure and the capability to provide support, resources, program implementation, and services that are most likely needed to help victims and communities return to normal following an event or disaster.

##### 5.1.1.1 Stanislaus County Department Standard Operating Procedures

Each Stanislaus County Department is responsible for assuring the preparation, planning, and maintenance of appropriate response plans and current standard operating procedures (SOPs), resource lists, and checklists that detail how assigned responsibilities will be performed to support implementation of the EOP and to ensure successful response during a major disaster.

Elements to be addressed in SOPs are:

- Arrangements for the provision of direction and control within the department/agency.
- Specific emergency authorities that may be assumed by a designated successor during emergency situations.
- Circumstances under which successor emergency authorities would become effective and when they would be terminated.
- Current internal personnel notification/recall rosters and procedures to implement them. This should include a 24-hour communications system with the capability to notify and call-out personnel designated by the agency for emergency response.



- Designation and establishment of a work/control/dispatch center or Department Operations Center (DOC) to manage organizational resources and response personnel, and to maintain contact with the EOC during emergencies.
- Designation of a representative to report to the EOC during an emergency to advise decision makers and coordinate the agency's response efforts with other responding entities.
- Reporting of appropriate information (casualties, damage observations, evacuation status, shelter status, chemical exposure, etc.) to the EOC during an emergency.
- Support of cleanup and recovery operations during disasters.
- Training of assigned response staff to perform emergency functions is consistent with the official Stanislaus County Training Plan as developed by the Stanislaus County Office of Emergency Services.

It is the County's intent to fulfill the policies described herein, within the capabilities and resources available at the time of an emergency or disaster event.



**5.1.2 County Department Responsibility Matrix**

County departments have specified roles and responsibilities for certain emergency functions. Roles are defined below as either Primary (P) or Support (S). These roles and responsibilities are described in more detail in the eleven Emergency Support Functional Annexes to this plan.

**Stanislaus County EOC Responsibility Matrix**

P= Primary Responsibilities  
S= Support Responsibilities

County Department/ Division with Emergency Responsibilities	Management							Operations							Planning					Logistics			Finance												
	StanMAC/Policy Group	EOC Director	Liaison	Public Information	Legal Officer	EOC Coordinator	Safety	Access & Functional Needs Advisor	Operations Section Coordinator	Fire Services Branch	Law Enforcement Branch	Public Works Branch	Medical & Health Branch	Care & Shelter Branch	Environmental Resources Branch	Agricultural Branch	Planning Section Coordinator	Situation Unit	Documentation Unit	Resource Unit	Demobilization Unit	Technical Specialist	Advanced Planning	Logistics Section Coordinator	Service Branch	Support Branch	Communications	Volunteers & Donations Management	Finance/Admin Coordinator	Procurement Unit	Cost Unit	Comp/Claims Unit	Recovery		
Aging & Veterans Services			S	S				S					S	S							S	S											S		
Agricultural Commissioner	S		S	S				S				S	S			P																		S	
Animal Services				S									S	S								S	S											S	
Assessor											S							S	S			S	S			S								S	
Auditor/Controller																		S						S	S				P	S	P	S	P		
Behavioral Health & Recovery Services				S			S	S					S	S								S	S		S								S	S	
Board of Supervisors	S				S																													S	
Chief Executive Office (CEO)/Risk Management	P	S	S	P	S		S	P				S	S								S	S			S					S	S	P	S		
Child Support Services			S	S			S					S	S					S				S	S											S	
Clerk-Recorder	S				S			S				S	S					S				S	S											S	
Community Services Agency	S		S	S	S		S			S	S	P					S				S	S		S										S	
Cooperative Ext.																S																		S	
County Counsel	S			S	P		S			S	S	S	S	S	S							S	S											S	
District Attorney				S						S		S	S	S	S																				S
Environmental Resources	S	S	S			S	S	S	S	S	S	S	S	S	P	S		S			S	S												S	
First 5 Stanislaus							S					S	S																					S	
General Services Agency											S	S	S	S					S	S	S	S	P	S	P				P	S			S		
HSA/Public Health	S	S	S	S		S	S	S	S	S		P	S	S	S		S	S	S	S	S	S	S	S	S			S					S	S	
Information Technology Central (ITC)	S			S	S												S	S	S	S	S	S	S	S	S	S	P						S		
Library				S								S	S												S										S
Office of Emergency Services/ Fire Warden	S	P	P	S	S	P	S		P	P	S	S	S	S	S	S	P	P	P	P	P	P	P	S	P	S		P	S	S	S	S	S		
Planning & Community Dev.			S		S						S						S						S		S									S	
Probation											S																								S
Public Defender				S							S																								S
Public Works	S		S	S		S	S	S	S	S	P	S					S		S	S	S	S	S		S							S	S		
Sheriff/Coroner	S	S	S	S	S	S	S	S	S	P	S	S	S	S	S		S		S	S	S			S	S								S	S	
StanCERA																																			S
Stanislaus Regional 911				S			S		S	S							S		S					S										S	
Treasurer-Tax Collector				S																	S												S	S	
Workforce Development			S																		S	S											S	S	

Table 5 - Stanislaus County EOC Responsibility Matrix

## 5.2 Stanislaus County Supporting Agencies Roles and Responsibilities

Stanislaus County relies on partner agencies to support emergency operations. These agencies participate as members of the Operational Area Council to plan, prepare and mitigate disasters. Supporting agencies include fire, law enforcement, utility companies, hospitals, schools, non-government agencies, private non-profit, faith-based, neighboring jurisdictions, and other specialized agencies. *(Supporting roles for partner agencies can be found in the ESF section of this plan).*

These supporting agencies may have a liaison representative in the Emergency Operations Center (EOC) or work directly in the field as needed. The supporting role is identified in the Emergency Support Functions (ESFs). These valuable partnerships provide a county-wide, systematic approach to emergency management within the operational area.

## 5.3 Stanislaus County Business Roles and Responsibilities

Much of Stanislaus County's critical infrastructure is owned or maintained by businesses and must be protected during a response to ensure a quick and complete recovery from an emergency. These same businesses provide valuable resources before, during and after an emergency, and can play a critical role in meeting the needs of those impacted by an emergency. This plan recommends all businesses within Stanislaus County develop comprehensive **Business Emergency Plans** which include employee injury and illness prevention programs, business resumption, and continuity of operations elements. A comprehensive business emergency plan can assist the business and the community at-large by providing:

- Information to the employees to protect themselves and their families from the effects of likely emergencies.
- A business emergency organization with identified positions having clear and specific emergency roles, responsibilities, delegated authority, and identified successors.
- An identification of actions necessary to protect company assets and records during emergencies.
- A listing of critical products and services.
- Production shutdown procedures.
- A business command center.
- Alternate work sites or telework/remote work procedures.
- Methods and channels of communication.
- Contacts with local emergency management officials.

- A method to provide and accept goods and services from other companies.

This plan also promotes the use of **Business Operations Centers** to enhance public and private coordination. Resources for Business Emergency Plans can be found on the internet at [Ready.gov/business](http://Ready.gov/business).

## 5.4 Stanislaus County Resident's Roles and Responsibilities

The residents of Stanislaus County are the primary beneficiaries of the County's emergency management system and play an important role in emergency management by ensuring that they and their families are prepared for disasters. Before an emergency, residents can assist the emergency preparedness effort by taking first aid training, maintaining emergency supplies, and being prepared to evacuate or shelter in-place for several days. After a disaster, it is unlikely that emergency response services will be immediately available to respond to everyone's needs. It is important for residents to not only take care of themselves and their families, but to also work together with their neighbors to help save lives and property. Residents are encouraged to meet with their neighbors before a disaster strikes to discuss and plan how the neighborhood could work together and leverage the skills of their neighbors until help arrives.

Residents are also encouraged to sign up for local emergency notifications to their home or cell phone number through [StanAware.com](http://StanAware.com). During an emergency, residents should monitor emergency communications and carefully follow directions from authorities. Social media and other online community groups are also good places to go for information during a disaster. The Stanislaus County Office of Emergency Services maintains a presence on various social media platforms to reach a wider audience for emergency and crisis communication. Residents are encouraged to follow their local police, fire, and other public service agencies on social media to stay informed on community events and emergency information.

During and after an emergency, residents may need to survive on their own for several days when first responders are overwhelmed. Being prepared means having food, water, and other supplies to last for at least 72 hours. A disaster supply kit is a collection of basic items a household may need in the event of an emergency. Listed below are some basic supplies to build a kit. Additional lists and preparedness information can be found on the internet at [Ready.gov](http://Ready.gov) and [Stanemergency.com](http://Stanemergency.com).

- Water – one gallon of water per person per day for at least three days, for drinking and sanitation
- Food – at least a three-day supply of non-perishable food
- Battery-powered or hand crank radio and a NOAA Weather Radio with tone alert
- Flashlight
- First aid kit
- Extra batteries



- Whistle to signal for help
- Dust mask to help filter contaminated air and plastic sheeting and duct tape to shelter-in-place
- Moist towelettes, garbage bags and plastic ties for personal sanitation
- Wrench or pliers to turn off utilities
- Manual can opener for food
- Cell phone with chargers and a backup battery
- Prescription medication
- Infant formula, bottles, diapers, wipes
- Pet food and extra water for your pet
- Cash
- Matches in a waterproof container
- Important family documents

Residents may also join disaster volunteer programs such as Community Emergency Response Teams, (CERT), Amateur Radio Emergency Services (ARES), American Red Cross (ARC), Latino Emergency Council (LEC), Team Rubicon, or other community or faith-based emergency response organizations. By being prepared, residents can better serve their family, their community, and reduce demands on first responders. Residents are encouraged to visit [www.stanemergency.com](http://www.stanemergency.com) to see how they can get involved in emergency preparedness activities in their community.



## **Section 6**

# **Response Concept of Operations**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## Section 6 – Response Concept of Operations

### 6.1 Response Concept of Operations

#### 6.1.1 General

This Emergency Operations Plan (EOP) addresses the entire spectrum of contingencies, ranging from relatively minor incidents to large-scale disasters. A buildup or warning period, providing sufficient time to warn the public will precede some emergencies and implement mitigation measures designed to reduce loss of life, property damage, and effects on the environment. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the EOP and efficient and coordinated mobilization and deployment of resources. All departments and agencies of the County must be prepared to respond to any foreseeable emergency, taking all appropriate actions, including requesting and providing mutual aid promptly and effectively.

Objectives should be  
SMART:  
Specific  
Measurable  
Attainable  
Realistic  
Time-bound

#### 6.1.2 Goals, Priorities, and Strategies

During incident response, emergency managers set goals, prioritize actions, and outline operational strategies. This plan provides a broad overview of those goals, priorities, and strategies, and describes what should occur during each step, when and at whose direction.

##### 6.1.2.1 Operational Goals

During the response phase, the agencies that are charged with responsibilities in this plan should focus on the following five goals:

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



### **6.1.2.2 Operational Priorities**

---

Operational priorities govern resource allocation and the response strategies for Stanislaus County, its political subdivisions, and partner agencies during an emergency. Below are operational priorities addressed in this plan:

1. **Life Safety** – The preservation and sustainment of life is the top priority of emergency managers and first responders and takes precedence over all considerations.
2. **Protect Health and Safety** – Measures should be taken to mitigate the emergency's impact on public health and safety.
3. **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.
4. **Preserve the Environment** – All possible efforts must be made to preserve California's environment and protect it from damage during an emergency.

### **6.1.2.3 Operational Strategies**

---

To meet the operational goals, emergency responders should consider the following strategies:

- **Meet Basic Human Needs** – All possible efforts must be made to supply resources to meet basic human needs, including food, water, shelter, medical treatment, and security during the emergency. Provisions will be made for temporary housing, general needs assistance, and support for re-establishing employment after the emergency passes.
- **Address Needs of People with Disabilities and Others with Access and Functional Needs** – People with disabilities and others with access and functional needs are more vulnerable to harm during and after an emergency. The needs of people with disabilities and others with access and functional needs must be considered and addressed before, during, and after a disaster.
- **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 and/or consequences of further emergencies.
- **Restore Essential Community Lifelines** – Power, water, sanitation, 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 that recovery operations are conducted efficiently, effectively, and equitably, promoting expeditious recovery of the affected areas.

### 6.1.3 Sequence of Events During Disasters

Two sequences of events are typically associated with disasters; one involves the response and the other involves emergency proclamations. The response sequence generally describes the emergency response activities to save lives, protect property, and preserve the environment. This sequence describes deployment of response teams, activation of emergency management organizations and coordination among the various levels of government. The emergency proclamation sequence outlines the steps to gain expanded emergency authorities needed to mitigate further harm and address immediate incident issues. It also summarizes the steps for requesting State and Federal disaster assistance.

#### 6.1.3.1 Before Impact

**Routine Monitoring for Alerts, Watches and Warnings:** Emergency officials regularly monitor events and the environment to identify specific threats that may affect their jurisdiction and increase the awareness level of emergency personnel and the community when a threat is approaching or imminent.

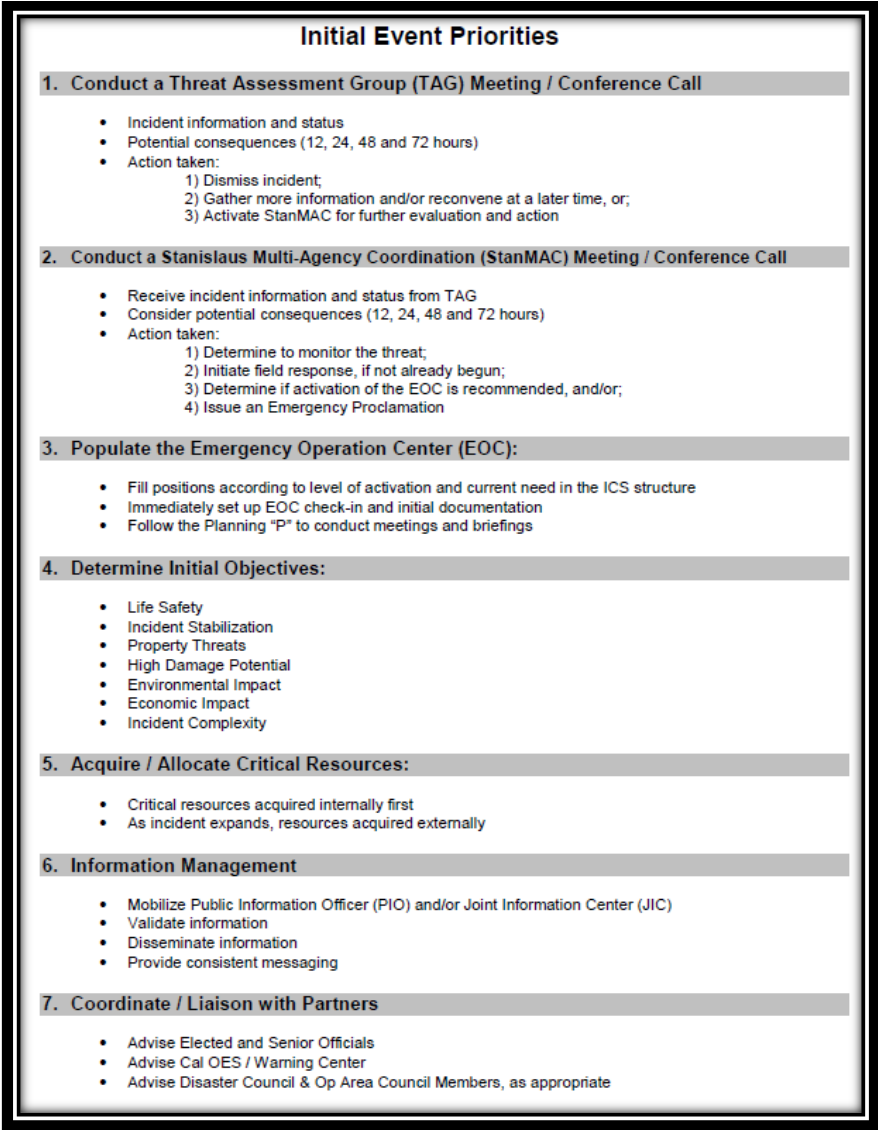
**Increased Readiness:** Sufficient warning provides the opportunity for response agencies to increase readiness, which are actions designed to increase an agency's ability to effectively respond once the emergency occurs. This includes, but is not limited to:

- Establishing and convening a Threat Assessment Group (TAG) consisting of the CEO, Sheriff, OES, and discipline specific representatives as needed. Based on information gathered, the TAG will dismiss the incident, continue to collect information to monitor the situation, or activate the Stanislaus Multi-Agency Coordination Group (StanMAC).
- Establishing and convening the Stanislaus Multi-Agency Coordination Group (StanMAC) and conducting appropriate situational briefings.
- Briefing of County Board of Supervisors, Chief Executive Officer, Sheriff, Stanislaus Operational Area Organization members and other key officials or employees of Stanislaus County.
- Briefing of cities within Stanislaus County.
- Updating resource lists.
- Activation of the County or Operational Area Emergency Operation Center.
- Reviewing and updating of Stanislaus County Emergency Operations Plan and Departmental Standard Operating Procedures (SOPs).
- Increasing public information efforts through the Joint Information System (JIS) process.
- Accelerating training efforts.



- Inspecting critical facilities and equipment, including the testing of warning and communications systems.
- Mobilizing and/or recruiting additional staff and Disaster Service Workers.
- Warning threatened elements of the population and disseminating information to the community.
- Conducting precautionary evacuations in the potentially impacted area(s).
- Mobilizing personnel and pre-positioning resources and equipment.
- Contacting state and federal agencies that may become involved in field activities.

**Pre-Impact:** When a disaster is foreseen as highly likely, action is taken to save lives and protect property. During this stage, warning systems are activated, resources are mobilized, and evacuation begins. Figure 18 – Initial Event Priorities, details the steps taken by the Office of Emergency Services during the pre-impact and initial stages of a threat or emergency.



**Figure 16 - Initial Event Priorities**

**6.1.3.2 Immediate Impact**

During this stage, emphasis is placed on control of the situation, saving lives, and minimizing the effects of the disaster. Emergency Support Functions (ESFs) and Specific Response Plan Annexes to this plan provide guidance to the departments who are responsible for initial response operations in the County and Operational Area.

Examples of initial response activities include:

- **Alert and Warning:** Local response agencies May be alerted to an incident by the public through 9-1-1, another response agency, or other methods (i.e., social media or citizen reporting). First responders are then notified of the incident. Upon an alert, response agencies notify response personnel and the public as necessary. Key officials are notified through the TAG process.



- **Resource Mobilization:** Response agencies activate personnel and mobilize resources to support the incident response. As the event escalates and expands, additional resources are activated and mobilized to support the response. Activation and mobilization continue for the duration of the emergency, as additional resources are needed to support the response. This includes resources from within the county, or, when resources are exhausted, from surrounding unaffected jurisdictions.
- **Incident Response:** Immediate response is accomplished within the county by local responders. First responders arrive at the incident and function within their established field level plans and procedures. The responding agencies will manage all incidents in accordance with ICS principles, organizational structures, and standard operating procedures.
- **Establishing Incident Command:** Incident Command is established to direct, order and/or control resources by virtue of explicit statutory, regulatory, or delegated authority. Initial actions are coordinated through the on-scene Incident Commander (IC). The IC develops an initial Incident Action Plan (IAP), which sets priorities for the incident operational period, assigns resources and includes a common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified Incident Command Post (ICP) to facilitate multi-jurisdictional and multi-agency policy decisions. The IC may implement an Area Command to oversee multiple incidents that are handled by separate ICS organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.
- **Activation of a Threat Assessment Group (TAG):** When information regarding a threat or incident reaches a public source (OES, Sheriff, Ag Commissioner, DER, Public Health, etc.), the public representative will contact County OES who will facilitate a meeting or conference call between the public member, the County Chief Executive Office, OES, and discipline specific representatives as needed. The purpose of the call is to conduct a preliminary evaluation of the information from a threat perspective. Three possible outcomes of the threat assessment generally occur, 1) dismissal of the incident, 2) agreement to continue gathering information or revisiting the issue at a later time and date, or, 3) activation of the Stan MAC Group for further evaluation and action.
- **Activation of the Stanislaus Multi-Agency Coordination System (StanMACS):** The StanMAC convenes due to the outcome of the Threat Assessment Group (TAG). The StanMAC will assess the situation and determine to, 1) continue to monitor the incident, 2) activate the EOC, and 3) the need to proclaim a local emergency.
- **Joint Information System (JIS) Activation:** Where multiple agencies are providing public information, the lead agencies will work together to analyze the information available and provide a consistent message to the public and the media. Where practical, the agencies will activate a Joint Information Center (JIC) to facilitate the dissemination of consistent information.
- **Jurisdictional EOC Activation:** Single jurisdictions activate their EOC based on the magnitude or need for more coordinated management of the emergency response. When



activated, jurisdictional EOCs help form a common operating picture of the incident by collecting, analyzing, and disseminating emergency information. The jurisdictional EOC can also improve the effectiveness of the response by reducing the amount of external coordination of resources by the IC by providing a single point of contact to support multi-agency resource coordination. When activated, the jurisdictional EOC notifies the OA lead that the EOC has been activated.

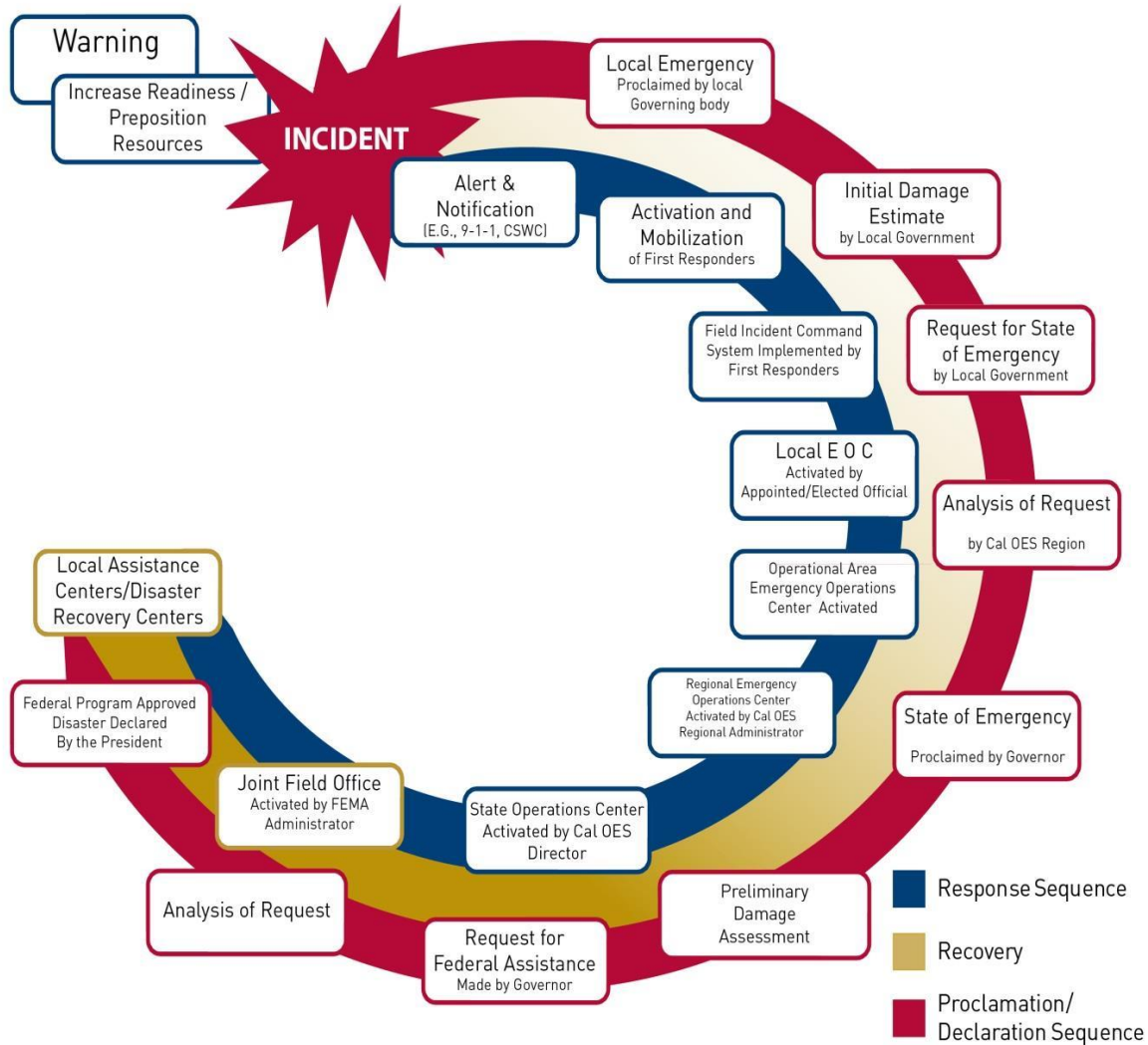
- **Communications between field and the EOC:** When a jurisdictional EOC is activated, communications and coordination are established between the IC on-scene and the Operations Section Coordinator in the EOC, or by assigning a liaison function between the field ICP and the jurisdictional EOC.
- **Department Operations Center (DOC) Activation:** Some County departments may activate a DOC to manage information and resources assigned to the incident. If a DOC is activated, an agency representative or liaison may be deployed to facilitate information flow between the two facilities.
- **County EOC Activation:** The County EOC may activate in response and to support an incident or disaster occurring in the unincorporated areas of the County.
- **Operational Area (OA) EOC Activation:** If one or more jurisdictional EOCs are activated, or if the event requires resources outside the affected jurisdiction, the County EOC activates as an Operational Area (OA) EOC. The OA EOC also activates if a Local Emergency is proclaimed by the affected local jurisdictions governing body. The OA EOC then coordinates resource requests from the affected jurisdiction to an unaffected jurisdiction, or if resources are not available within the OA, forwards the resource request to the Regional EOC or other mutual aid coordinators.
- **Regional Emergency Operations Center Activation:** Whenever an OA EOC is activated, the Cal OES Regional Administrator will activate the REOC within the affected region and will notify Cal OES Headquarters. The REOC will then coordinate resource requests from the affected OA to unaffected OAs within the affected region, or, if resources are not available within the affected region, resource requests are forwarded to the State Operations Center (SOC) for coordination.
- **State Level Field Teams:** The State may deploy a Regional Emergency Services Coordinator (ESC) to the OA EOC provide situation reports on the disaster to the REOC in coordination with the responsible Unified Command.
- **State Operations Center Activation:** The SOC is activated when the REOC activates in order to:
  - Continuously monitor the situation and provide situation reports to brief State officials as appropriate.
  - Process resource requests between the affected regions, unaffected regions and State Agency DOCs.



- Process requests for federal assistance and coordinate with Federal Incident Management Assistance Teams (IMAT) when established.
- Coordinate interstate resource requests as part of the Emergency Management Assistance Compact (EMAC) or Interstate Disaster and Civil Defense Compact.
- The SOC may also be activated independently of a REOC to continuously monitor emergency conditions.
- **FEMA Regional Response Coordination Center (RRCC) Activation:** The FEMA RRCC may deploy a liaison or IMAT to the SOC to monitor the situation and provide situational awareness to Federal officials.



The sequence of activities occurring for the emergency response and the proclamation process is illustrated in following diagram:



**Figure 17 - Response Phase Sequence of Events.<sup>20</sup>**

<sup>20</sup> Source: State of California Emergency Plan  
Stanislaus County EOP – Basic Plan

### **6.1.4 Direction, Control and Coordination**

Responsibility for emergency response is based on statutory authority as defined in the California Emergency Services Act, California Disaster Assistance Act, Emergency Compacts, and the California Disaster and Civil Defense Master Mutual Aid Agreement. The emergency response is coordinated under SEMS using the principles of ICS, which provides a flexible, adaptable, and scalable response organization to address all-hazards of varying magnitude and complexity.

#### **6.1.4.1 Command and Control**

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

Larger-scale emergencies involving one or more responsible jurisdictions, and/or multiple agencies, and management personnel from the responsible jurisdictions may form a Unified Command and/or a Multiagency Coordination Group. Stanislaus County, acting as the Operational Area EOC, coordinates emergency activities within the Operational Area, augmenting, not replacing, member jurisdictions' emergency operations. The OA EOC also serves as the communications link between the State's Inland Region Emergency Operations Center (REOC) and other partner agencies. Direct communications and coordination will be established between Stanislaus County and any Operational Area member jurisdictions' activated Emergency Operations Centers. Communications may also be established by the County with other member jurisdictions that have not activated their EOCs by requesting a liaison to participate in information sharing communications.

#### **6.1.4.2 Stanislaus Multiagency Coordination System (StanMAC)**

The Director of Emergency Services, working through the mechanisms of the Emergency Operations Center will provide direction and control over the coordination of multi-department and multi-jurisdictional resources to support the field responders. Management and coordination of disasters or major incidents/events is accomplished through the Stanislaus Multi-Agency Coordination (StanMAC) Group Policy. The StanMAC consists of jurisdiction and/or agency representatives who have the responsibility to provide coordination and support to incidents involving all-risk situations that may impact the County. StanMAC also evaluates threats with involved stakeholders and decides on the appropriate course of action, including the sharing of critical resources and the prioritization of incidents.

#### **6.1.4.3 Field – EOC Direction and Control Interface**

The Incident Commander in the field is responsible to oversee the management of incident resources, expand and contract the organizational structure as needed, and provide direction to responders to accomplish operational objectives. When there are multiple incidents in a close geographic area or there are multiple incidents within the operational area, it may be necessary to establish an Area Command to provide for a unified approach to multiple-incident management.

Generally, an Area Commander will be assigned and receive policy direction from the OA EOC and StanMAC Policy Group.

A Unified Area Command may be established to oversee Incident Commands operating in general proximity to each other when there is an occurrence of several similar type incidents located in close proximity, but in different jurisdictions. The Unified Area Command would coordinate with the activated jurisdictional EOC's and the OA EOC.

#### **6.1.4.4 Field Coordination and Communication with Department Operations Centers (DOCs) and Emergency Operations Centers (EOCs)**

---

The Stanislaus County Emergency Operations Center (EOC) is activated to support field level operations when an emergency requires additional resources within the unincorporated area of the County. The County EOC operates as the Operational Area EOC when two or more jurisdictions within the County activate their EOCs, when requested by a jurisdiction to activate, or when requested resources exceed what is available from within the jurisdiction. Communications and coordination must be established between the Stanislaus County or Operational Area EOC and the field responders who are responding to both incorporated and unincorporated parts of the county. When no Departmental Operations Centers (DOCs) are activated, the Incident Commander(s) operating in the field will coordinate directly with the Operations Section Coordinator in the County/OA EOC, via the central dispatchers, telephone, or other establish communication protocol.

When County departments have activated their DOCs, the Incident Commander will continue to report directly to the Operations Section Coordinator in the County EOC and provide status reports to their DOC. The appropriate Stanislaus County EOC Section/Branch/Unit will coordinate with DOCs to obtain information for advanced planning, logistical needs, available personnel and equipment resources, and other information as required. The DOCs will assist the Stanislaus County EOC in supporting field operations.

Requests for resources should be coordinated through the operational area before being forwarded to the region. The Resource Status Unit Leader in the Planning Section, in coordination with various Operational Branches and Logistics Section, is responsible for tracking resources and monitoring the status of requests.

#### **6.1.4.5 EOC Coordination with the Cities and Special Districts**

---

An agency representative from any city, special district, or Operational Area jurisdiction that has activated its EOC may request to have a liaison at the Operational Area EOC. If a city or special district does not send a representative to the EOC, the Liaison Officer in the EOC will be responsible for establishing communications and coordination with the cities, special district, or jurisdictional liaison(s).

#### **6.1.4.6 Coordination with the Regional Emergency Operations Center (REOC) and the State Operations Center (SOC)**

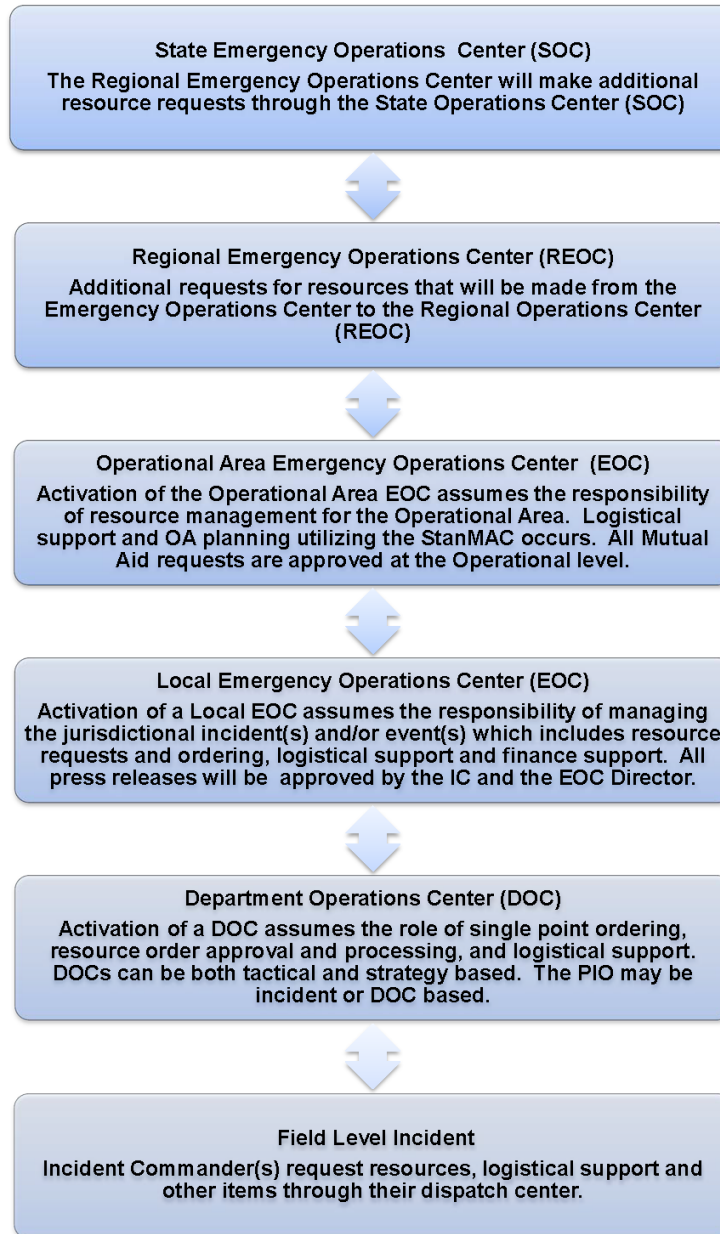
---



Local government EOCs will establish communications with the Operational Area EOC. The Operational Area EOC will communicate with the Regional Emergency Operations Center (REOC) and the REOC will communicate with State Operations Center (SOC). The REOC will work with the OA directly on behalf of the County by either sending a REOC field representative to the Operational Area EOC or by the Operational Area EOC and the REOC communicating through various telecommunications systems. The REOC serves as the conduit for the OA EOC to coordinate with other neighboring jurisdictions' EOCs (if activated). The REOC assists with the submission of resource requests and other mutual aid, situation reporting, and other technical assistance as needed. Figure 20 on the next page shows the flow of communication from the Field to the State Operations Center (SOC).

**6.1.4.7 Coordination with State and Federal Field Response**

In some instances, a state or federal agency will have a field response within the Stanislaus Operational Area. When a state agency or federal agency is involved in field operations, coordination may be established with the Operational Area EOC. State or federal agencies operating in the field may be found in any ICS section, branch, or unit, or part of a Unified Command. The agency's responsibilities in responding to the incident will determine their location in the organization. Per NIMS, any multi-agency response will require the formation of a Unified Command structure.



**Figure 18 - Flow of Coordination and Communication from Field to State**



### **6.1.5 Mutual Aid**

California's emergency assistance is based on a statewide mutual aid system designed to ensure that additional resources are provided to the State's political subdivisions whenever their own resources are overwhelmed or inadequate. The basis for this system is the *California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA)*, which is entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies to assist each other by providing resources during an emergency. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, Federal and State monies may be appropriated to reimburse public agencies that aid other jurisdictions. If other agreements, memoranda of agreement/understanding, and/or contracts are used to provide assistances for consideration, the terms of those documents may affect disaster assistance eligibility and local entities may only be reimbursed if funds are available. This plan promotes the establishment of emergency assistance agreements between public and private sector agencies at all levels.

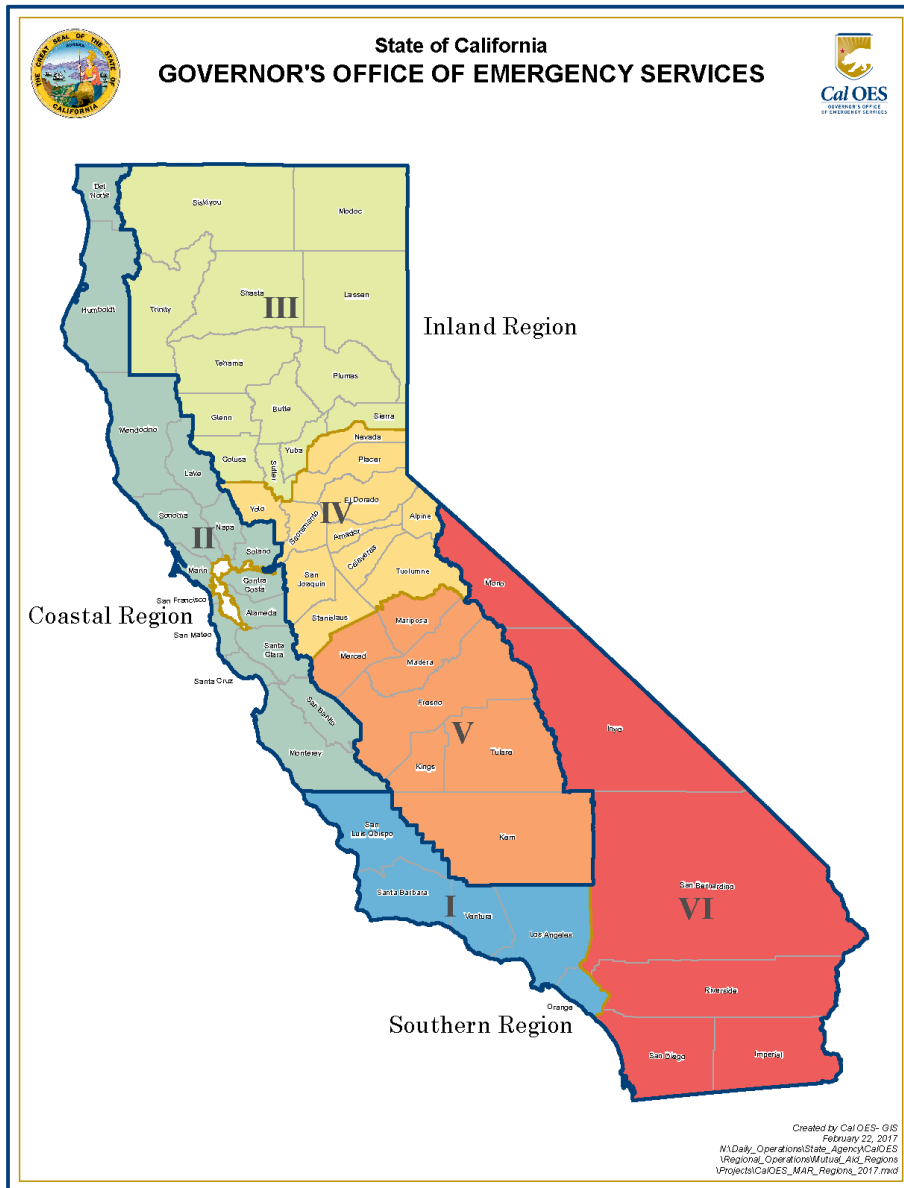
California is divided into six mutual aid regions, which are subdivisions of the State emergency services organization established to facilitate the coordination of mutual aid and other emergency operations within an area of the state consisting of two or more Operational Areas. A map of California's Mutual Aid Regions is shown in Figure 21 – *California Mutual Aid Regions*, which details the Mutual Aid Regions, I, II, III, IV, V, and VI. Stanislaus County is in Mutual Aid Region IV.

There are four approved, formal Mutual Aid Systems in California. Those systems are:

- Emergency Management Mutual Aid
- Fire Service and Rescue Emergency Mutual Aid
- Law Enforcement Mutual Aid, including the Coroners' Mutual Aid
- Medical Health Mutual Aid

Stanislaus County participates in the following Mutual Aid Agreements:

- California Master Mutual Aid Agreement
- Region IV Fire and Rescue Operations Plan
- Region IV Law Enforcement Mutual Aid Agreement
- California Office of Emergency Services Region IV Medical/Health Mutual Aid System
- State of California Emergency Management Mutual Aid Plan



**Figure 19 - California Mutual Aid Regions <sup>21</sup>**

<sup>21</sup> Source: State of California Office of Emergency Services  
Stanislaus County EOP – Basic Plan

### **6.1.5.1 Mutual Aid Coordination**

---

Formal mutual aid requests will follow specified procedures and are processed through pre-identified mutual aid coordinators. Mutual aid requests will follow discipline-specific chains (i.e. fire, law enforcement, emergency manager, etc.) from one level of government to the next. The mutual aid coordinator receives the mutual aid request and coordinates the provision of resources from within the coordinator's geographic area of responsibility. In the event resources are unavailable at one level of government, the request is forwarded to the next higher level of government to be filled.

**Field Level Requests:** Requests for MMAA resources originate from the Field Level and are managed by the Incident Commander (IC). If the IC is unable to obtain the resources through existing local channels, the request is elevated to the next successive government level until obtained or cancelled.

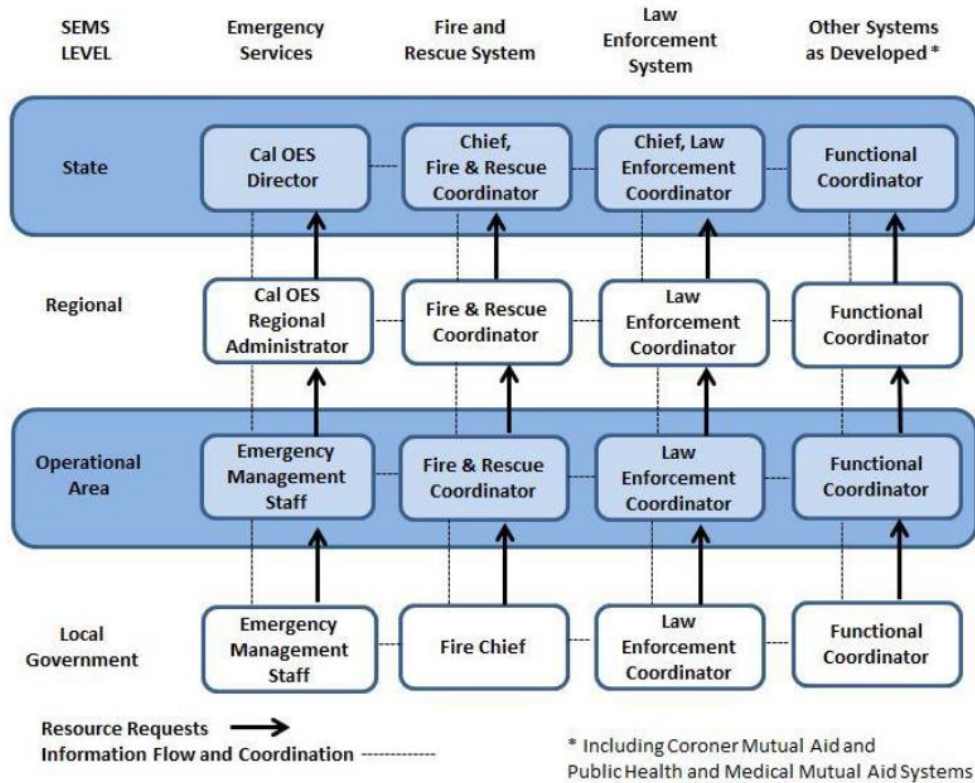
**Local Government Request:** Local jurisdictions are responsible for the protection of life and property within the municipal geographic boundaries. The local jurisdiction where the incident occurred should assess its resource inventory and existing local agreements to determine if the requested resources are available. When locally committed resources are exhausted and mutual aid is needed, the local official will request assistance from the OA Mutual Aid Coordinator.

**Operational Area Requests:** The OA is a composite of its political subdivisions, (i.e., municipalities, contract cities, special districts, and county agencies). The OA Mutual Aid Coordinator assesses the availability of resources within the OA and fulfills the resources request based upon that assessment. In the event resources are unavailable at the OA level, the request is forwarded to the responsible Regional Mutual Aid Coordinator to be filled.

**Regional Level Requests:** The State is geographically divided into six Mutual Aid Regions. For Law Enforcement Mutual Aid, Region I is divided into two sub-regions. Each Mutual Aid Region is comprised of multiple OAs and have a Regional Mutual Aid Coordinator. The Regional Mutual Aid Coordinator is granted the authority to coordinate the mutual aid response of discipline-specific resources within the region to support a mutual aid request by a jurisdiction also within the region. In the event resources are unavailable at the region level, the request is forwarded to the State Mutual Aid Coordinator to be filled.

**State Level Requests:** On behalf of the Governor, the Director of Cal OES has the responsibility for coordination of State mutual aid resources in support of local jurisdictions during times of emergency. The Director will analyze and coordinate the request by forwarding the request to an unaffected REOC or tasking an appropriate state agency to fill the need. The Mutual Aid Process Chart – Flow of Requests and Resources depicts the resource management process for the State under SEMS. In this model, the affected local government has the ability to access all stakeholders at all levels of the system. The State, as needed, can request resources from Federal agencies.





**Figure 20 - Discipline-Specific Mutual Aid Systems<sup>22</sup>**

**6.1.5.2 Emergency Management Mutual Aid (EMMA)**

California jurisdictions can also access Emergency Management Mutual Aid (EMMA) to provide personnel and technical specialists to support operations to any affected area within the State. EMMA Coordinators at each SEMS level will facilitate the assignment, deployment, reception, and demobilization of EMMA resources. The Stanislaus County’s EMMA Coordinator will keep the EOC Operations Section Coordinator informed of the status of any EMMA resource requests and allocations.

EMMA resources may also be deployed to other states using the Emergency Management Assistance Compact (EMAC) or as part of a federal response to a disaster, with the concurrence of the EMMA resource, the State and providing jurisdiction. For more details on the EMMA process, please see the *Stanislaus County OES Resource Management Plan*.

**6.1.6 Intelligence Gathering and Situation Reporting**

Emergency Operations Centers and threat assessment centers are 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 as needed.

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 shown below:

**Field Situation Reports:** Field situation reports should be disseminated to each responsible jurisdictions' Emergency Operations Center (EOC).

**Jurisdictional Emergency Operations Center (EOC):** The jurisdictional EOC should summarize reports received from the field, department operations centers, and other reporting disciplines and send to the Operational Area (OA) EOC.

**Operational Area Emergency Operations Center (OA EOC):** The OA EOC should summarize reports received from responsible jurisdictions' EOC's, field units, department operations centers, and other reporting disciplines and forward to the Cal OES Regional Emergency Operations Center (REOC). The REOC may request specific Essential Elements of Information (EEI) and the OA EOC will provide a report for all identified EEIs.

**Regional Emergency Operations Center (REOC):** The REOC should summarize situation reports received from the OA EOC, state field units, state department operations centers, and other reporting disciplines and forward to the State Operations Centers (SOC).

**State Operations Center (SOC):** The SOC will summarize situation reports received from the REOC, state department operations centers, state agencies, and other reporting disciplines and distribute to state officials and others on the distribution list.

**Joint Field Office (JFO):** When the state-federal JFO is activated, the REOC and SOC situation reports will be assimilated into the JFO situation report. The REOC organization may be co-located with the federal organization at the JFO.

## **6.1.7 Public Information**

### **6.1.7.1 Joint Information System (JIS) and Joint Information Center (JIC)**

The Joint Information System (JIS) provides a structure and system for developing and delivering coordinated interagency messages, developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander, advising the Incident Commander concerning public affairs issues and controlling rumors and inaccurate information.

The Joint Information Center (JIC) is a central location to facilitate operating of the JIS during and after an incident. The JIC is responsible to coordinate critical emergency information, crisis communications, media functions, reduce misinformation, and maximize resources by co-locating Public Information Officers (PIOs) as much as possible.

Emergency public information to both the public and the media will only be provided through the Public Information Officer or the Joint Information Center (JIC) within the Operational Area EOC, unless the EOC is not yet activated, in which case the Incident Commander will approve the release of public information based on the facts of the incident. The Incident Commander may elect to delegate this authority to a field level Public Information Officer (PIO). All other individuals working at either the field response level or the EOC will refer inquiries from the media or public to the Public Information Officer or Joint Information Center (JIC). Information may not be released without the consent of the IC or EOC Director.

### **6.1.7.2 Information Dissemination**

During or immediately following a public emergency, critical information should be disseminated using multiple methods including, but not limited to: Press Conferences, Press Releases, Operational Area Briefings, Partner E-Mails, Conference Calls, Everbridge notifications, Stanemergency.com website, phone banks, local radio, social media, and traffic signs or billboards. Messaging should be verified, accurate, concise, and consistent.

The Public Information Officer and Joint Information Center (JIC) has the responsibility of addressing the media by scheduling media briefings, providing interviews, responding to inquiries, arranging news conferences, issuing news releases, and monitoring the media to ensure that messaging was understood by the news media and reported accurately and completely to the public.

### **6.1.7.3 Communicating with People with Disabilities**

To ensure that people with disability and others with access and functional needs have been notified, the Public Information Officer (PIO) will coordinate with the appropriate department/agency representative to verify appropriate messaging and notification methods are used in impacted areas. The goal is to ensure that communication with people with disabilities is equally effective as communication with people without disabilities.



There are many ways to provide equal access to communications through appropriate auxiliary aids and services used to communicate with people who have communication disabilities. Some examples of aids and services are qualified interpreters or readers; notetakers; screen readers; written materials; telephone handset amplifiers; assistive listening systems; hearing aid-compatible telephones; computer terminals; speech synthesizers; text telephones (TTYs); Open or closed captioning; text messaging; instant messaging; Braille materials; and, large print materials. The type of aid or service necessary depends on the length and complexity of the communication as well as the format.

Partner agencies that have established relationships with people with disabilities and others with access and functional needs, will be critical links to ensuring messaging and communications are linguistically and culturally appropriate for the intended audience. The PIO and JIC will coordinate with partner agencies that serve people with disabilities and others with access and functional needs to develop and disseminate appropriate messaging.

#### **6.1.7.4 Stanislaus County 2-1-1**

Stanislaus County 2-1-1, a program of United Way of Stanislaus County, provides information and support every day, including disaster-related information. 2-1-1 is a free, confidential information helpline and website that connects people of all ages and from all communities to the services they need, 24 hours a day, seven days a week. 2-1-1 can be accessed by phone or computer ([211 Website](#)), by dialing 2-1-1 or 1-877-211-7826. A toll-free call to 2-1-1 connects citizens to a community resource specialist who has been provided information relating to emergencies affecting Stanislaus County. 2-1-1 can provide information in 170 languages.

The Public Information Officer may provide specific Stanislaus County emergency information to 2-1-1 through the local United Way. This information will in turn be provided to callers.

#### **6.1.8 Public Alert and Warning**

A comprehensive alert and warning program is a critical component to a community's ability to effectively respond to emergencies. It is an inherent responsibility of local government organizations and officials to keep the public informed about natural, human-caused, and technological disasters in addition to what actions they need to take to protect themselves and their families.

Public Alert and Warning is the process by which the public, businesses, and other local entities are provided information regarding the (potential) emergency, along with instructions as to appropriate actions.

These actions could include but are not limited to:

- Evacuation orders (including evacuation routes, shelter information, temporary evacuation points);
- Locations to points of distribution (for food, water, medicine);

- Direction to move to higher ground;
- Hazardous Materials incidents;
- Red Flag warnings;
- Weather alerts;
- Lockdown; and
- Shelter-in-place guidance

A **public alert** is a communication intended to attract public attention to an unusual situation and motivate individual situational awareness. The measure of an effective alert message is the extent to which the intended audience becomes attentive and searches for additional information.

A **public warning** is a communication intended to persuade members of the public to take one or more protective actions to reduce losses or harm. The measure of an effective public warning message is the extent to which the intended audience receives the message and takes the protective action and/or heeds the guidance.

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.

*For more information, please refer to the State of California Statewide Alert & Warning Guidelines (2019).*

#### **6.1.8.1 Alert and Warning in Stanislaus County**

---

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, to name a few. These notifications may be localized, county-wide, or possibly even part of a state-wide alert. Alert and warning messages should be distributed to all members, to the extent possible, of the community who are at risk, including commuters, travelers or transient populations, people with disabilities or others with access and functional needs, non-English speakers, people in remote or isolated areas, the elderly, and people with limited technology. The American with Disabilities Act (ADA) requires jurisdictions make all information accessible to their constituents. Emergency alerts and warnings should account for the wide array of communications needs found in the public.

People rarely act on a single warning message alone. To be effective, warnings should be delivered in various formats across multiple media platforms, both to increase reliability of warning delivery and to provide a sense of corroboration that will encourage recipients to take protective actions.

---

#### **6.1.8.2 Alert and Warning Activation Authority**

---

The responsibility for issuing alerts and warnings during an emergency rests with designated public officials – known as Alerting Authorities. Authorities may include cities, special districts, or Operational Area emergency manager/authorities, communications center staff, executive leaders, Incident Commanders, or designees in coordination with the local Public Information Officer (PIO). Within SEMS regulations, Operational Areas are responsible for coordinating response and recovery support to county sub-jurisdictions, e.g., cities and special districts, which includes coordination of mass notification alerts. Operational Areas should ensure local jurisdictions have the capability and a method to request the coordination and use of large-scale, wide ranging public warning systems when appropriate.

Public notification, related to an actual or potential incident, will usually be initiated by the Stanislaus County Office of Emergency Services, often from one of the EOC facilities. A certified and qualified OES on-call duty officer is available 24 hours a day, seven days a week, 365 days a year. In selected cases, notification may be initiated by other agencies within Stanislaus County.

---

#### **6.1.8.3 Alert and Warning Decision**

---

Warnings should be issued when there is an **imminent threat to life, health, or property**. This can include alerts and warnings issued in advance of forecasted severe weather events when doing so will give the public time to evacuate. Time is of the essence, as recipients of warnings will need time to consider, plan, and act after they receive a warning message. This is particularly true among people with disabilities and others with access and functional needs. They may require additional time to evacuate or may be at increased risk of harm without notification.

Fear of triggering “panic” is not a valid reason to delay or avoid issuing a warning. “Mass panic” very rarely occurs as the result of a warning message. When public warning information is delivered by a credible Alerting Authority, the public usually responds by following the recommended actions. Rarely do such warning messages lead to mistrust or panic.

When dealing with uncertain or conflicting information about a threat, the Alerting Authority should choose to err on the side of protecting the public.

Alert and Warning messages should be issued as soon as feasible given the circumstances of the situation. Access to the designated Alerting Authority should not be delayed due to limited resources or non-operational equipment. Alerting staff should be properly trained and well versed in how to operate the equipment.

---

#### **6.1.8.4 Alert and Warning Methods**

---

In coordination with established public safety warning protocols, the Alerting Authority will manage the dissemination of timely and adequate alerts and warnings to threatened populations in the most effective manner possible using all appropriate warning mechanisms available to the County. These include:



- StanAware – StanAware is the Stanislaus County Office of Emergency Services (OES) communications system that utilizes the Everbridge Mass Notification System to contact the public directly should there be a large-scale emergency. In the event of an emergency or disaster, OES, or an approved Alerting Authority, can send a message regarding a situation to residences and businesses within a certain geographical area(s) that will contain information and instructions to be followed by citizens in the area. Although Everbridge utilizes an AT&T (landlines only) provided database, residents and businesses are strongly encouraged to opt-in to the Notification System by self-registering at StanAware.com. The Everbridge Mass Notification System will not reach residences and businesses utilizing a company other than AT&T phone service unless they opt-in and self-register through StanAware. AT&T customers are also encouraged to self-register to make certain they will receive StanAware notification. Residences and businesses within Stanislaus County can choose to be contacted by telephone, text, email and/or TTY/TTD device. StanAware is intended to supplement, not replace, information citizens will receive from television, radio, and other sources.
- California Public Alert and Warning System (CalPAWS) – Stanislaus County utilizes the State of California Public Alert and Warning System (CalPAWS) to rapidly disseminate emergency messages to as many people as possible over as many communication devices as possible before, during, and after a disaster. The CalPAWS Plan integrates new and existing public alert, warning, and notification systems to provide state and local authorities responsible for alert and warning a range of capabilities and dissemination channels. Wide adoption of digital controls in warning systems has led to the development of technology-independent Common Alerting Protocol (CAP). CAP allows emergency messages to be simultaneously disseminated over a wide variety of existing and emergency public alerting systems.

To better serve the needs of people with access or functional needs, CAP messages can be created in multiple languages and processed by modern computer-controlled devices to present alerts in various forms, such as flashing lights or mechanical shaking.

- Integrated Public Alert and Warning System (IPAWS) – The Integrated Public Alert and Warning System (IPAWS) is a modernization and integration of the nation's alert and warning infrastructure and will save time when time matters most, protecting life and property. Stanislaus County maintains a system to feed information into the IPAWS that use Common Alerting Protocol standards. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Weather Service, and other public alerting systems from a single interface.
  - Emergency Alert System (EAS) - The Emergency Alert System 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) service 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 a specific area. These are recognized as the crawlers on the bottom of television screens.

- Wireless Emergency Alerts (WEA) – Wireless Emergency Alerts are emergency messages that look like text messages sent by authorized government alerting authorities through mobile carriers. They include a special tone and vibration, and both are repeated twice. Types of alerts include extreme weather and other threatening emergencies in the area, AMBER alerts, and Presidential Alerts during a national emergency. Cell phone users must turn on this capability in their cellular phone settings.
- National Weather Service – The NWS has the responsibility for originating public warnings regarding weather hazards. The NWS operates several public alert and warning dissemination systems, including the National and Oceanic Atmospheric Administration (NOAA) Weather Radio All Hazards (NWR), a network of over 1,000 VHF radio transmitters servicing the population of the United States, NOAA Weather Wire Service, and the Emergency Managers Weather Information Network. While the NWS has responsibility for weather-related alerting, local government is not precluded from sending notifications and alerts in support of weather events. Figure 22 WEA Messages Originated by NWS below depicts the various types of WEA Messages originated by the National Weather Service.



## WEA Messages Originated by NWS

Extreme

Severe

Warning Type	WEA Message
Tsunami Warning	NWS: TSUNAMI danger on the coast. Move to high ground or inland now.
Tornado Warning	NWS: TORNADO WARNING in this area til hh:mm tzT. Take shelter now. Check media. -- or -- NWS: TORNADO EMERGENCY til hh:mm tzT. Tornado spotted in this area. Take shelter now!
Extreme Wind Warning	NWS: EXTREME WIND WARNING this area til hh:mm tzT. Take shelter now.
Hurricane Warning	NWS: HURRICANE WARNING this area. Check media and local authorities.
Typhoon Warning	NWS: TYPHOON WARNING this area. Check media and local authorities.
Storm Surge Warning	NWS: Life-threatening STORM SURGE danger. FOLLOW THE INSTRUCTIONS OF LOCAL OFFICIALS.
Snow Squall Warning	Snow Squall Warning til hh:mm tzT. Sudden whiteouts. Icy roads. Slow down! -NWS
Flash Flood Warning	NWS: FLASH FLOOD WARNING this area til hh:mm tzT. Avoid flood areas.
Dust Storm Warning	NWS: DUST STORM WARNING til hh:mm tzT. Be ready for a sudden drop to zero visibility.

Legend  
tzT = timezone

Figure 21 – WEA Messages Originated by NWS<sup>23</sup>

- Field Applications - Direct alert or warning of the citizens in both urban and rural areas may be accomplished by one or more of the following:
  - In-Person Notifications – “Door-to-Door”, preferably by uniformed public safety personnel can be highly effective, especially when reaching people who are asleep or not reached by other warning media. These personnel should be trained in assisting individuals with access or functional needs and as well as people who speak languages other than English. This form of notification is labor intensive and time consuming.
  - Loudspeakers and Public-Address Systems – Built-in audio announcement systems exist in many buildings and outdoor venues as well as may be deployed on both

<sup>23</sup> Source: www.weather.gov



- Law Enforcement and Fire vehicles. These systems can be very effective but constructing them to provide intelligible sounds in complex acoustic environments can be technically demanding. Messages must be brief and clear.
- Public Sirens – Often used for outdoor alerting, can be very effective for a small vicinity.
  - Less Orthodox Alternatives – Consider channels that are already in place and familiar that can be part of a comprehensive warning system. For example, existing church or community-center bells or foghorns, and mass or services held at local churches and synagogues that can reach specific communities.
  - Traffic Signs and Message Boards –Programmable text and graphic displays exist along many highways, at mass transit stations, and other public areas. Such displays are very effective at dissemination location-specific information but may not be seen by everyone at risk.
  - AMBER Alerts and SILVER Alerts – The California Highway Patrol (CHP) is responsible for public alerts regarding the well-being of at-risk children and elders.

*For more information, refer to the State of California Statewide Alert & Warning Guidelines (2019) and/or the Stanislaus County Health Services Agency Crisis & Risk Communication Plan. The Stanislaus County Alert & Warning Plan is under development.*

### **6.1.9 Evacuation and Movement**

When local evacuations become necessary, considerations for the whole community including accessible transportation options, medical needs, and keeping individuals connected with their families, personal care providers, essential equipment and technologies, and service animals are important. Proper planning is essential to a successful evacuation.

#### **6.1.9.1 Transportation**

Implementing a large-scale evacuation and meeting the transportation needs of people with access and functional needs is a major challenge which can be met through an inclusive planning process beginning long before a major disaster prompts an evacuation. Planning should include everyone from transit providers and emergency managers to advocacy groups, licensed care facilities, first responders, hospitals, schools, nonprofit organizations and people with disabilities and others with access and functional needs.

#### **6.1.9.2 Authority and Responsibility**

The authority and responsibility for evacuation and movement of citizens in times of crisis resides with the various law enforcement agencies within Stanislaus County. These agencies, including the police departments of the nine cities, the Stanislaus County Sheriff's Department, the California State University (CSU) Stanislaus Police Department, and the California Highway Patrol, will work together to develop plans to:



- Expedite the evacuation of persons from hazardous areas
- Oversee the evacuation of inmates housed in the Sheriff's Department Adult Detention Facilities
- Identify evacuation routes
- Control evacuation traffic
- Institute access control measures to prevent unauthorized persons from entering vacated or partially vacated areas
- Secure the safety and well-being of persons in the affected areas of the emergency
- Provide field level coordination of transportation for victims of an emergency, as appropriate

Primary responsibility for evacuation and movement control on state highways will reside with the California Highway Patrol. They may be supported by local law enforcement agencies, Caltrans, local public works agencies, fire agencies, state and federal cooperators, and other appropriate transportation providers.

Primary responsibility for evacuation and movement control on other roadways and off-road areas resides with the local law enforcement agency, i.e., city police departments within a city and the Stanislaus County Sheriff's Department in the unincorporated areas of the county. They may be supported by the California Highway Patrol, Caltrans, local public works agencies, fire agencies, state and federal cooperators, and other appropriate transportation providers.

### **Evacuation Terminology**

Pursuant to California Penal Code 409.5(a), state, county, and city peace officers, and other designated officials are vested with the authority to close public and private lands, and order evacuations. The following set of standardized terminology has been provided by the Governor's Office of Emergency Services for use in evacuation or shelter in place situations. Use of this standardized terminology will result in understanding between various responding agencies and jurisdictions during mutual aid calls and will result in consistent messaging for our communities. The terminology is as follows:

**Evacuation order:** Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access.

**Evacuation warning:** Potential threat to life and/or property. Those who require additional time to evacuate, and those with pets and livestock should leave now.

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

*Additional information regarding evacuation and movement can be found in Emergency Support Function #13 – Public Safety and Security.*

### **6.1.10 Care and Shelter**

Based on the county's hazard analysis, there are several emergency and disaster scenarios that may require a care and shelter response, including but not limited to: floods, fires, earthquakes, and severe weather. In extreme cases, Stanislaus County may need to activate the Mass Care and Shelter function to support the response to a state-wide catastrophic disaster.

#### **6.1.10.1 Shelter Authority**

The Stanislaus County Director of Emergency Services or his/her designee may activate the Stanislaus County Care and Shelter Plan when there is a potential or immediate need to shelter displaced populations. Plan activation will be accompanied by at least partial staffing of the county EOC to Activation Level Three, including staffing of the Care and Shelter Branch.

Notification that the Care and Shelter Plan has been activated should include the following public officials and stakeholders: Community Services Agency Director; Public Health Officer; local law enforcement agencies; Behavioral Health and Recovery Services, Animal Services, Department of Environmental Resources; and the Planning Department.

#### **6.1.10.2 Shelter Types**

The *American Red Cross Sheltering Standards and Procedures Guide* defines a shelter as an accessible facility set up to provide comfort, food, water, information, and sleeping accommodations to meet the immediate disaster-caused needs of individuals, families, and communities. The size, scope, and needs of the affected population will determine which type of shelter is used to provide care and shelter. There are several types of shelters that could be used in Stanislaus County. More information on types of shelters and their use can be found in the Stanislaus County Care and Shelter Plan (2021).

#### **6.1.10.3 Essential Needs of Household Pets and Service Animals**

##### Household Pets

Stanislaus Animal Services Agency is the primary agency responsible for the care and shelter of pets in an emergency that requires the opening of human shelters in the unincorporated areas of Stanislaus County, and the cities of Modesto, Ceres, Waterford, Patterson, and Hughson. This agency works closely with other agencies, including the City of Turlock Animal Services, City of Oakdale Animal Services, and City of Newman Animal Services. Each of those agencies will provide animal services for shelters opened within their respective city limits.

Recognizing the importance of animals as companions to human beings and drawing from the lessons learned in the Katrina hurricane response, every effort will be made to ensure that Stanislaus County residents understand that pets will be cared for during an emergency that requires sheltering.

##### Service Animals

In accordance with the Americans with Disabilities Act, service animals will be permitted to accompany their owner into a shelter. The care and supervision of a service animal is solely the responsibility of the owner.

The ADA defines service animals as:

Dogs that are individually trained to do work or perform tasks for people with disabilities. In addition to the provisions about service dogs, the revised ADA regulations have a new, separate provision about miniature horses that have been individually trained to do work or perform tasks for people with disabilities.

The American Red Cross (ARC) standards define service animals as:

Any dog or miniature horse that is individually trained to do work or perform tasks for the benefit of an individual with a disability, including a physical, sensory, psychiatric, intellectual, or other mental disability.

*Please refer to the Stanislaus County Care and Shelter Plan (2021) and the Care and Shelter Emergency Support Function #6 Annex to this Plan.*

### **6.1.11 Emergency Proclamations**

The California Emergency Services Act provides for three types of emergency proclamation in California: (1) Local Emergency, (2) State of Emergency, and (3) 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. They are not, however, a prerequisite for rendering or requesting mutual aid assistance from outside or State agencies.

**Local Emergency Proclamation:** A local emergency may be proclaimed only by the governing body of a city, county, or city and county, or by an official so designated by ordinance adopted by such governing body. It must be issued within 10 days after the actual occurrence of a disaster if assistance will be requested through the California Disaster Assistance Act (CDAA). If a Local Emergency Proclamation is issued by an official designated by ordinance, it must be ratified by the governing body within 7 days. The governing body shall review the need for continuing the local emergency at regularly scheduled board meetings at least once every 30 days until the governing body terminates the local emergency at the earliest possible date that conditions warrant.

Once a local emergency has been proclaimed by the County/Operational Area, Cal OES Inland Region shall be notified and provided with a copy of the local emergency proclamation. The Cal OES Inland Region will notify the Cal OES Director and Deputy Directors and shall be the primary contact between the Cal OES Director, the OA, and the local jurisdiction for updates on any requests for assistance included within the local proclamation or accompanying letter.

A Proclamation of a Local Emergency provides the governing body with the legal authority to:



- Request the Governor proclaim a State of Emergency, if necessary.
- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans or agreements.
- Request State agencies and other jurisdictions to provide mutual aid.
- Require the emergency services of any local official or employee.
- Requisition necessary personnel and materials from any local department or agency.
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.
- Impose penalties for violation of lawful orders.
- Conduct emergency operations without incurring legal liability for performance or failure of performance.

**Request for Cal OES Director's Concurrence:** Following the proclamation of a state of local emergency for Stanislaus County and/or Stanislaus Operational Area, the County Board of Supervisors may request that the Director of the California Office of Emergency Services (Cal OES), concur and provide assistance under the California Disaster Assistance Act (CDAA). This Act provides financial assistance for the permanent restoration of public real property other than facilities used solely for recreational purposes when it is damaged or destroyed by a natural disaster. This step is not required if a Governor's Proclamation of a State of Emergency is received for the same event.

**Request for the Governor to Proclaim a State of Emergency Proclamation:** When emergency conditions exceed, or have the potential to exceed, local resources and capabilities, local governments may request the Governor Proclaim a State of Emergency. The formal request must be received within ten (10) days of the event and include an Initial Damage Estimate (IDE) that estimates the severity and extent of the damage caused by the emergency.

The request and the IDE are reviewed by the Cal OES Region and a recommendation is made to the Governor through the Director of Cal OES.

During a State of Emergency Proclamation, the Governor has expanded emergency powers in addition to providing access to reimbursement for eligible disaster related response and recovery expenditures. A Governor's proclamation can facilitate other actions, such as waiver of State regulations impacting response or recovery operations.

**Initial Damage Estimate (IDE):** The request for the Director's Concurrence or a Governor's Proclamation should include a copy of the proclamation document and an IDE that estimates the



severity and extent of the damage caused by the emergency. An IDE may not be immediately required for sudden emergencies with widespread impacts, emergencies of significant magnitude or during fast moving emergencies where immediate response assistance is necessary.

**Analysis of Request:** The request and the IDE are reviewed by the Cal OES region and a recommendation is made to the Governor through the Director of Cal OES.

**State of War Emergency Proclamation:** In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked by an enemy of the United States or upon receipt by California of a warning from the Federal government indicating that such an attack is probable or imminent.

**State Request for a Presidential Declaration:** When it is clear that State capabilities will be exceeded, the Governor can request Federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the President to provide financial and other assistance to state and local governments, certain private nonprofit organizations, and individuals to support response, recovery and mitigation efforts following Presidential emergency or major disaster declarations.



This Page Intentionally Left Blank.





## **Section 7**

# **Emergency Operations Center (EOC) Concept of Operations**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.

## **Section 7 – Emergency Operations Center (EOC)**

### **7.1 Emergency Operations Center (EOC) Concept of Operations**

#### **7.1.1 Emergency Operations Center (EOC)**

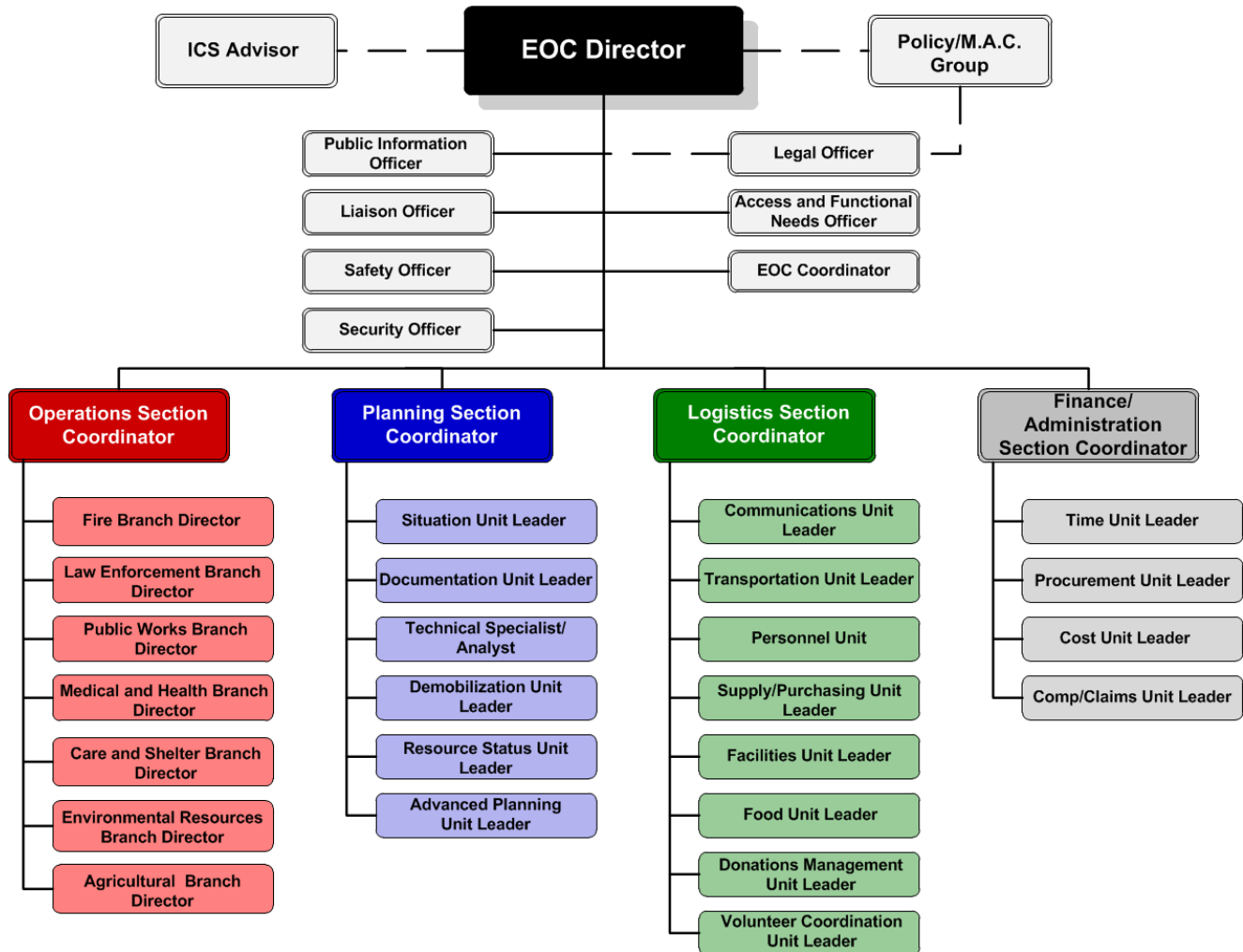
Stanislaus County maintains both a primary and alternate Emergency Operations Center designed to support emergency response to an ongoing emergency or incident. During a disaster/emergency, the Stanislaus County Emergency Operations Center (EOC) will support field response operations in mitigating the effects and impacts of incidents within the unincorporated areas of Stanislaus County. The primary emphasis will be placed on saving lives, protecting property, and preserving the environment. The Stanislaus County EOC will operate using the Standardized Emergency Management System (SEMS) functions, principles, and components. It will implement the action planning process for identifying and implementing specific objectives for each operational period. The Stanislaus County Office of Emergency Services (StanOES) is responsible for ensuring the readiness of both the primary and alternate EOCs.

**Primary EOC:** Stanislaus County OES, 3705 Oakdale Rd Modesto CA 95357

**Alternate EOC:** Stanislaus County Sheriff's Office, 250 E. Hackett Rd Modesto CA 95358

The Stanislaus County EOC will serve as the Stanislaus County Operational Area EOC for coordination and communications between the Stanislaus County Operational Area Member Jurisdictional EOCs and the Inland Region. The Operational Area EOC will be activated whenever an emergency or disaster impacts the County and a city, or cities or special district(s). The Operational Area EOC may also be activated at the request of a city, the county, or special district to coordinate information and resources. The Operational Area EOC will utilize the discipline-specific mutual aid coordinators to coordinate fire, law enforcement, emergency management, public works, and medical-health specific resources. Other resource requests that do not fall into these disciplines will be coordinated by the requesting branch/unit within the Logistics Section.

The following Emergency Management Organization Chart highlights the positions that may be filled in the Emergency Operations Center in response to an emergency or disaster within Stanislaus County.



**Figure 22 - Emergency Management Organization Chart**

Note: Some functions may be provided by other agencies.

*ICS Groups/Section Position binders, including Position Descriptions and Check Sheets are located in the Stanislaus County Emergency Operations Center.*

### 7.1.2 Director of Emergency Services

By ordinance, the Stanislaus County Sheriff is designated as the Director of Emergency Services and is responsible for implementing the Emergency Operations Plan through the efforts of the Stanislaus County's Office of Emergency Services. He or she will work with the Assistant Director of Emergency Services in utilizing the Incident Command System (ICS), Standardized Emergency



Management System (SEMS), and the National Incident Management System (NIMS) to manage emergencies in Stanislaus County.

### **7.1.2.1 Stanislaus County Emergency Operations Center Activation Requirements**

---

The Stanislaus County Emergency Operations Center (EOC) may be activated for an incident, emergency, or disaster occurring in the unincorporated areas of the County.

### **7.1.2.2 Stanislaus Operational Area Emergency Operations Center Activation Requirements**

---

The following list depicts the circumstances when the Stanislaus Operational Area EOC must be activated and SEMS used, per the SEMS Regulations (California Code of Regulations, Title 19, Section 2409 f):

- a local government within the Operational Area has activated its EOC and requested activation of the Operational Area EOC to support its emergency operations
- two or more cities within the Operational Area have proclaimed a local emergency
- the County and one or more cities have declared or proclaimed a local emergency
- a city, city and county, or county has requested a Governor's Proclamation of a State of Emergency, as defined in the California Government Code §8558(c)
- a state of emergency is proclaimed by the Governor for the county or two or more cities within the Operational Area
- the Operational Area is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements such as fire or law enforcement mutual aid the Operational Area has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements such as fire or law enforcement mutual aid.

### **7.1.2.3 EOC Activation Authority**

---

The circumstances listed in the previous section require the County as representative for the Operational Area to automatically activate the Stanislaus Operational Area EOC. Additional activations of the County or Stanislaus Operational Area EOC would be authorized through the Stanislaus County Multi-Agency Coordinating System (StanMAC). Standing members of the StanMAC include the Sheriff/Director of Emergency Services or designee, the Chief Executive Officer, and the Fire Warden/Assistant Director of Emergency Services or designee from the OES/FW office. Depending on the nature of the (potential) emergency, other incident appropriate representatives may also be requested to join the StanMAC. The following Stanislaus County personnel are authorized to request from the OES Director the activation of the Stanislaus Operational Area EOC:

- Sheriff/Director of Emergency Services



- County Chief Executive Officer
- Assistant County Chief Executive Officer(s)
- Assistant Director of Emergency Services
- Health Services Agency Director
- Public Works Director
- Agricultural Commissioner
- Department of Environmental Resources Director
- Incident Commander in charge of an active field incident

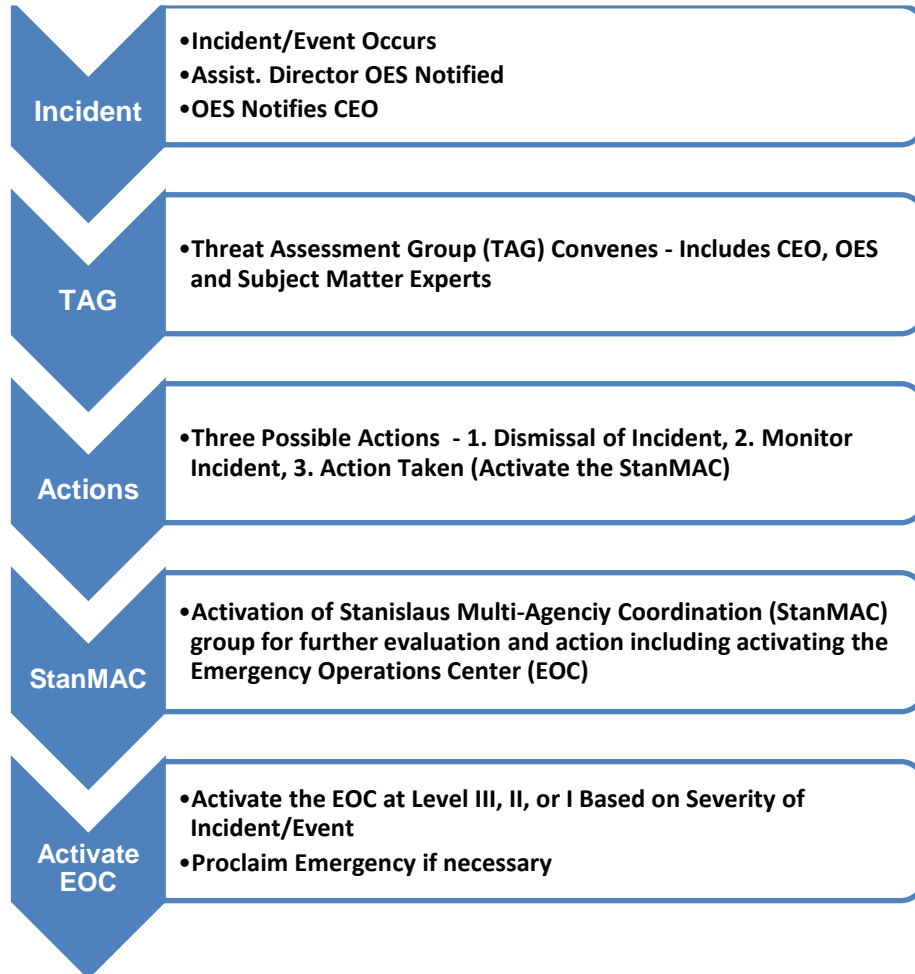
#### **7.1.2.4 EOC Activation Procedures**

---

Activation of the Stanislaus Operational Area Emergency Operations Center can be in response to any of the circumstances listed above and / or ordered by the Director of Emergency Services or his designee. While direct activation may be ordered, often the activation is based on the action or result of a meeting of a Threat Assessment Group (TAG), which then activates the Stanislaus County Multi-Agency Coordination Group (StanMAC).

The Threat Assessment Group (TAG) is assembled to assess initial information received from a variety of sources including, but not limited to, the Office of Emergency Services, Sheriff, Ag Commissioner, Department of Environmental Resources, and Public Health. As noted in the diagram on the following page, there are three possible outcomes of the TAG, 1) dismissal of the incident, 2) agreement to continue to gather information and revisit the issue at a later date, and 3) activation of the StanMAC Group for further evaluation and action.

**Stanislaus Multi-Agency Coordination (StanMAC)**



**Figure 23 - Flow Chart from Incident to Threat Assessment to StanMAC Activation**

Once the StanMAC is activated, the group will determine if the threat warrants the initiation of any field response activation (if not already begun), and if the activation of the Emergency Operations Center (EOC) is recommended. StanMAC meeting and conference call procedures, Multi-Agency Coordination Coordinator Position check list, and the StanMAC-TAG Incident Form Checklists are located in the Management Position Binder located at the primary and alternate Stanislaus County Emergency Operation Centers.

**7.1.3 EOC Activation Criteria, SEMS Levels, and Staffing**

The Emergency Operations Center (EOC) shall be activated in accordance with the Standardized Emergency Management System and Organized according to the five functions of the Incident Command System, which are Management, Operations, Planning, Logistics, and Finance/Administration. The activation guidelines are illustrated in *Figure 30 – SEMS EOC Activation Requirements*.



Shaded areas = not applicable to SEMS levels Situations identified in SEMS Regulations:	SEMS LEVELS				
	Field Response	Local Government	Operational Area	Region	State
Emergency involving two or more emergency response agencies §2407(a)(1)	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 Operational Area EOC activation §2407(a)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Two or more cities within an Operational Area 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
Operational Area requests resources from outside its boundaries** §2409(f)(6)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Operational area receives resource requests from outside its boundaries** §2409(f)(7)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
An Operational Area 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

This matrix highlights the flow 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 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 or furnishing of certain types of facilities and services as provided for under the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).

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

**Table 7 - SEMS EOC Activation Requirements<sup>24</sup>**

**7.1.3.1 EOC Activation Levels and Minimum Staffing Guide per Level**

Stanislaus County has developed criteria that identify the events/situations that would require EOC activation. For each level, a minimum staffing guide has been developed, however, the activity and staffing level of the EOC is scalable, depending on the need of the incident or event.

<sup>24</sup>Source: State of California Emergency Plan



The EOC staffing level should be established commensurate with the organizational need as defined below:

- Level One EOC Activation:** Level One activation involves a complete and full activation of all organizational elements at full staffing and all Emergency Support Functions. Level One would normally be the initial activation during any major emergency requiring extreme State level response.
- Level Two EOC Activation:** Level Two activation is normally achieved as an increase from Level Three or a decrease from Level One. This activation level is used for emergencies or planned events that would require more than a minimum staff but would not call for a full activation of all organization elements, or less than full staffing. The EOC Director, in conjunction with the General Staff, will determine the required level of continued activation under Level Two, and demobilize functions or add additional staff to functions as necessary based upon event considerations. Representatives to the EOC from other agencies or jurisdictions may be required under Level Two to support functional area activations.
- Level Three EOC Activation:** Level Three is a minimum activation. This level may be used for situations which initially only require a few people, e.g., alerts of storms, or flooding; or monitoring of a low risk planned event. At a minimum, Level Three staffing consists of the EOC Director, Public Information Officer, Operations Section Coordinator, and a situation assessment activity in the Planning Section. Other members of the organization could also be part of this level of activation.

Activation Level	Condition / Definition	Minimum Staffing Requirements
Level 1	<ul style="list-style-type: none"> <li>Catastrophic disaster which requires comprehensive state-level response and/or assistance or requires the response from multiple county departments and jurisdictional representatives</li> </ul>	<ul style="list-style-type: none"> <li>EOC Director &amp; Command Staff</li> <li>General Staff, including:</li> <li>Operations Section Coordinator</li> <li>Planning Section Coordinator</li> <li>Logistics Section Coordinator</li> <li>Representatives of responding county departments</li> <li>Section staff as needed</li> </ul>
Level 2	<ul style="list-style-type: none"> <li>Large-scale disaster requiring high amount of state involvement and support from one or more county departments or local; jurisdictions</li> </ul>	<ul style="list-style-type: none"> <li>EOC Director</li> <li>Public Information Officer</li> <li>Liaison Officer</li> <li>General staff, including</li> <li>Operations Section Coordinator</li> <li>Others as needed</li> </ul>
Level 3	<ul style="list-style-type: none"> <li>Small to moderate event / pre-planned event</li> </ul>	<ul style="list-style-type: none"> <li>EOC Director</li> <li>Public Information Officer</li> <li>Operations Section Coordinator</li> <li>Planning Section Coordinator</li> </ul>
Normal Operations / Duty Officer Monitoring	<ul style="list-style-type: none"> <li>Duty Officer Status</li> <li>Steady State Operations</li> <li>OES maintains situational awareness</li> </ul>	<ul style="list-style-type: none"> <li>Duty Officer Only</li> </ul>

**Table 8 - Stanislaus County Emergency Operations Center Staffing Levels**

**7.1.4 EOC Coordination with Special Districts, Disaster Service Workers (DSW), Private Volunteer and Government Affiliated Volunteer Agencies**

The level of involvement of special districts and utilities, Disaster Service Workers, private organizations, and volunteer agencies will vary considerably depending upon the kind of incident.

**7.1.4.1 Disaster Service Workers (DSW)**

The Stanislaus Operational Area Disaster Council, per Stanislaus County Code Title 2, Chapter 2.52 Disaster Council and Emergency Services and the State of California Disaster Service Worker Volunteer Program (DSWVP), has the power to administer a disaster service worker volunteer program and register and direct the activities of disaster service worker volunteers with the Operational Area. The DSWVP was established to provide state-funded worker's compensation benefits for disaster service worker volunteers who contribute their services to preserve the lives and property of the people of the state. Three types of Disaster Service Worker Volunteers are discussed below.

**7.1.4.2 Public Employees as Disaster Service Workers**

Under California Government Code, Section 3100 – 3109, all public employees are obligated to serve as disaster service workers (DSWs) to support emergency response, recovery, and mitigation activities. Public employees (civil service) are all persons employed by any county, city, State agency or public district in the State of California. DSWs provide services and support during proclaimed emergencies or disasters.

In the event of a major emergency or disaster, County employees may be called upon to perform certain duties in support of emergency management operations, such as serve in a position in the EOC, support shelter operations, or work at a logistics base in the field.

- County employees may be required to work at any time during a proclaimed emergency and may be assigned to disaster service work.
- Assignments may require service at locations, times, and under conditions other than normal work assignments.
- Assignments may include duties within the EOC, in the field, or at another designated location.

Under no circumstances will County employees that do not usually have a response role in their day-to-day responsibilities be asked to perform duties or functions that are hazardous, that they have not been trained to perform, or that are beyond their recognized capabilities.

County agencies are responsible for ensuring that all personnel assigned specific responsibilities in support of this plan are adequately trained and prepared to assume those responsibilities.



While government workers are generally covered if they are working within the course and scope of their employment and at the direction of someone in authority, Stanislaus County public employees performing disaster work outside their regular employment without pay are considered Disaster Service Workers and are provided with limited immunity from liability protection pursuant to the California Emergency Services Act and the Volunteer Protection Act of 1997.

#### **7.1.4.3 Affiliated Volunteer Disaster Service Workers**

---

Stanislaus County has several Affiliated Volunteer programs which provide specialized emergency training to assist emergency responders in an emergency or disaster. These programs include the Stanislaus County Medical Reserve Corps (MRC), Community Emergency Response Team (CERT), Stanislaus County Amateur Radio Emergency Service (ARES), and Team Rubicon. As Affiliated Volunteer Disaster Service Workers registered with the Stanislaus County Disaster Council, they are provided with Workers' Compensation through the State of California Disaster Service Worker Volunteer Program (DSWVP) if they are injured while performing assigned disaster duties. The Emergency Services Act and the Volunteer Protection Act also provides DSW volunteers with limited immunity from liability while providing disaster service.



---

#### **7.1.4.4 Convergent Volunteers**

Convergent volunteers are individuals who come forward to offer disaster response and recovery volunteer services during a disaster event. Although they are not registered as Disaster Service Worker Volunteers, they have some liability protection for disaster service under Good Samaritan Laws. They are not, however, provided immunities to the extent as registered DSW Volunteers and are not covered for workers' compensation insurance through the DSWVP. Convergent volunteers will be directed to an affiliated volunteer agency to assess needs for disaster volunteer support.

---

#### **7.1.4.5 Volunteer and Partnering Agencies**

Volunteer organizations and partnering agencies within Stanislaus County are part of the Stanislaus Operational Area's mutual aid system. The American Red Cross and Salvation Army are essential elements of Stanislaus County's response to meet the care and shelter and feeding needs of disaster victims and are managed and coordinated by Stanislaus County Community Services Agency (CSA).

Additional partnering agencies and organizations which have resources that can augment emergency response and recovery effort include

- Advancing Vibrant Communities
- Latino Emergency Council
- Team Rubicon
- The Broadcast Industry
- Fire Districts
- Hospitals
- Local Emergency Medical Services Agency
- Reclamation Districts
- Schools

---

#### **7.1.4.6 Government-Affiliated Volunteers**

Government Affiliated volunteer resources include Community Emergency Response Teams (CERT), Stanislaus County Medical Reserve Corps (SCMRC), Amateur Radio Emergency Service (ARES), and Team Rubicon. Each provides trained, pre-certified, and readily available volunteers to help emergency responders manage emergencies and disasters when needed.

The CERT Program educates residents about disaster preparedness for hazards that may impact their area, and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and managing disaster medical operations.

The Stanislaus County Medical Reserve Corps volunteers support existing local emergency medical health response systems by providing trained, pre-certified and readily available volunteers to help emergency responders manage a health emergency or other natural disaster.

The Stanislaus County Amateur Radio Emergency Service (ARES) operates under the authority of the Stanislaus County Office of Emergency Services and is composed of FCC licensed Amateur Radio operators who have voluntarily registered their capabilities and equipment for public service communications duty. They have the ability to provide radio-communications assistance during emergency conditions.

Team Rubicon is a veteran-operated, non-profit disaster response organization that utilizes the skills and experience of military veterans with first responders to rapidly deploy emergency response teams to incident sites. Team Rubicon provides the following capabilities and services to affected communities: incident management, site surveys, disaster mapping and work order management, debris management, hazard mitigation, expedient home repair, volunteer management, emergency medicine, and primary care (international missions only).

#### **7.1.4.7 Voluntary Organizations Active in Disaster (VOAD)**

Stanislaus County is served by the Northern California (NorCal) Voluntary Organizations Active in Disaster (VOAD). VOAD associations improve outcomes for residents affected by disasters and other catastrophic incidents by facilitating cooperation, communication, coordination, and collaboration among non-profit, community-based organizations, government agencies, and the private sector. VOAD organizations and partners serve the culturally diverse communities within Stanislaus County. The VOAD creates a forum for local government to engage with the diverse community groups that advocate for and educate community members regarding disaster planning, communications, and preparedness activities. Stanislaus and San Joaquin County are in the process of forming a Central Valley Regional VOAD group that will support the disaster response and recovery needs of valley communities.

#### **7.1.5 Alternate Emergency Operations Center**

An Alternate Emergency Operations Center site may be necessary should the Primary EOC become unavailable for any reason. Just as the Primary EOC, the Alternate EOC will support field response operations in mitigating incidents within the unincorporated areas of Stanislaus County. The primary emphasis will be placed on saving lives, protecting property, and preserving the environment. The Alternate EOC will operate using the Standardized Emergency Management System (SEMS) functions, principles, and components.

In some instances, it may be required to implement a virtual EOC structure using technology to coordinate EOC activities remotely. This structure was used during the COVID-19 pandemic response as many EOC personnel were required to work from home as they isolated or were quarantined to prevent further spread of communicable disease. The virtual EOC structure may be used under these circumstances and will be implemented at the direction of the EOC Director with guidance from the County Health Officer.



### **7.1.6 EOC Deactivation Procedures**

- As the incident or situation diminishes, the EOC Director and the StanMAC will evaluate the need to continue, modify, or scale back EOC operations and/or staffing. At the appropriate point, the EOC Director will close EOC operations and demobilize all resources. At the point of deactivation of either specific sections of the EOC, or the entire operation, it becomes especially important that all documentation is collected and filed for subsequent recovery programs.
- It may be necessary to transition from an EOC activation to a DOC to manage incidents that may have a long duration or require specific sections or disciplines within the EOC to remain operational (e.g., Public Health DOC or Care and Shelter DOC). The StanMAC will determine the need to continue the EOC activation level decrease/increase or transition to a DOC to continue management of the ongoing incident through the Threat Assessment Group (TAG) process.
- Following the EOC deactivation, a member of the OES staff will conduct the process necessary to develop an After-Action Report (AAR)/Improvement Plan (IP), including a section addressing corrective actions.



**Stanislaus County  
Emergency Operations Plan**

---

**Section 7  
Emergency Operations  
Center (EOC)**

This Page Intentionally Left Blank.



## **Section 8**

# **Recovery Concept of Operations**





**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## Section 8 – Recovery Concept of Operations

### 8.1 Recovery Concept of Operations

The recovery phase of an emergency or disaster is often defined as restoring a community to its pre-disaster condition. More realistically, recovery is the process of re-establishing a state of normalcy in the affected communities. The specific approach to recovery operations following a disaster will be determined by the location, type, magnitude, and effects of the incident.

- **Recovery:** While the immediate lifesaving activities are occurring, emergency managers are simultaneously assessing how soon the response phase can transition to recovery. Critical response phase operations will gradually shift to assisting individuals, households, businesses, and governments in meeting basic needs and returning to self-sufficiency.
- **Short-Term Recovery:** Short-term recovery operations include all agencies and jurisdictions participating in the Operational Area’s disaster response, and during the transition into the initial days of recovery. Recovery activities begin during the Response phase of the emergency. Short-term recovery addresses the health and safety needs beyond rescue, the assessment of the scope of damages and needs, the restoration of basic infrastructure and the mobilization of recovery organizations and resources including restarting and/or restoring essential community lifelines for recovery decision-making. Short-term recovery operational priorities include:
  - Damage assessment.
  - Debris removal and clean-up operations.
  - Transportation route restoration.
  - Re-establishment of government operations and services.
  - Engagement with Whole Community, including recovery stakeholders and those with disabilities and/or access and functional needs.
  - Building safety inspections.
  - Abatement and demolition of hazardous structures.
  - Proclamations of Local Emergency and/or Local Health Emergency (with County Public Health Officer).

When we rebuild a house,  
we are rebuilding a home.  
When we recover from  
disaster, we are rebuilding  
lives and livelihoods.

~Sri Mulyani Indrawati,  
Former Indonesian Minister  
of Finance



- Expanded social, medical, and mental health services (with County Health and Social Services agencies).

In this stage the following emergency actions may be taken to address specific conditions such as:

- Clear primary transportation routes.
- Establish temporary or interim infrastructure to support business reopening.
- Reestablish cash flow.
- Provide emergency and temporary medical care and establish appropriate surveillance protocols (with County Health and Social Services agencies).
- Assess and understand risk and vulnerabilities.
- Volunteer and donations management.
- Commodity distribution.
- Establishment of accessible Assistance Centers including virtual, telephonic, Local/Family/Business, FEMA Disaster Recovery Centers (DRCs), Local Assistance Centers (LRCs), etc.
- Request utilities to provide relief.
- Provide front-of-line rebuilding service.
- Address need for accessible temporary housing and business space.
- Change or alter traffic patterns (public transit, paratransit, school bus routes, etc.).
- Identify adults and children who would benefit from counseling or behavioral health services and begin treatment (with County Health and Social Services agencies).
- Provide integrated mass care and emergency services accessible to the Whole Community (with County Health and Social Services agencies).

Under most circumstances, the transition from Short-Term to Intermediate Recovery operations will occur within 30 days of the termination of the emergency or close of the incident period. The 30-day period is intended only as a guide. Transition to Intermediate Recovery operations may occur at any time within or after the 30-day period, depending on the severity of the emergency and the effectiveness of the coordinated local, state, and/or federal response.

**Intermediate Recovery:** Intermediate recovery involves returning individuals, families, critical infrastructure and essential government or commercial services to a functional, if not pre-disaster state. Such activities are often characterized as temporary actions that provide a bridge to permanent measures.



The Intermediate Recovery phase occurs in the weeks and months following the emergency as more permanent recovery actions are implemented, including actions to assist in rebuilding impacted communities. Intermediate recovery operational priorities may include:

- Providing accessible interim housing solutions for displaced people.
- Initiation of widespread debris removal operations.
- Immediate infrastructure repair and restoration.
- Support reestablishment of businesses, where appropriate.
- Establishment of business recovery centers.
- Engaging community on strengthening facilities during rebuilding and possible mitigation actions.
- Coordinating with County Assessor for Reassessment of Property Damaged by Misfortune or Calamity.
- Engaging support networks for ongoing emotional/psychological care (with County Health and Social Services agencies).
- Ensuring continuity of public health care through accessible temporary facilities (with County Health and Social Services agencies).

As Intermediate Recovery operations are completed, demobilized, discontinued, or able to be addressed within the standard organizational structure of the jurisdiction, recovery operations will transition to Long-Term Recovery operations.

- **Long-Term Recovery:** Long-term recovery may continue for months or years and addresses complete redevelopment and revitalization of the impacted area, rebuilding or relocating damaged or destroyed social, economic, natural, and built environments and move to self-sufficiency, sustainability, and resilience. Long-term recovery operational priorities may include the following:
  - Develop long-term universally accessible housing solutions.
  - Rebuild infrastructure to meet future Whole Community needs, including the needs of those with disabilities and others with access and functional needs.
  - Implement economic revitalization strategies.
  - Facilitate applicable funding assistance for rebuilding businesses.
  - Follow up for ongoing counseling, behavioral health, and case management services (with County Health and Social Services agencies).
  - Reestablish disrupted health care facilities (with County Health and Social Services agencies).



- Implement mitigation strategies.
- Recover eligible disaster-related costs through insurance, applicable fees, mutual aid reimbursement, and state/federal Public Assistance programs.

Hazard mitigation actions will be coordinated and employed in all activities by all jurisdictions, in accordance with the Hazard Mitigation Plan, to ensure a maximum reduction of vulnerability to future disasters. Each affected jurisdiction is 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.

Local jurisdictions are responsible to manage and direct their jurisdiction's overall emergency response and recovery activities and may choose to designate a Local Disaster Recovery Manager within their jurisdiction to manage their recovery functions. Local jurisdictions and special districts within the Operational Area will strive to restore essential community lifelines and facilities through repair, reconstruction, improvement, or mitigation during Long-term Recovery operations. When a disaster exceeds a local jurisdiction's capabilities, local authorities of a jurisdiction within the County may request State disaster recovery resources and assistance through the Operational Area in accordance with the requirements of the Emergency Services Act, California State Emergency Plan, SEMS Mutual Aid System, and/or the California Disaster Assistance Act.

### **8.1.1 Local Residents, Businesses, Partner Agencies, and Local Government Recovery Actions**

- **Individuals and Households:** Individuals and households will try to stabilize their circumstances by seeking adequate shelter, assessing damage to their property, resuming work and other regular activities, applying for federal assistance, and obtaining insurance proceeds.
- **Stanislaus County Businesses:** Businesses engage in activities necessary to resume business operations, including assessing damage, implementing continuity of business plans, caring for employees, shifting operations to temporary facilities or other locations, applying for federal assistance, and obtaining insurance proceeds. In coordination with the County and other local governments, businesses may also play a key role in donating goods and services for community recovery.
- **Non-Governmental Organizations (NGO):** Non-Governmental Organizations and Community-Based Organizations (CBO), such as the American Red Cross and the Salvation Army may provide support to individuals and households who are displaced by a disaster and will work with governmental organizations to support the transition from care and shelter operations to interim housing arrangements. Community or volunteer organizations active in disaster (COAD/VOAD) may expand their services to meet increased needs. Such groups include faith-based organizations, neighborhood health clinics, case management agencies, and food distribution agencies. NGOs and CBOs may provide a range of services such as donations management, emergency food, clothing and shelter, mental and spiritual counseling, case management, assist with non-hazardous



debris removal from private property, as well as support of housing reconstruction. They provide these services independently or in coordination with federal, state, and local efforts.

- **Local Government Actions:** Local government, including counties, cities, special districts, and tribal governments organize recovery operations according to their respective priorities and mechanisms for conducting business. These jurisdictions may work with neighboring jurisdictions to share resources or address common problems. Regional entities may also play a role in setting priorities and obtaining resources for recovery within their respective areas of authority. These organizations may undertake the following actions to stimulate recovery within their respective communities:
  - Conduct damage and safety assessment.
  - Assess the housing situation, identify potential solutions, and request support.
  - Assess damage to public facilities and initiate temporary repairs.
  - Assess damage to private property and issue permits for repairs and demolition.
  - Remove debris in accordance with local debris management plan.
  - Open accessible transportation routes.
  - Restore services such as power, water, sewer, and accessible transportation.
  - Activate accessible Local Assistance Centers (LAC) to assist individuals, and households, and businesses.
  - Coordinate program assistance to individuals, businesses, farmers, and ranchers.
  - Document disaster-related costs for reimbursement through state and federal grant programs.
  - Work with state and federal officials to assess damage, identify needs, and secure financial assistance.
  - Resume governmental functions.
  - Begin planning for long-term community recovery.
  - Enact appropriate zoning variances to accommodate business and commercial repairs.
  - Assist with the identification of temporary housing and business space.
- **EOC Actions:** As the threat to life, property, and the environment dissipates, the EOC/Emergency Services Director will consider deactivating the EOC. The EOC/Emergency Services Director will direct Section Chiefs/Coordinators to deactivate their sections, ensuring that each unit/branch/group provides its incident records and documentation files to the Recovery Unit. The Recovery Unit will organize these materials,



so they can be archived and/or utilized for the financial recovery process. In coordination with the Emergency Services Coordinator, the Recovery Unit will prepare the after-action report, submitting it to the State's Office of Emergency Services Inland Region within 90 days of the close of the incident period in accordance with California Code of Regulations § 2450.

- **County of Stanislaus Actions:** Disaster Cost Recovery operations will be managed and directed by the Auditor/Controller's Office. Recovery issues involving Operational Area Organization members, including Stanislaus County departments and Special Districts, will be coordinated, and managed between the CEO and designated agency representatives. Representatives will be responsible for specific recovery functions as shown in the chart on the following page.



<b><u>FUNCTION</u></b>	<b><u>DEPARTMENTS/AGENCIES</u></b>
Political process management; interdepartmental coordination; policy development; decision making and public information	County Executive Office, City Manager's Office, Special District Management
Land use and zoning variance; permits and controls for new development; revision of building regulations and codes; code enforcement; plan review; and building and safety inspections.	Planning Department, Jurisdictional Planning Departments
Restoration of medical facilities and associated services and perform environmental reviews.	Public Health Environmental Resources
Debris removal; demolition; construction; management of and liaison with construction contractors; and restoration of utility services	Public Works Dept., Environmental Resources; Jurisdictional Public Works Depts., Utility, Special Districts
Housing programs; assistance programs for the needy; oversight of care facility property management; and low income and special housing needs.	Community Services Agency, Jurisdictional Human Resources
Public finance; budgeting; contracting; accounting and claims processing; taxation; and insurance settlements.	Auditor, General Services Agency (GSA), Risk Management, Jurisdictional Finance Depts. Special District Accounting Offices
Applications for disaster financial assistance; liaison with assistance providers; onsite recovery support; and disaster financial assistance project management.	Auditor, Jurisdictional Auditor, Special District Accounting Offices
Advise on emergency authorities, actions, and associated liabilities; preparation of legal opinions; and preparation of new ordinances and resolutions.	County Counsel, City Attorney
Government operations and communications; space acquisition; supplies and equipment; vehicles; personnel; and related support.	General Services Agency (GSA), Fleet Services, Human Resources (HR) Jurisdictional Administration
Provision of post disaster and brief trauma focused assessment services to victims and other persons directly and/or indirectly affected by the crisis or its aftermath. Counseling and referrals will be made to appropriate agencies.	Behavioral Health and Recovery Services District Attorney (DA) Victim Services
Mitigate psychological trauma to first responders, including Law Enforcement, SR-911, and Fire Agencies through Critical Incident Stress Management (CISM) and Critical Incident Stress Debriefing (CISD).	Peer Support Teams from Sheriff's Office, Chaplaincy programs, SR-911, Law Enforcement and Fire Agencies

**Table 9 - Recovery Functions and Responsible Departments/Agencies**



### 8.1.2 State and Federal Government Recovery Actions

**Disaster Recovery Centers:** DRCs are opened in coordination between the local, state, and federal agencies when a federally declared disaster occurs. These centers are intended to provide a one-stop-shop for disaster survivors to apply for Individual Assistance (IA) programs, receive referrals, and assist with meeting immediate needs to begin recovery. The Federal Emergency Management Agency (FEMA) will coordinate with the local jurisdiction to identify an appropriate location and facility for the DRC and assist with identifying referral and assistance agencies that will be represented in the DRC.

**Local Assistance Centers:** LACs are opened by local governments to assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency. The LAC is normally staffed and supported by local, State and Federal agencies, as well as non-profit and voluntary organizations. The LAC provides a single facility at which individuals, families and businesses can access available disaster assistance programs and services. As more Federal resources arrive, a Federal Disaster Recovery Center (DRC) may be co-located with the State or LAC.

**Joint Field Office (JFO):** The State coordinates with FEMA as necessary to activate a JFO to coordinate federal support for the emergency. A JFO is a temporary federal multi-agency coordination center established locally to facilitate field level response activities. Additionally, the State will appoint a State Coordinating Officer (SCO) to serve as the State point of contact. A Federal Coordinating Officer (FCO) is appointed upon a Presidential Declaration of an Emergency or Major Disaster.

**Demobilization:** As resources are no longer needed to support the response, or the response activities cease, resources are demobilized. Demobilization includes provisions to address and validate the safe return of resources to their original location and include processes for resource tracking and ensuring applicable reimbursement. Where applicable, the demobilization should include compliance with mutual aid and assistance provisions.

## 8.2 Recovery Declaration Process

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, per SEMS, 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. A Local Emergency Proclamation allows for extraordinary police power; immunity for emergency actions; authorizes issuance of orders and regulations; activates pre-established emergency provisions; and is a pre-requisite for requesting state and federal assistance. However, there may be some aid available from the State that does not require a proclamation such as fire or law mutual aid, American Red Cross assistance, and disaster loan

programs from SBA and USDA. The Local Emergency Proclamation must be issued within 10 days of the incident and ratified by the governing body every 30 days thereafter.

If needed, the **State of California** proclaims a State of Emergency by the Governor. This State of Emergency Proclamation provides the Governor with powers by the Emergency Services Act; authorizes OES to administer California Disaster Assistance Act and is required for a Federal Declaration. Supporting information, such as a copy of the Local Proclamation, the Initial Damage Estimates, a Regional Analysis, and Written Request, must accompany the request for a state proclamation.

If the disaster is large enough and beyond the capability of the state or local government, the Governor will request a **Presidential** Declaration of an Emergency. This provides additional response and recovery activities, such as Individual Assistance, Public Assistance, Hazard Mitigation, Debris Removal, Temporary Housing, and Distribution of Consumable Supplies. The Presidential Declaration must be requested within 5 days of need of federal assistance and include supporting information, a copy of the Governor's Proclamation and Certification by the Governor.

### **8.3 Damage Estimate and Assessments**

The Initial Damage Estimate (IDE), Preliminary Damage Assessment (PDA), and the Safety Assessment Program (SAP) are the basis for determining the extent of the damage and the type and amount of local, state and/or federal financial assistance that may be available for recovery.

Initial Damage Estimates (IDE) identify the damaged sites and rough extent of the damage. IDEs include the category of work, location, estimate, and inaccessible site locations. The IDE helps confirm costs associated with response activities. Local government must gather rough program-eligible cost data from all affected within the Operational Area. IDEs can be done by anyone; however, they are not intended to be a comprehensive assessment of all damages. IDE information is then provided to Cal OES and must be done before requesting state or federal disaster assistance.

The Preliminary Damage Assessment (PDA) is coordinated by the Cal OES Recovery Branch Manager and is used to determine the magnitude of damage. Initial appointments will be made with the OA for PDA field activity. PDA staff compiles the information on the appropriate forms for submittal to Cal OES. The PDA Final Report lists damage homes and businesses and the extent of damage. These reports are used to determine which financial assistance programs are appropriate for the damage and loss incurred.

The Safety Assessment Program (SAP) helps local government perform facility safety evaluations as quickly as possible. Cal OES manages the SAP. The SAP helps conduct post-disaster safety evaluations of buildings and infrastructure. The primary reason to implement the SAP is to facilitate moving people out of shelters and other temporary housing and back into their homes, and to help reopen businesses. SAP resources include Disaster Service Worker Volunteers, such as volunteer engineers, architects, and building inspectors. The state may also provide DSW Volunteers to assist and can be mission tasked through Cal OES. SAP Evaluators look at

buildings for occupancy safety. The following are verbal descriptions of the placards to be used to designate the condition for continued occupancy of buildings and structures:

**INSPECTED (Green)** – Lawful Occupancy Permitted is to be posted on any building or structure wherein no apparent structural hazard has been found. This placard is not intended to mean that there is no damage to the building or structure.

**RESTRICTED USE (Yellow)** – is to be posted on each building or structure that has been damaged wherein the damage has resulted in some form of restriction to the continued occupancy. The individual who posts this placard will note in general terms the type of damage encountered and will clearly and concisely note the restrictions on continued occupancy.

**UNSAFE (Red)** – Do Not Enter or Occupy is to be posted on each building or structure that has been damaged such that continued occupancy poses a threat to life safety. Buildings or structures posted with this placard shall not be entered under any circumstances except as authorized in writing by the Building Official, or his or her authorized representative. Safety assessment teams shall be authorized to enter these buildings at any time. This placard is not to be used or considered as a demolition order. The individual who posts this placard will note in general terms the type of damage encountered.

Additionally, SAP may include roads and bridges, pipelines and pump stations, tanks, water and wastewater treatment facilities, airports, and geotechnical site review. SAP is multi-hazard.

## **8.4 Financial Assistance Programs**

### **8.4.1 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:

#### **Emergency Work:**

- Category A - Debris Removal
- Category B - Emergency Protective Measures

#### **Permanent Work:**

- Category C - Roads and Bridges

- Category D - Water Control Facilities
- Category E - Buildings and Equipment
- Category F - Utilities
- Category G - Parks, Recreational Facilities, and other

The California Office of Emergency Services (Cal OES) 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.

#### **8.4.2 California Disaster Assistance Act (CDAA) Program**

The California Disaster Assistance Act (CDAA) 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 by local governments as a result of a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. There is currently no threshold of damages to meet requirements to request CDAA. A written request must accompany the Local Emergency Proclamation, Initial Damage Estimate, and Regional Analysis when requesting CDAA. If a Governor's Proclamation has been issued, both emergency and permanent work are eligible for funding at a 75%-25% cost share (state/local) for cost recovery. The Stafford Act authorizes FEMA to provide financial assistance when a Presidential Declaration is in effect.

Following the Directors concurrence, an Applicant Briefing will be scheduled with FEMA, Cal OES, and Operational Area applicants to review damages and discuss the application for assistance. The application process requires a Damage Inventory, List of eligible Projects, Project Descriptions, and Project Worksheets. Categories of Work are divided into two categories: Emergency Work and Permanent Work. Categories must be identified in the appropriate documentation.

#### **8.4.3 The Federal Fire Management Assistance Grant (FMAG)**

The Fire Management Assistance Grant (FMAG) was authorized by the Disaster Mitigation Act of 2000 and provides for the mitigation, management, and control of fires that threaten such destruction as would constitute a major disaster. The purpose of FMAG is to provide supplemental federal assistance to states and local government to fight fires burning on public (non-federal) or privately owned forest or grassland.

A local or state fire agency must request an FMAG through the Cal OES Fire and Rescue Branch or the California State Warning Center (CWSC) while the fire is burning uncontrolled. There are four criteria used to evaluate the threat posed by a fire or fire complex:

- Threat to lives and improved property, including threats to critical facilities/infrastructure, and critical watershed areas.
- Availability of state and local firefighting resources.
- High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Ratings System.
- Potential major economic impact.

The request process is accomplished on an expedited basis and a decision is rendered in a matter of hours.

#### **8.4.4 Individual Assistance**

When individuals, households, or businesses are affected by an emergency or disaster, assistance may come in a variety of ways, including government and/or nonprofit, volunteer, and faith-based organizations. While disaster assistance programs are not intended to restore individuals or families to pre-disaster condition, they are intended to help begin the recovery process. Following a presidentially declared disaster declaration, state and federal governments provide several assistance programs for individuals affected by disaster.

**Individuals and Household Program:** FEMA's Individuals and Households Program (IHP) provides financial and direct services to eligible individuals and households, who have uninsured or under-insured necessary expenses and serious needs. IHP assistance may include temporary housing, repair or replacement of owner-occupied homes, funds for moving and storage, medical, dental, childcare, funeral, and other assistance.

**Disaster Unemployment Assistance:** Disaster Unemployment Assistance provides unemployment benefits and re-employment assistance services to survivors affected by disaster. Benefits are usually paid for up to 26 weeks post the disaster declaration.

**Mass Care and Emergency Assistance:** Mass Care and Emergency Assistance are provided immediately before a potential incident and during the immediate response. These services include sheltering, feeding, distribution of emergency supplies, support for individuals with disabilities and others with access and functional needs, family reunification, support for household pets, service animals, and mass evacuee support.

**Disaster Case Management:** Disaster Case Management involves a partnership between a case management organization and the local jurisdiction to support disaster survivors by helping to identify and address unmet needs.

**Crisis Counseling Assistance and Training Program:** Crisis Counseling Assistance and Training Program provides additional funding to assist disaster impacted individuals and communities in recovering from disaster. Services include supportive crisis counseling, psychoeducation, development of coping skills, and linking survivors to appropriate resources.

**Disaster Legal Services:** Disaster Legal Services provides legal aid to survivors affected by a disaster that qualify as low-income and are limited to cases that would not normally incur legal fees. Services include assistance with insurance claims, recovery or reproduction of legal documents lost in a disaster, help with home repairs and disputes with contractors and/or landlords, preparation of powers of attorneys, and FEMA appeals.

**U.S. Department of Agriculture (USDA) Assistance:** The USDA helps producers recover from production and physical losses due to drought, flooding, and other natural disasters. Producers may apply for low-interest emergency loans in counties named as primary or contiguous under a disaster designation. Requests for assistance should be coordinated through the local agricultural commissioner.

**Small Business Administration (SBA) Assistance:** The SBA provides low-interest disaster loans to help businesses and homeowners recover from declared disasters. Businesses of all sizes located in declared disaster areas, private non-profit organizations, homeowners, and renters can apply for SBA loan assistance.

## 8.5 Disaster Debris Management

Disaster debris can be caused by flooding, earthquakes, wildfires, terrorism, tornadoes along with a host of other natural or man-made disasters and may require substantial and often specialized clean up due to its hazardous nature. Debris can include, but not limited to, vegetation, soil, sandbags, construction materials, steel/metal, fire-related, animal carcasses, mobile homes, personal property, household waste, gas and fuel tanks, and vehicles. The handling of human remains requires additional considerations to ensure remains are recovered in a dignified and respectful manner.

Large debris-generating events often result in a State and/or Presidential declaration of a major disaster wherein Cal OES/FEMA may provide supplemental assistance for eligible debris related activities to those communities in a declared disaster area. Local government must be familiar with eligibility and reasonable costs guidelines to plan for critical issues such as contracting, monitoring debris removal activities, and preparing appropriate documentation to support requests for funding. Disaster debris management costs averages approximately 45% of the total cost of any given disaster. The State of California has established a standard approach to debris management that emphasizes the interdependency and connectivity of all aspects of debris management. The Stanislaus County Public Works, Department of Environmental Resources (DER), Public Health Department, and Office of Emergency Services (OES) work collaboratively with state and federal debris management partners to coordinate the timely and necessary debris management activities following a disaster. These activities may include issuing a Local Health Proclamation for the removal of hazardous disaster debris, coordinating the assessment of disaster debris, monitoring the debris removal activities, communicating with residents regarding



**Stanislaus County  
Emergency Operations Plan**

---

**Section 8  
Recovery Concept of  
Operations**

debris removal activities, and coordinating with state regarding the status of application and eligibility for debris removal operations.



## 8.6 Environmental and Historical Considerations

Disaster recovery activities and projects should consider the restoration and preservation of the natural environment following a disaster event. Environmental and historical reviews may affect the timing of project approval. Recovery projects must consider the following environmental and historic preservation laws;

- National Environmental Policy Act (NEPA)
- California Environmental Quality Act (CEQA)
- Floodplain Management Act
- Endangered Species Act
- Clean Water Act

The National Historical Preservation Act (NHPA) is the primary law that governs historic preservation program nationally. The NHPA identifies historic preservation responsibilities for federal agencies and requires coordination with the State Historic Preservation Officer (SHPO). Recovery activities for properties on or eligible for the National Register of Historic Places must be handled between FEMA and SHPO.

## 8.7 Documentation and Cost Recovery

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 tracked 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.

## 8.8 Critical Incident Stress Management

Acting in the capacity of a First Responder exposes people to extreme circumstances and events. Long hours, odd shifts, multiple jobs, forced overtime, stressful daily interactions, low pay, the proverbial “revolving door” of the justice system, and the epidemic of drug overdoses all play a part to tax those serving in frontline positions. Law enforcement, Emergency Medical Services,





Firefighters, Dispatchers and Corrections Officers all suffer from high rates of depression, stress-related disease processes, alcoholism and addictions, divorce, and suicides.

Whether it is a one-time event or compounds over time, psychological trauma is a very real enemy to first responders. To mitigate traumatic incidents, Critical Incident Stress Management (CISM), Critical Incident Stress Debriefing (CISD) and Peer Support Teams have been developed to offer first responders an outlet to deal with the trauma.

CISM and Peer Support Teams provide a process for responders to share their experiences, vent emotions, learn about stress reactions and symptoms and receive referral for further help if required. The Sheriff's Office, SR911, law enforcement and fire agencies offer these critical services to first responders within Stanislaus County.

## **8.9 Recovery After-Action/Improvement Plan Reporting**

The Standardized Emergency Management System (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 Cal OES within 90 days of the close of the incident period. The after-action report will serve as a source for documenting Stanislaus Operational Area's emergency response activities and identifying areas of improvement and successes. It will also be utilized to develop an Improvement Plan for implementing corrective actions.

The Stanislaus County Office of Emergency Services will be responsible for the completion and distribution of the Stanislaus County after-action report, including sending it to the Cal OES Inland Region Office within the required 90-day period. The after-action report will be written in simple language, well structured, concise and well presented, and geared to the primary audience. Data for the after-action report will be collected from debrief reports, other documents developed during the disaster response, and discussion with emergency responders.

*For more information, refer to Emergency Support Function #14 – Recovery, and the Cal OES Disaster Debris Management Plan (July 2014).*



This Page Intentionally Left Blank.



## **Section 9**

# **Continuity of Government**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.

## Section 9 – Continuity of Government

### 9.1 Continuity of Government (COG)

In May 2007, the National Security Presidential Directive-51/Homeland Security Presidential Directive-20 (NSPD-51/HSPD-20) *National Continuity Policy* was issued to establish and maintain a comprehensive and effective national continuity capability in order to ensure the preservation of Government under the Constitution and the continuing performance of National Essential Functions under all conditions. Based on this directive, it is imperative that each level of government build a Continuity of Government (COG) capability to preserve, maintain, and/or reconstitute its ability to function under the threat or occurrence of any emergency that could disrupt government operations and services.

Life doesn't get easier or more forgiving; we get stronger and more resilient.

~ Steve Maraboli  
Business and Behavioral  
Science Consultant

The Stanislaus County Continuity of Government (COG) is a strategic planning effort that helps ensure that Stanislaus County has sufficient resources and planning alternatives to continue its essential functions should facilities and personnel be affected during a wide range of potential disruptions.

#### 9.1.1 Continuity of Operations (COOP)

As part of Stanislaus County Continuity of Government (COG) Plan, each County department has developed a Continuity of Operations Plan (COOP) which establishes policy and guidance to ensure the execution of the mission-essential functions in the event that an emergency threatens or incapacitates government operations. The COOP also provides for the relocation of selected personnel to an alternate facility until the department can return to normal operations. All County departments maintain their own COOP; however, the Office of Emergency Services maintains an integrated plan on behalf of Stanislaus County that incorporates each of the departmental COOPs. Below is a chart that summarizes the County COOP planning elements.

COOP Planning Elements	
Essential Functions	<p>Functions that enable a department/agency to provide vital services, exercise civil authority, maintain the safety of the general public, and sustain the economic base during an emergency.</p> <p>Functions that must continue with no or minimal disruption.</p> <p>Functions that are legally required or mandated.</p>
Orders of Succession	Provide for the orderly and predefined assumption of senior leaders during an emergency in the event that any leaders are unavailable, debilitated, or incapable of



<b>COOP Planning Elements</b>	
	<p>performing their legally authorized duties, roles, and responsibilities.</p> <p>Should be at least three deep.</p> <p>Must state the conditions under which succession will take place, method of notification, and any limitations on delegations of authority by successors.</p>
Delegations of Authority	Formal documents that specify the activities that those who are authorized to act on behalf of the department head or other senior leaders may perform (Example: payroll approval; purchasing approval).
Alternate Facilities / Virtual Operations	When the department's primary operating facility is unavailable and essential functions will require relocating alternate locations must be able to support the department's essential functions. It may be necessary to transition to virtual operations as an alternative to an alternate physical facility.
Interoperable Communications	Interoperable communications must support the execution of the department's essential functions; ensure the capability to communicate internally and externally, and permit access to data, systems, and services.
Vital Records / Resources / Databases	Documents, files, and other materials that are vital to the department and its operations, which may include: 1) emergency operating records, such as plans and directives, delegations of authority, staffing assignments, and orders of succession; 2) legal and financial records, such as personnel records, payroll records, insurance records, and contact records.
Essential Positions (Human Capital)	During a COOP activation, departments will have to perform their essential functions with reduced staffing. Departments should ensure personnel are adequately trained and cross-trained to enable the performance of all essential functions.
Devolution	Devolution is the capability to transfer statutory authority and responsibility for essential functions from a department's primary operating staff and facilities to employees and facilities in another department. (Example: if local government cannot operate and perform their essential functions a state agency may take on those responsibilities).
Reconstitution	The process by which surviving and/or replacement department personnel resume normal agency operations from the original or replacement primary operating facility.



<b>COOP Planning Elements</b>	
	A return to normal operations.
Test, Training, and Exercises	TT&E includes measures to ensure that a department’s COOP is capable of supporting the continued execution of its essential functions. TT&E programs should be a blend of test, training, and exercise events and include lessons learned from previous events.

**9.1.2 Preservation of Local Government Governing Body**

Government at all levels is responsible for providing continuity of effective leadership and authority, direction of emergency operations and management of recovery operations. To this end, it is particularly essential that the County of Stanislaus and all the cities within the County continue to function as government entities directed by their respective governing body. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve.

**9.1.2.1 Standby Officers for the Board of Supervisors and Chief Executive Officer**

In the event a governing body member or the Chief Executive Officer (CEO) is unavailable, the California Government Code also provides for the appointment of standby officers for each member and the CEO. The standby officers shall have the same authority and powers as the regular officers. Standby officers are appointed by the governing body. Should only one member of the governing body or only one standby officer be available, that one shall have power to reconstitute the governing body and appoint standby officers as noted below:

- (a) Three for each member of the governing body.
- (b) Three for the Chief Executive Officer.

Following is a list of qualified Stanislaus County elected officials and department heads who may be considered for Standby Officers. Standby officers may also be residents or officers of a political subdivision other than that to which they are appointed as standby officers.

1. Sheriff
2. District Attorney
3. Assessor
4. Auditor
5. Treasurer/Tax Collector
6. Clerk Recorder
7. Chief Executive Officer



8. Director – Community Services Agency
9. Director – Behavioral Health & Recovery Services
10. Director – Health Services Agency

Should all governing body members, including all standbys, be unavailable, temporary officers shall be appointed by the chairman of the board of the county in which the political subdivision is located or by the chairman of the board of any other county within 150 miles. Under certain circumstances, members may be appointed by the Governor's Office.

During any absence of the Chief Executive Officer (CEO), the Assistant CEO will be designated to assume the role and authority of the CEO. As soon as the Board of Supervisors is re-established, it shall proceed to make all other necessary appointments to county government positions.

#### **9.1.2.2 Alternate Seats of Government**

---

Alternate Seats of Government may be necessary during a state of war emergency, a state of emergency or a local emergency. The place of meeting for the governing body, the County Board of Supervisors, need not be within the political subdivision. The County of Stanislaus has selected the following locations to be designated as alternate seats of government:

**Alternate:**

1. First: Sheriff's Department, Operation Building, Public Safety Center, 250 E. Hackett Road, Modesto, CA
2. Second: Agricultural Office Conference Center, 3800 Cornucopia Way, Modesto, CA
3. Third: Stanislaus Veterans Center, 3500 Coffee Road, Modesto, CA

#### **9.1.2.3 Vital Record Retention**

---

In Stanislaus County, the Clerk-Recorder is ultimately responsible for maintaining the County's vital records and the systems that store those records. The Clerk-Recorder utilizes the following methods and systems for storing vital records:

**Film Storage:** Vital records are digitally scanned, and multiple copies of film are generated. One copy of the film is kept on-site, and the other copy of the film is stored in a secure off-site archival media storage facility.

**Digital Storage:** Vital records are digitally scanned and maintained in the department's document management system. The data is written to an enterprise-class clustered system that utilizes regular data snapshots. In addition to the local storage system, the Clerk-Recorder mirrors the production data to a secure, county-owned datacenter that uses the same storage system.





## **Stanislaus County Emergency Operations Plan**

---

<b>Section 9 Continuity of Government</b>
---

Production data is backed up to removable media and the offline data is stored in third county-owned facility. The Clerk-Recorder utilizes the US-CERT recommended 3-2-1 backup strategy for the data and employ a combination of daily incremental, and weekly full archiving schedules.



**Stanislaus County  
Emergency Operations Plan**

---

**Section 9  
Continuity of  
Government**

This Page Intentionally Left Blank.



# **Section 10**

# **Communications**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.

## **Section 10 – Communications**

### **10.1 Communications**

The Stanislaus County Emergency Operations Center (EOC) also serves as the Operational Area EOC and is the centralized location to support multi-agency and/or multi-jurisdiction disaster response coordination and communication. The Stanislaus County Operational Area EOC will serve as the designated point of contact between the jurisdictions within the County, the Operational Area, the State of California, and the Federal Government.

The single biggest problem in communication is the illusion that it has taken place.

-George Bernard Shaw,  
Nobel Laureate

Stanislaus County Information Technology Central (ITC) has the responsibility to provide the Operational Area the capability to receive and transmit priority communications during an emergency or imminent event, support the restoration of the communications infrastructure, facilitate the recovery of systems and applications from cyber-attacks, and coordinate communications and information technology support to the Joint Information Center (JIC) and/or Public Information Officer (PIO). This also applies to County departments with their own Information Technology (IT) departments.

#### **10.1.1 Integrated Communications**

In Stanislaus County, ITC, and County departments with their own IT departments are tasked to provide leadership at the incident level and in the EOC to facilitate communication through the development and use of a common communications plan and interoperable communications processes and systems that include voice and data links. Integrated communications provide and maintain contact among and between incident resources, enable connectivity between various levels of government, achieve situational awareness, and facilitate information sharing. Planning, both in advance of and during an incident, addresses equipment, systems, and protocols necessary to achieve integrated voice and data communications.

##### **10.1.1.1 Interoperability**

Stanislaus County has various radio systems supporting law enforcement, fire service, public works, and other local government agencies. These systems include Very High Frequency (VHF), Ultra High Frequency (UHF), and 800mhz systems. To facilitate interoperability, the County Communications Center has the capability of patching together different systems so that all parties involved in an incident can communicate. Stanislaus County also utilizes an InfiniMUX system, which is a mobile gateway device that links different radio systems together to support interoperability between dissimilar wireless systems allowing responders to communicate in the field.

### **10.1.2 Communication Systems**

Communication systems include county-owned and commercially leased systems. Systems should be redundant and provide for the County's critical information technology infrastructure, including but not limited to, the provision of cybersecurity measures and public alert and warning systems.

### **10.1.3 External Communication Methods**

#### **10.1.3.1 California State Warning Center (CSWC)**

The mission of the California State Warning Center (CSWC) is to be the central information hub for statewide emergency communications and notifications. The CSWC is staffed 24 hours a day, seven days a week. It has the responsibility to receive, coordinate, verify and disseminate information pertaining to events which occur within California or that could affect California. Incidents such as hazardous materials spills, earthquakes, floods, major fires, weather watches and warning, train derailments are examples of the types of incidents reported to the CSWC. Local government has the responsibility to report any major incidents within their jurisdiction to the CSWC.

The CSWC maintains the California Warning System (CALWAS) to communicate with Cal OES Regional Offices and County Warning Points during an emergency. CALWAS is part of the National Warning System (NAWAS).

#### **10.1.3.2 Cal EOC**

The purpose of Cal EOC is to improve County Office of Emergency Services' ability to respond to major disasters and to achieve integrated communications between all EOC levels of SEMS. It also increases the level of service and efficiency by improving the EOCs' ability to:

- Respond to, manage, and coordinate requests for resources
- Collect, process, and disseminate information during and after a disaster

The following reports or requests are provided to the California Office of Emergency Services via Cal EOC during and after the emergency or disaster:

- Situation Status Reports
- Mutual Aid Requests
- Local Declarations, Gubernatorial, and Presidential Declaration requests
- After-Action Reports/Improvement Plans

Cal EOC is a system that is supported by WebEOC technology. WebEOC provides real-time information to authorized users anywhere Internet access is available by automating the paper process already in place to effectively manage incident information.



---

### **10.1.3.3 Operational Area Satellite Information System (OASIS)**

---

The Operational Area Satellite Information System (OASIS) is a network of over 80 earth stations (terminals) located statewide. The terminals provide broadband internet and telephone access immune to regional failures in the terrestrial network. The inventory of terminals includes both fixed and transportable terminals. Fixed terminals are sited at Emergency Operations Centers in all 58 California Counties and other locations of particular importance to disaster response.

OASIS has a low susceptibility to geologic hazards and is independent of the public telephone system. OASIS is intended to be a backup to the existing Stanislaus County communication resources, which includes a countywide radio system.

Stanislaus County has 4 OASIS telephone terminations:

- Primary County Operational Area EOC
- Alternate County Operational Area EOC
- Stanislaus Regional 911
- Sheriff's Department – Operations Building

An OASIS telephone directory listing of all available sites and dialing instructions are available at each location or from County OES. The State is responsible for all maintenance of the system.

---

### **10.1.3.4 Satellite Phones**

---

Satellite phones are a type of mobile phone that connects to orbiting satellites instead of terrestrial cell sites. This allows phone connection in remote areas where terrestrial cellular service is unavailable. Stanislaus County has 10 satellite phones. Five of those phones are assigned to those who have a responsibility in emergency management as well as two phones assigned to the Emergency Operation Center (EOC) and Alternate EOC. Three phones are available in a cache from County OES.

---

### **10.1.3.5 Amateur Radio Emergency Services (ARES)**

---

Amateur Radio Emergency Services (ARES) consists of licensed amateur radio operators who voluntarily register their qualifications and equipment for communications when disaster strikes. ARES can provide alternate methods of communications in support of the Emergency Operations Center, or Alternate Emergency Operations Center, as well as a link between the field and EOC, and the EOC and regional and state facilities during a disaster. Stanislaus County has an active ARES group and volunteers may be activated through the OA EOC or County OES in times of need.

*Additional information can be found in Emergency Support Function #2 – Communications.*

---

### **10.1.3.6 StanAWARE Mass Notification System**

---



StanAWARE is the emergency mass notification communication system that allows the public to be contacted in the event of a large-scale emergency. StanAWARE utilizes the Everbridge® Mass Notification System to notify residents of a hazardous situation and provide specific instructions on protective actions to take. The StanAWARE system is intended to supplement information that may be received through television, radio, social media, or other credible sources. Citizens of Stanislaus County are encouraged to opt-in to receive messages from the StanAWARE system.

#### **10.1.4 Internal Communication Methods**

##### **10.1.4.1 Disaster Alert Roster**

The Stanislaus County Disaster Alert Roster (DAR) is a comprehensive list of key contacts which may be needed in a disaster or emergency. Included are county department heads, contacts for the nine cities within the county, utilities and irrigation districts, railroads, CSU Stanislaus, and other Operational Area Council partners. This list is maintained and stored on the County's Intranet and is available on County mobile phones. Hard copies are also available at the County Office of Emergency Services.

##### **10.1.4.2 Everbridge Mass Notification**

The Everbridge® Mass Notification system, may also be used internally to notify specified County employee groups in the event of a disaster or emergency. The County and each of the nine cities within, have access to send notifications to personnel and residents using the Everbridge® system.





## **Section 11**

# **Finance/Administration and Logistics**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## **Section 11 – Finance/Administration and Logistics**

### **11.1 Finance/Administration**

The Finance/Administration Section is responsible for providing detailed information to support claims for reimbursement from the State and Federal government in the event of a major disaster. Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a proclaimed or declared disaster and which service is the responsibility of the applicant agency.

Responsibility equals accountability  
equals ownership. And a sense of  
ownership is the most powerful weapon  
a team or organization can have.

~Pat Summitt NCAA  
Division I Coach

#### **11.1.1 Recordkeeping Requirements**

State and Federal governments require detailed information to support claims for reimbursement. Documentation supporting all costs claimed will be required and all information must relate back to individual source records. 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 operator.
- Vehicle operating expenses should include fuel, tires, 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 purpose, 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
- All disaster-related purchases must be made in accordance with the Stanislaus County Purchasing Policies and Procedures Manual.

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, EOC Director, and EOC staff are responsible for maintaining written records of all disaster-related personnel overtime, requests for supplies, equipment, contract personnel, receipts for emergency purchases or supplies, and other disaster-related expenses. Lack of proper documentation may result in ineligible state or federal reimbursement of local disaster-related costs.

### **11.1.2 Documentation**

The Stanislaus County Auditor-Controller's Office has the primary responsibility for the Finance & Administration Section during disaster recovery operations. The Finance & Administration Section will compile reports, including total expenditures by category, maintain records on damage assessments, cost recovery expenditures, insurance related documents, personnel overtime, and other costs associated with the emergency. The Finance & Administration Section Coordinator 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. Guidance is provided in the Finance & Administration Position Binder located in the EOC.

The EOC Planning Section will maintain copies of documentation for reimbursement and historical purposes that are integral to EOC functions. Guidance, checklists, and ICS Forms are provided in the EOC Planning Section Binder located in the EOC.

## **11.2 Logistics**

### **11.2.1 Resource Priorities**

When activated, the Stanislaus County EOC establishes priorities for resource allocation during an emergency. All necessary county resources such as personnel, facilities, and equipment 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.

### **11.2.2 Resource Requests**

Resource Requests (personnel, equipment, or technical assistance) will be made through one of the following processes:

- Discipline-specific (Emergency Management, Fire and Rescue Service, Law Enforcement, and Medical/Health) mutual aid systems: Requests for resources that are normally within the inventories of the mutual aid system will go from the local coordinator to OA Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.



- All other resource requests will be made through the Logistics Section at each level using the ICS 213 RR forms.

Resource requests from jurisdictions within the county will be coordinated with the Stanislaus Operational Area Emergency Operations Center to determine if the resource is available internally or from other more appropriate sources located within the Operational Area. Once all local resources are exhausted, the EOC may request resources from outside the local jurisdiction. These resource requests are coordinated with the Stanislaus Operational Area EOC to the Inland Region REOC. Once the request is coordinated, approved, and resources are deployed, the Resource Status Unit, in coordination with various Operations Branches, is responsible for tracking the resources.



This Page Intentionally Left Blank.



# **Section 12**

# **Authorities and References**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.





## **Section 12 – Authorities and References**

### **12.1 Authorities**

The following is a list of emergency-related authorities which indicate the legal basis for emergency operations and activities.

#### **12.1.1 Federal**

- Federal Civil Defense Act of 1950 (Public Law 920, as amended).
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).
- American with Disabilities Act of 1990 and Revised ADA Regulations Implementing Title II and Title III.
- Army Corps of Engineers Flood Fighting (Public Law 84-99).
- Homeland Security Presidential Directive 5 - Management of Domestic Incidents (February 28, 2003).
- Homeland Security Presidential Directive 8 – National Preparedness (December 17, 2003).
- Homeland Security Presidential Directive 20 (HSPD-20), National Continuity Policy (May 9, 2007).
- Homeland Security Presidential Directive 15 (HSPD-15), War on Terror Directive (March 8, 2006).
- Presidential Policy Directive 39 (PPD-39), Policy on Counterterrorism (June 21, 1995).
- Federal Pets Evacuation and Transportation Standards (PETS) Act (42 U.S.C.A § 5196a-d (2006).
- Post – Katrina Emergency Management Reform Act of 2006 (enacted in Title V of P.L. 109-295, DHS Appropriations Act of 2007).
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007.
- The Code of Federal Regulations, 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards.
- Sandy Recovery Improvement Act of 2013.
- Volunteer Protection Act of 1997



### **12.1.2 State**

- California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).
- California Disaster Assistance Act (CA Government Code Section 8550 et.seq)
- California Disaster and Civil Defense Master Mutual Aid Agreement.
- California Penal Code 409.5(a) (Evacuation Authority)
- California Government Codes § 8610-8614 & 8605
- California Health and Safety Code § 101080 (Chapter 2 of Part 3 of Division 101 of the Health and Safety Code)
- Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations), (Title 19 § 2409 of the California Code of Regulations), and (California Government Code §8607 et seq.).
- Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19, Article 3, §2720-2728 of the California Code of Regulations) and (California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5).
- California Department of Water Resources Flood Control (California Water Code §128).
- Orders and Regulations which may be selectively promulgated by the Governor during a STATE OF EMERGENCY.
- Orders and Regulations which may be selectively promulgated by the Governor to take effect upon the Existence of a STATE OF WAR.
- Governor's Executive Order W-9-91
- Administrative Orders (prepared under the authority of the Governor's Executive Order W-9-91).
- AB 2311, Brown. Emergency services: access and functional needs in emergencies (CA Government Code § 8593.3).
- Proposed AB 477, as amended, Cervantes. Emergency preparedness: vulnerable populations (CA Government Code § 8593.3).
- SB 160, Jackson. Emergency services: cultural competence (CA Government Code § 8593.3.5)

### **12.1.3 Local**

- Stanislaus County Ordinance on Disaster Council and Emergency Services (Chapter 2.52)



- Designation of Stanislaus County as an “Operational Area” under the Standardized Emergency Management System (SEMS) Regulations, Resolution #95-1167.
- Stanislaus County Resolution adopting the California Master Mutual Aid Agreement, dated November 15, 1950.
- Stanislaus County Resolution (2006-741) adopting the National Incident Management System (NIMS), dated September 19, 2006.
- Stanislaus County Operational Area Agreement, 2019

## **12.2 References**

The following are references used in the writing of this plan.

### **12.2.1 Federal**

- Comprehensive Preparedness Guide (CPG) 101, Version 2.0 – FEMA (November 2010).
- Considerations for Fusion Center and Emergency Operations Center Coordination – Comprehensive Preparedness Guide (CPG) 502 – FEMA (May 2010).
- National Incident Management System
- National Incident Management System Training Program 2020
- National Response Framework
- National Disaster Recovery Framework
- National Terrorism Advisory System 2021
- United States Office of Management and Budget Statistical Metropolitan Areas
- United States Census Bureau
- International Panel on Climate Change (IPCC) 6<sup>th</sup> Assessment Report 2021

### **12.2.2 State**

- Bay Area Earthquake Plan
- State of California Alert & Warning Guidelines – March 2019
- State of California Emergency Plan 2017.
- State of California Disaster Service Worker Volunteer Program (DSWVP) Guidance.
- State of California Emergency Management Mutual Aid Plan – 2012



- State of California Multi-Hazard Mitigation Plan
- State of California Standardized Emergency Management System (SEMS)
- California Catastrophic Base Plan: Concept of Operations
- California Agricultural Statistical Review Report 2019-2020
- California Department of Finance Demographics Research Unit
- California Department of Education Data & Statistics, Public/Private School Data
- California Department of Forestry and Fire Protection (Cal FIRE) Top 20 Wildfires

### **12.2.3 Local**

- Stanislaus County Emergency Operations Plan 2015
- Stanislaus County Local Hazard Mitigation Plan 2017
- Stanislaus County Operational Area Policies and Procedures Manual 2019
- Stanislaus County Office of Education Annual Report to the Community 2020
- Modesto Junior College Demographics Fall 2020
- Stanislaus State University Quick-Facts Fall 2020
- Stanislaus County Code 16.50.140 & 16.50.150



This Page Intentionally Left Blank.



# **Section 13**

# **Glossary and Acronyms**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.

## Section 13 – Glossary and Acronyms

### 13.1 Glossary of Terms

#### 13.1.1 Introduction

The Glossary contains definitions of terms commonly used in the Standardized Emergency Management System (SEMS). The Glossary was developed from a glossary used in the Incident Command System National Training Curriculum. It does not contain terms or definitions related to specific resources for particular application areas. Users should supplement this glossary with agency-specific terms and definitions as appropriate.

#### A

**Access and Functional Needs Population:** A population whose members may have additional needs before, during, and after an incident in functional areas, including, but not limited to: maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures, who have limited English proficiency, or who are non-English-speaking; or who are transportation disadvantaged.

**Action Plan (AP):** The plan prepared in the EOC containing the emergency response objectives of that SEMS level reflecting overall priorities and supporting activities for a designated period. The plan is shared with supporting agencies. See also Incident Action Plan.

**Activation:** 1) Initial activation of an EOC may be accomplished by a designated official of the emergency response agency that implements SEMS as appropriate to accomplish the agency's role in response to the emergency. 2) An event in the sequence of events normally experienced during most emergencies.

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

**All Hazards:** Refers to a policy or program that is designed to deal with a variety of natural and technological hazards.

**Activate:** At a minimum, a designated official of the emergency response agency that implements SEMS as appropriate to the scope of the emergency and the agency's role in response to the emergency.





**After Action Report:** A report covering response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. After action reports are required under SEMS after any emergency which requires a declaration of an emergency. Reports are required within 90 days.

**Agency:** An agency is a division of government with a specific function, or a non-governmental organization (e.g., private contractor, business, etc.) that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility for incident mitigation) or assisting and/or cooperating (providing resources and/or 1 Part III Supporting Documents Glossary of Terms Standardized Emergency Management System (SEMS) Guidelines assistance). (See Assisting Agency, Cooperating Agency and Multi-agency.)

**Agency Representative:** An individual assigned to an incident or to an EOC from an assisting or cooperating agency who has been delegated authority to make decisions on matters affecting that agency's participation at the incident or at the EOC. Agency Representatives report to the Liaison Officer at the incident, or the Liaison Coordinator at SEMS EOC levels.

**Area Command:** An organization established to: 1) oversee the management of multiple incidents that are each being handled by an Incident Command System organization; or 2) to oversee the management of a very large incident that has multiple Incident Management Teams assigned to it. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met, and strategies followed.

**All-Hazards:** Describing an incident, natural or manmade, that warrants action to protect life, property, environment, and public health or safety, and to minimize disruptions of government, social or economic activities.

**Assignments:** Tasks given to resources to perform within a given operational period, based upon tactical objectives in the Incident or EOC Action Plan.

**Assistant:** Title for subordinates of the Command Staff positions at the Field SEMS level. The title indicates a level of technical capability, qualifications, and responsibility subordinate to the primary positions. Assistants may also be used to supervise unit activities at camps.

**Assisting Agency:** An agency directly contributing tactical or service resources to another agency.

**B**

**Branch:** The organizational level at the SEMS Field Level having functional or geographic responsibility for major parts of incident operations. The Branch level is organizationally between Section and Division/Group in the Operations Section, and between Section and Units in the Logistics Section. Branches are identified by the use of Roman Numerals or by functional name (e.g., medical, security, etc.). Branches are also used in the same sequence at the SEMS EOC levels.



**Branch Director:** The ICS title for individuals responsible for supervision of a Branch at the Field Level. At SEMS EOC levels, the title Branch Coordinator is preferred.

## C

**Cache:** A pre-determined complement of tools, equipment and/or supplies stored in a designated location, available for incident use.

**Catastrophe:** any natural or manmade incident, including terrorism that results in extraordinary levels of mass casualties, damage or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.

**Chain of Command:** A series of management positions in order of authority.

**Check-in:** The process whereby resources first report to an incident or into an EOC. Check-in locations at the SEMS Field Level include: Incident Command Post (Resources Unit), Incident Base, Camps, Staging Areas, Helibases, Helispots, and Division Supervisors (for direct line assignments).

**Clear Text:** The use of plain English in radio communications transmissions. No Ten Codes or agency specific codes are used when utilizing Clear Text.

**Command:** The act of directing, and/or controlling resources at an incident by virtue of explicit legal, agency, or delegated authority. May also refer to the Incident Commander.

**Command Post:** (See Incident Command Post)

**Command Staff:** The Command Staff at the SEMS Field Level consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These functions may also be found at the EOC levels in SEMS. At the EOC, they would report to the EOC Director but may be designated as Coordinators. At EOCs, the functions may also be established as Sections, or Branches to accommodate subsequent expansion.

**Common Terminology:** Normally used words and phrases – avoids the use of different words/phrases to provide consistency and allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

**Communications Unit:** An organizational unit in the Logistics Section responsible for providing communication services at an incident or an EOC. A Communications Unit may also be a facility (e.g., a trailer or mobile van) used to provide the major part of an Incident Communications Center.

**Community Based Organizations:** A local organization (which may or may not be an affiliate of a national organization) with a primary mission to provide services to specific groups of people. This could include services to people who are developmentally disabled, homeless, low-income elderly, non-English speaking, or others. CBOs are usually nonprofit organizations. Most have a



501 (c) (3) tax-exempt status from the Internal Revenue Service. Some may have the nonprofit status from the Franchise Tax Board. In size, they range from all-volunteer organizations that get by on virtually no budget, to multi-million-dollar operations. Examples include Food Banks, Centers for Independent Living, Immigration Assistance Programs, Easter Seals, Neighborhood Clinics, and Family Centers.

**Compensation Unit/Claims Unit:** Functional unit within the Finance/Administration Section responsible for financial concerns resulting from property damage, injuries or fatalities at the incident or within an EOC.

**Complex:** Two or more individual incidents located in the same general area, which are assigned to a single Incident Commander or to a Unified Command.

**Continuity Government (COG):** Includes measures to ensure continued leadership and preservation of vital records, thereby maintaining a viable system of government supported by law; establish emergency authorities legally vested in government leaders so that they have prescribed powers to act; ensure survivability of mechanism and systems for direction and control so that actions directed by leaders can be communicated and coordinated; sustain essential emergency services and resources so that critical response and recovery actions can achieve widest possible implementation.

**Continuity of Operations Planning (COOP):** An internal effort within an organization to assure that the capability exists to continue essential business functions across a wide range of potential emergencies, including localized acts of nature, accidents and technological and/or attack/terrorist-related emergencies. Accordingly, an effective Emergency Management Program (EMP) not only addresses the four phases of mitigation, preparedness, response and recovery, but includes COOP planning activities to ensure that ancillary and support functions would continue with little or no interruption.

**Cooperating Agency:** An agency supplying assistance other than direct tactical or support functions or resources to the incident control effort (e.g., American Red Cross, Telephone Company, etc.)

**Coordination:** The process of systematically analyzing a situation, developing relevant information, and informing appropriate command authority of viable alternatives for selection of the most effective combination of available resources to meet specific objectives. The coordination process (which can be either intra-or inter-agency) does not involve dispatch actions. However, personnel responsible for coordination may perform command or dispatch functions within the limits established by specific agency delegations, procedures, legal authority, etc. Multi-agency or Inter-agency coordination is found at all SEMS levels.

**Coordination Center:** Term used to describe any facility that is used for the coordination of agency or jurisdictional resources in support of one or more incidents.

**Corrective Actions:** The implementation of procedures that are based on lessons learned from actual incidents or from training and exercises.



**Cost Sharing Agreements:** Agreements between agencies or jurisdictions to share designated costs related to incidents. Cost sharing agreements are normally written but may also be verbal between authorized agency or jurisdictional representatives at the incident.

**Cost Unit:** Functional unit within the Finance/Administration Section responsible for tracking costs, analyzing cost data, making cost estimates, and recommending cost-saving measures.

**Credentialing:** The authentication and verification of the certification and identity of designated incident managers and emergency responders.

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

**Cyber Threat:** An act or threat that poses potentially devastating disruptions to critical infrastructure, including essential communications such as voice, email, and Internet connectivity.

## **D**

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed. Many agencies require written Delegation of Authority to be given to Incident Commanders prior to their assuming command on large incidents.

**Demobilization Unit:** Functional unit within the Planning Section responsible for assuring orderly, safe and efficient demobilization of incident or EOC assigned resources.

**Department Operations Center (DOC):** A facility used by a distinct discipline, such as flood operations, fire, medical, hazardous material, or a unit, such as Department of Public Works, or Department of Health. Department Operations Centers may be used at all SEMS levels above the field response level depending upon the needs of the emergency.

**Deputy Incident Commander (Section Coordinator or Branch Director):** A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In some cases, a Deputy could act as relief for a superior and therefore must be fully qualified in the position. Deputies may also be found as necessary at all SEMS EOC levels.

**Disaster:** A sudden and extraordinary misfortune; a calamity which threatens or causes extraordinary loss of life or property.

**Disaster Council:** The Stanislaus County/City Disaster Council consists of policy-level representatives from each city and the county in Stanislaus County. Their duties include overseeing the preparedness activities of the various County departments and other jurisdictions in the Stanislaus County operational area and administering a disaster service worker volunteer program.



**Disaster Service Worker (DSW) Volunteer:** A disaster service worker volunteer is any person registered with an accredited Disaster Council for the purpose of engaging in disaster service without pay or other consideration. “Disaster service worker” includes public employees performing disaster work that is outside the course and scope of their regular employment without pay.

**Documentation Unit:** Functional unit within the Planning Section responsible for collecting, recording and safeguarding all documents relevant to an incident or within an EOC.

## **E**

**Emergency:** A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, civil disturbance, drought, sudden and severe energy shortage, plant or animal infestations or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy.

**Emergency Alert System (EAS):** An established system to enable the President, Federal, State, and local jurisdiction authorities to disseminate emergency information via the Commercial Broadcast System (CBS), (composed of amplitude modulation (AM), frequency modulation (FM), television broadcasters and the cable industry); formerly known as the Emergency Broadcast System (EBS).

**Emergency Management:** The discipline and the profession of applying science, technology, planning and management to deal with extreme events that can injure or kill large numbers of people, do extensive damage to property and disrupt community life. As a process, it involves preparing, mitigating, responding and recovery from an emergency. Critical functional components include planning, training, simulating drills (exercises) and coordinating activities.

**Emergency Management Assistance Compact (EMAC):** The nation's state to state mutual aid system. EMAC is implemented through the State Emergency Management Agencies (State EMAs) within the Member States on behalf of their respective Governors.

**Emergency Management Coordinator:** The individual within each jurisdiction that is delegated the day-to-day responsibility for the development and maintenance of all emergency management coordination efforts.

**Emergency Management Director (Emergency Services Director):** The individual within each political subdivision that has overall responsibility for jurisdiction emergency management. For cities and counties, this responsibility is commonly assigned by local ordinance.

**Emergency Management Mutual Aid (EMMA):** The State of California Emergency Management Mutual Aid Plan defines the purpose of EMMA as providing emergency management personnel and technical specialists to support the disaster operations of affected jurisdictions during an emergency.



**Emergency Operations Center (EOC):** A location from which centralized emergency management can be performed. EOC facilities are established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

**Emergency Operations Plan (EOP):** The EOP is the document that each jurisdiction maintains that describes strategies for managing emergency situations.

**EOC Action Plan:** The plan developed at SEMS EOC levels, which contains objectives, actions to be taken, assignments and supporting information for the next operational period.

**Emergency Support Functions (ESFs):** ESFs are annexes specific to the Emergency Operations Plan (EOP) that provide the grouping of governmental and certain private sector capabilities into an organizational structure to provide support, resources, and assistance in responding to the emergency needs of communities in all phases of emergency management.

**Essential Facilities:** May include facilities such as law enforcement, fire, emergency operations centers, schools, medical facilities, and other resources that have a role in an effective and coordinated emergency response.

**Essential Records:** Information systems technology, applications, and infrastructure, electronic and hardcopy documents, references, and records needed to support the continued performance of essential functions during a continuity activation.

**Evacuation:** The process of moving persons out of an area affected or potentially affected by a disaster situation.

**Event:** A planned, non-emergency activity. ICS can be used as the management system for a wide range of events, e.g., parades, concerts or sporting events.

## **F**

**Facilities Unit:** Functional unit within the Support Branch of the Logistics Section at the SEMS Field Response Level that provides fixed facilities for the incident. These facilities may include the Incident Base, feeding areas, sleeping areas, sanitary facilities, etc.

**Federal Coordinating Officer (FCO):** The individual appointed by the Federal Emergency Management Agency Director (by delegation of authority from the President) to coordinate assistance in a federally declared disaster.

**Federal Disaster Area:** An area of a state (oftentimes defined by counties) that is declared eligible for disaster relief under the Stafford Act. These declarations are made by the President usually as a result of a request made by the Governor of an affected state.

**Federal Emergency Management Agency (FEMA):** An agency created in 1979 to provide a single point of accountability for all Federal activities related to disaster mitigation, preparedness, response and recovery. FEMA manages the President's Disaster Relief Fund and coordinates



the disaster assistance activities of all Federal agencies in the event of a presidential disaster declaration.

**Finance/Administration Section:** One of the five primary functions found at all SEMS levels, which is responsible for all costs and financial considerations. At the incident and Section can include the Time Unit, Procurement Unit, Compensation/Claims Unit and Cost Unit.

**Flood Operations Center (FOC):** The State-Federal Flood Operations Center is located on El Camino Avenue in Sacramento and is responsible for coordinating local, State and federal flood operations. When activated during a major weather event, the FOC operates 24 hours a day to monitor changing conditions, coordinate flood flight efforts with local and federal partners, and keep the public informed.

**Full-Scale Exercise (FSE):** An activity intended to evaluate the operational capability of emergency management systems in an interactive manner over a substantial period of time. It involves the testing of a major portion of the emergency plan and organizations in a highly stressful environment. It includes the mobilization of personnel and resources to demonstrate coordination and response capabilities. The EOC is activated and field command posts may be established. A FSE is always formally evaluated.

**Function:** In ICS, function refers to the five major activities in the ICS, i.e., Command, Operations, Planning/Intelligence, Logistics and Finance/Administration. The same five functions are also found at all SEMS EOC levels. At the EOC, the term Management replaces Command. The term function is also used when describing the activity involved, e.g., "the planning function."

**Functional Annex:** A document that supplements the EOP, which provides further planning information for a specific aspect of emergency management.

**Functional Element:** Refers to a part of the incident, EOC or DOC organization such as section, branch, group or unit.

## **G**

**General Staff:** The group of management personnel reporting to the Incident Commander or to the EOC Director. They may each have a deputy, as needed. At the Field SEMS level, the General Staff consists of:

Operations Section Chief/Coordinator

Planning Section Chief/Coordinator

Logistics Section Chief/Coordinator

Finance/Administration Section Chief/Coordinator

At some SEMS EOC levels, the position titles are Section Coordinators.



**Group:** Groups are established to divide the incident into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. (See Division) Groups are located between Branches (when activated) and Resources in the Operations Section.

## H

**Hazardous Materials Team (HazMat):** A term used to describe a team of highly skilled professionals who specialize in dealing with hazardous materials incidents.

## I

**Incident:** An occurrence or event, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.

**Incident Action Plan:** The plan developed at the field response level, which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

**Incident Commander:** The individual responsible for the command of all functions at the field response level.

**Incident Command Post (ICP):** The location at which the primary command functions are executed. The ICP may be collocated with the incident base or other incident facilities.

**Incident Command System (ICS):** The nationally use standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

**Incident Management Team:** The Incident Commander and appropriate General and Command Staff personnel assigned to an incident.

**Incident Objectives:** Statements of guidance and direction necessary for the selection of appropriate strategy(s), and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow for strategic and tactical alternatives.

**Individual Assistance:** Supplementary Federal assistance available under the Stafford Act to individuals, families and businesses which include disaster housing assistance, unemployment assistance, grants, loans, legal services, crisis counseling, tax relief and other services or relief programs.





**Information Officer:** A member of the Command Staff responsible for interfacing with the public and the media or with other agencies requiring information directly from the incident. There is only one Information Officer per incident. The Information Officer may have assistants. This position is also referred to as Public Affairs or Public Information Officer in some disciplines. At SEMS EOC levels, the information function may be established as a Coordinator or as a section or branch reporting directly to the EOC Director.

**Initial Action:** The actions taken by resources, which are the first to arrive at an incident.

**Initial Response:** Resources initially committed to an incident.

**Intelligence:** Product of an analytical process that evaluates information collected from diverse sources, integrates the relevant information into a cohesive package, and produces a conclusion or estimate. Information must be real, accurate, and verified before it becomes intelligence for planning purposes. Intelligence relates to the specific details involving the activities of an incident or EOC, and current and expected conditions, and how they affect the actions taken to achieve operational period objectives. Intelligence is primarily intended for internal use and not for public dissemination.

**Interoperability:** Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed and when authorized.

## **J**

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities when multiple agencies are providing public information. It is the central point of contact for all news media. Public information officials from all participating agencies should co-locate at the JIC.

**Joint Information System (JIS):** Integrates incident information and public affairs from multiple agencies into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely and complete information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort.

**Jurisdiction:** The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political/geographical (e.g., special district, city, county, state or federal boundary lines), or functional (e.g., police department, health department, etc.). (See **Multijurisdictional Incident**)

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



**K**

**Key Resources:** Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

**L**

**Liaison Officer:** A member of the Command Staff at the Field SEMS level responsible for coordinating with representatives from cooperating and assisting agencies. At SEMS EOC levels, the function may be done by a Coordinator and/or within a Section or Branch reporting directly to the EOC Director.

**Life-Safety:** Refers to the joint consideration of both the life and physical wellbeing of individuals.

**Local Government:** Means local agencies per Article 3 of the SEMS regulations. The Government Code 8680.2 defines local agencies as any city, city and county, county, school district or special district.

**Logistics Section:** One of the five primary functions found at all SEMS levels. The Section responsible for providing facilities, services and materials for the incident or at an EOC.

**M**

**Management Staff:** See **Command Staff**.

**Major Disaster:** As defined in Federal law as “ any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, explosion or other technological or human caused catastrophe in any part of the United States which, in the determination of the President, causes damage of sufficient severity and magnitude to warrant major disaster assistance in alleviating the damage, loss, hardship or suffering caused thereby.

**Management by Objectives:** In SEMS field and EOC levels, this is a top-down management activity, which involves a three-step process to achieve the desired goal. The steps are: establishing the objectives, selection of appropriate strategy(s) to achieve the objectives, and the direction or assignments associated with the selected strategy.

**Master Mutual Aid Agreement:** An agreement entered into by and between the State of California, its various departments and agencies, and the various political subdivision, municipal corporations, and public agencies of the State of California to assist each other by providing resources during an emergency Mutual Aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other to prevent and combat any type of disaster or emergency.

**Mitigation:** Activities taken to eliminate or reduce the degree of risk to life and property from hazards, either prior to or following a disaster or emergency.



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

**Multi-Agency or Inter-Agency Coordination:** The participation of agencies and disciplines 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-Agency Coordination Group (MAC Group):** Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined. It can provide 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.

**Multi-Agency Coordination System(s) (MACS):** Multi-Agency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multi-agency coordination systems include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations responding to an incident.

**Multi-Agency Incident:** An incident where one or more agencies assist a jurisdictional agency or agencies. The incident may be managed under single or unified command.

**Multijurisdictional Incident:** An incident requiring action from multiple agencies that have a statutory responsibility for incident mitigation. In ICS these incidents will be managed under Unified Command.

**Mutual Aid:** Voluntary aid and assistance in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to fire, police, medical and health, communication and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation and reconstruction which would arise in the event of a disaster. Mutual aid is designed to ensure that adequate resources, facilities, and other support are provided 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.

**Mutual Aid Coordinator:** An individual at local government, operational area, region or state level that is responsible to coordinate the process of requesting, obtaining, processing and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.



**Mutual Aid Region:** A mutual aid region is a subdivision of state OES established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more county (operational) areas.

**N**

**National Incident Management System (NIMS):** Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and non-governmental organizations to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

**National Response Framework (NRF):** A guide to how the nation conducts all-hazards incident management.

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

**National Warning System (NAWAS):** The Federal portion of the Civil Defense Warning System, used for the dissemination of warnings and other emergency information from the FEMA National or Regional Warning Centers to Warning Points in each state. Also used by the State Warning Points to disseminate information to local Primary Warning Points. Provides warning information to state and local jurisdictions concerning severe weather, earthquake, flooding and other activities which affect public safety.

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

**O**

**Office of Emergency Services (OES):** The Governor's Office of Emergency Services or Stanislaus County Office of Emergency Services.

**Operational Area (OA):** An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county area.

**Operational Period:** The period of time scheduled for execution of a given set of operation actions as specified in the Incident or EOC Action Plan. Operational Periods can be of various lengths, although usually not over 24 hours.

**Operations Section:** One of the five primary functions found at all SEMS levels. The Section responsible for all tactical operations at the incident, or for the coordination of operational activities



at an EOC. The Operations Section at the SEMS Field Response Level can include Branches, Divisions and/or Groups, Task Forces, Teams, Single Resources and Staging Areas. At the EOC levels, the Operations Section would contain Branches or Divisions as necessary because of span-of-control considerations.

## **P**

**Planning Meeting:** A meeting held as needed throughout the duration of an incident to select specific strategies and tactics for incident control operations and for service and support planning. On larger incidents, the planning meeting is a major element in the development of the Incident Action Plan. Planning meetings are also an essential activity at all SEMS EOC levels.

**Planning Section:** (Also referred to as Planning/Intelligence) One of the five primary functions found at all SEMS levels. Responsible for the collection, evaluation, and dissemination of information related to the incident or an emergency, and for the preparation and documentation of Incident or EOC Action Plans. The section also maintains information on the current and forecasted situation, and on the status of resources assigned to the incident. At the SEMS Field Response Level, the Section will include the Situation, Resource, Documentation, and Demobilization Units, as well as Technical Specialists. Other units may be added at the EOC level.

**Political Subdivisions:** Any city, city and county, county, district or other local governmental agency or public agency authorized by law.

**Preliminary Damage Assessment (PDA):** The joint local, State, and Federal analysis of damage that has occurred during a disaster and which may result in a Presidential Declaration of Disaster. The PDA is documented through surveys, photographs and other written information.

**Preliminary Damage Assessment Team:** An ad hoc group that comes together after a disaster whose main purpose is to determine the level of disaster declaration that is warranted. The team usually consists of local, State, and Federal representatives to do an initial damage evaluation to sites damaged.

**Preparedness:** Actions taken in advance of an emergency to develop operational capabilities and facilitate an effective response in the event an emergency occurs. Preparedness measures include continuity of government, emergency communications, EOCs, EOPs, emergency public information materials, public education programs, exercise of plans, mutual aid agreements, stocking of disaster supplies, training of emergency response personnel and warning systems.

**Presidential Declaration:** A formal declaration by the President that an emergency or major disaster exists based upon the request for such a declaration by the Governor and with the verification of FEMA PDAs.

**Prevention:** Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance



and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting or disrupting illegal activity, and apprehending potential perpetrators and bringing them to justice.

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

**Procurement Unit:** Functional unit within the Finance/Administration Section responsible for financial matters involving vendor contracts.

**Protocols:** Set of established guidelines for actions (which may be designated by individuals, teams, functions or capabilities) under various specified conditions.

**Public Assistance (PA):** A supplementary Federal assistance provided under the Stafford Act to state and local jurisdictions, special purpose districts, Native Americans or eligible private, nonprofit organizations.

**Public Information:** Processes, procedures and systems for communicating timely, accurate and accessible information on the incident’s cause, size and current situation, resources committed and other matters of general interest to the public, media, responders and additional stakeholders (both directly affected and indirectly affected).

**Public Information Officer:** The individual at field or EOC level that has been delegated the authority to prepare public information releases and to interact with the media. Duties will vary depending upon the agency and SEMS level.

## R

**Recovery:** An activity to return vital life support systems to minimum operating standards and long-term activity designed to return life to normal or improved levels, including some form of economic viability. Recovery measures include, but are not limited to crisis counseling, damage assessment, debris clearance, disaster loans and grants, disaster unemployment assistance, public information, reassessment of emergency plans, reconstruction, temporary housing and business resumption full scale.

**Recovery Plan:** A plan developed to restore the affected area or community.

**Region Emergency Operations Center (REOC):** Facilities found at Cal OES Administrative Regions. REOCs are used to coordinate information and resources among Operational Areas within their respective regions and between the Operational Areas and the State Level.

## Reporting Locations

Specific locations or facilities where incoming resources can check-in at the incident. (See Check-in).



**Resource Management:** Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to or recover from an incident. Resource management under NIMS includes mutual aid agreements and assistance agreements, the use of special Federal, State, tribal and local teams and resource mobilization protocols.

**Resources:** Personnel and equipment available, or potentially available, for assignment to incidents or to EOCs. Resources are described by kind and type and may be used in tactical support or supervisory capacities at an incident or at EOCs.

**Resources Unit:** Functional unit within the Planning Section at the SEMS Field Response level responsible for recording the status of resources committed to the incident. The Unit also evaluates resources currently committed to the incident, the impact that additional responding resources will have on the incident, and anticipated resource needs.

**Response:** Actions taken immediately before, during or directly after an emergency occurs to save lives, minimize damage to property and the environment and enhance the effectiveness of recovery. Response measures include, but are not limited to, emergency plan activation, EAS activation, emergency instructions to the public, emergency medical assistance, staffing the EOC, public official alerting, reception and care, shelter and evacuation, search and rescue, resource mobilization and warning systems activation.

**Robert T. Stafford Disaster Relief and Emergency Assistance Act:** (Public Law 93-288, as amended by Public Law 100-707). The act authorizes the greatest single source of Federal disaster assistance. It authorizes coordination of the activities of Federal, State and volunteer agencies operating under their own authorities in providing disaster assistance, provision of direct Federal assistance as necessary and provision of financial grants to individuals and families. This act is commonly referred to as the Stafford Act.

## **S**

**Safety Officer:** A member of the Command Staff at the incident or within an EOC responsible for monitoring and assessing safety hazards or unsafe situations, and for developing measures for ensuring personnel safety. The Safety Officer may have assistants.

**Section:** The organizational level having responsibility for a major functional area of incident or EOC Management, (e.g., Operations, Planning, Logistics, Finance/Administration) and Intelligence/Investigations (if established). The section is organizationally situated between the branch and the Incident Command.

**Section Chief:** The ICS title for individuals responsible for command of functional sections: Operations, Planning/Intelligence, Logistics, and Administration/Finance. At the EOC level, the position will be Section Coordinator.

**Single Resource:** An individual, a piece of equipment and its personnel complement, or a crew or team of individuals with an identified work supervisor that can be used on an incident.



**Situation Report:** Often contains confirmed or verified information regarding the specific details relating to the incident.

**Situation Unit:** Functional unit within the Planning Section responsible for the collection, organization and analysis of incident status information, and for analysis of the situation as it progresses. Reports to the Planning Section Chief/Coordinator

**Span-of-control:** The supervisory ratio maintained within an ICS or EOC organization. A span-of-control of five-positions reporting to one supervisor is considered optimum.

**Special District:** A unit of local government (other than a city, county, or city and county) with authority or responsibility to own operate or maintain a project (as defined in California Code of Regulations Section 2900(s) for purposes of natural disaster assistance. This may include a joint powers authority established under Section 6500 et.seq.of the Code.

**Staging Area:** Staging Areas are locations set up at an incident where resources can be placed while awaiting a tactical assignment. Staging Areas are managed by the Operations Section.

**Staging Area Managers:** Individuals within ICS organizational units that are assigned specific managerial responsibilities at Staging Areas (Also Camp Manager).

**Standard Operating Procedure (SOP):** Complete reference document or an operations manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner.

**Standardized Emergency Management System (SEMS):** A system required by California Government Code for managing response to multi-agency and multijurisdictional emergencies in California. SEMS consists of five organizational levels, which are activated as necessary: Field Response, Local Government, Operational Area, Region, State.

**Standardized Emergency Management System (SEMS) Guidelines:** The SEMS guidelines are intended to assist those responsible for planning, implementing, and participating in SEMS.

**Standardized Emergency Management System (SEMS) Regulations:** Regulations establishing the Standardized Emergency Management System (SEMS) based upon the Incident Command System (ICS) adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by State agencies, the Multiagency Coordination System (MACS) as developed by FIRESCOPE program, the Operational Area concept, and the Master Mutual Aid Agreement and related mutual aid systems. Regulations are found at Title XIX. Division 2. Chapter 1, Section 2400 et. seq.

**State Operations Center (SOC):** An EOC facility operated by the Governor's Office of Emergency Services at the state level in SEMS.

**Strategy:** The general plan or direction selected to accomplish incident or EOC objectives.





**State of Emergency:** A governmental declaration that may suspend some normal functions of government, alert residents to change their normal behaviors or order government agencies to implement emergency operations plans.

**Supporting Materials:** Refers to the several attachments that may be included with an Incident Action Plan, e.g., communications plan, map, safety plan, traffic plan, and medical plan.

## T

**Table Top Exercise (TTX):** An activity in which officials and key staff or others with emergency responsibilities are gathered together informally to discuss simulated emergency situations. It is designed to elicit constructive discussion by the participants without time constraints. Participants evaluate plans and procedures and resolve questions of coordination and assignment of responsibilities in a non-threatening format under minimum stress.

**Technical Specialists:** Personnel with special skills that can be used anywhere within the ICS or EOC organization.

**Terrorism:** Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).

**Threat:** An indication of possible violence, harm, or danger.

**Time Unit:** Functional unit within the Finance/Administration Section responsible for recording time for incident or EOC personnel and hired equipment.

## U

**Unified Area Command:** A Unified Area Command is established when incidents under an Area Command are multijurisdictional. (See Area Command and Unified Command)

**Unified Command:** In ICS, Unified Command is a unified team effort which allows all agencies with responsibility for the incident, either geographical or functional, to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, responsibility or accountability.

**Unit:** An organizational element having functional responsibility. Units are commonly used in incident Planning/Intelligence, Logistics, or Finance/Administration sections and can be used in operations for some applications. Units are also found in EOC organizations.

**Unity of Command:** The concept by which each person within an organization reports to one and only one designated person.



**V**

**Vital Records:** The essential agency records that are needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records) or to protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records).

**Volunteer:** For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.101.

**W**

**Windshield Survey:** A quick visual overview of the affected disaster area performed within the first 24 hours after the disaster.



**13.2 Acronyms and Abbreviations**

**A**

- AAR            After Action Report
- AP             Action Plan
- ARC            American Red Cross
- ARES          Amateur Radio Emergency Services

**B**

- BOS            Board of Supervisors

**C**

- CA-ESF        California Emergency Support Function
- Cal OES       California Governor’s Office of Emergency Services
- CBO            Community Based Organization
- CCR            California Code of Regulations
- CDAA          California Disaster Assistance Act
- CDFA          California Department of Food and Agriculture
- CERT          Community Emergency Response Team
  
- COG            Continuity of Government
- COOP          Continuity of Operations
- CONOPS        Concept of Operations



CSWC California State Warning Center

**D**

DHS Department of Homeland Security

DOC Department Operations Center

DSW Disaster Service Worker

**E**

EAP Emergency Action Plan

EAS Emergency Alert System

EDIS Emergency Digital Information System

EMMA Emergency Management Mutual Aid

ESF Emergency Support Function

EOC Emergency Operations Center

EOP Emergency Operations Plan

ESA Emergency Services Act

**F**

FE Functional Exercise

FEMA Federal Emergency Management Agency

FIRESCOPE Firefighting RESources of California Organized for Potential Emergencies

FMAG Fire Management Assistance Grant



FSE Full-Scale Exercise

**H**

HAZ MAT Hazardous Materials

HSEEP Homeland Security Exercise and Evaluation Program

HSPD Homeland Security Presidential Directive

**I**

IA Individual Assistance

IAP Incident Action Plan

IC Incident Commander

ICP Incident Command Post

ICS Incident Command System

IDE Initial Damage Estimate

IMAT Incident Management Assistance Team

IT Information Technology

**J**

JFO Joint Field Office

JIC Joint Information Center

JIS Joint Information System

**L**

LAC Local Assistance Center



LHMP Local Hazard Mitigation Plan

**M**

MAC Multi-Agency Coordination

MAC Group Multi-Agency Coordination Group

MACS Multi-Agency Coordination System

MHOAC Medical Health Operational Area Coordinator

MMAA Mass Mutual Aid Agreement

MOU Memorandum of Understanding

MRC Medical Reserve Corps

**N**

NAWAS National Warning System

NGO Non-Governmental Organization

NIMS National Incident Management System

NFIP National Flood Insurance Program

NOAA National Oceanic and Atmospheric Administration

NRF National Response Framework

NRP National Response Plan

NWS National Weather Service

**O**

OA Operational Area



OASIS      Operational Area Satellite Information System

OEM      Office of Emergency Management

OES      Office of Emergency Services

**P**

PA      Public Assistance

PDA      Preliminary Damage Assessment

PGE      Pacific Gas and Electric

PSAP      Public Safety Answering Point

PIO      Public Information Officer

PNP      Private Nonprofit

**R**

REOC      Regional Emergency Operations Center

**S**

SBA      Small Business Administration

SEMS      Standardized Emergency Management System

SEP      State Emergency Plan

SOC      State Operations Center

SOP      Standard Operating Procedure

SRA      State Responsibility Area

STAC      State Threat Assessment Center



**I**

TLO            Terrorism Liaison Officer

TTX            Table Top Exercise

**U**

UC            Unified Command

US&R        Urban Search and Rescue

USDA        United States Department of Agriculture

USGS        United States Geological Survey

**V**

VOAD        Voluntary Organizations Active in Disasters





This Page Intentionally Left Blank.



# **Section 14**

# **Attachments**



**Stanislaus County  
Emergency Operations Plan**

---

This Page Intentionally Left Blank.



## **Section 14 – Attachments**

Below is a list of attachments referenced in the Basic plan:

- Attachment A – Plan Concurrence Signature Pages
- Attachment B – Record of Changes
- Attachment C – Emergency Support Functions Matrix
- Attachment D - Stanislaus Operational Area Agreement
- Attachment E - Emergency Proclamations – A Quick Reference Guide
- Attachment F – NIMS/SEMS/ICS Training Requirements for County Employees (2018)



**Stanislaus County  
Emergency Operations Plan**

---

**Section 14  
Attachments**

This Page Intentionally Left Blank.



**14.1 Attachment A - Plan Concurrence Signature Page**

Signed: \_\_\_\_\_  
Chief Executive Office

Date: \_\_\_\_\_

Signed \_\_\_\_\_  
Aging & Veterans Services

Date \_\_\_\_\_

Signed: \_\_\_\_\_  
Agricultural Commissioner

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
Animal Services

Date: \_\_\_\_\_

Signed \_\_\_\_\_  
Assessor

Date \_\_\_\_\_

Signed: \_\_\_\_\_  
Auditor-Controller

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
Behavioral Health and Recovery

Date: \_\_\_\_\_

Signed \_\_\_\_\_  
Child Support Services

Date \_\_\_\_\_

Signed \_\_\_\_\_  
Children and Families Commission

Date \_\_\_\_\_



**Stanislaus County  
Emergency Operations Plan**

**Section 14  
Attachments**

Signed \_\_\_\_\_  
Clerk of the Board

Date \_\_\_\_\_

Signed \_\_\_\_\_  
Clerk Recorder

Date \_\_\_\_\_

Signed: \_\_\_\_\_  
Community Services Agency

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
County Counsel

Date: \_\_\_\_\_

Signed \_\_\_\_\_  
District Attorney

Date \_\_\_\_\_

Signed \_\_\_\_\_  
Elections/Registrar of Voters

Date \_\_\_\_\_

Signed: \_\_\_\_\_  
Environmental Resources

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
General Services Agency

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
Health Services Agency/Public Health

Date: \_\_\_\_\_



**Stanislaus County  
Emergency Operations Plan**

**Section 14  
Attachments**

Signed \_\_\_\_\_  
Library

Date \_\_\_\_\_

Signed: \_\_\_\_\_  
Office of Emergency Services/Fire  
Warden

Date: \_\_\_\_\_

Signed \_\_\_\_\_  
Parks and Recreation

Date \_\_\_\_\_

Signed \_\_\_\_\_  
Planning & Community Development

Date \_\_\_\_\_

Signed \_\_\_\_\_  
Probation

Date \_\_\_\_\_

Signed \_\_\_\_\_  
Public Defender

Date \_\_\_\_\_

Signed: \_\_\_\_\_  
Public Works

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
Sheriff

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
Stanislaus Regional 911

Date: \_\_\_\_\_





**Stanislaus County  
Emergency Operations Plan**

**Section 14  
Attachments**

Signed: \_\_\_\_\_  
Information Technology Central

Date: \_\_\_\_\_

Signed: \_\_\_\_\_  
Treasurer/Tax Collector

Date: \_\_\_\_\_

Signed \_\_\_\_\_  
Workforce Development

Date \_\_\_\_\_







This Page Intentionally Left Blank.



**14.3 Attachment C - Emergency Support Functions for Stanislaus County**

Stanislaus County Emergency Support Functions	Correlating California Emergency Support Functions	Correlating Federal Emergency Support Functions
ESF #1 Critical Infrastructure	CA-ESF #1 Transportation	ESF #1 Transportation
	CA-ESF #3 Construction and Engineering	ESF #3 Public Works and Engineering
	CA-ESF #12 Utilities	ESF #12 Energy
ESF #2 Communications	CA-ESF #2 Communications CA-ESF #18 Cybersecurity	ESF # 2 Communications
ESF #3 Construction and Engineering (See ESF #1)	CA-ESF #3 Construction and Engineering	ESF #3 Public Works and Engineering
ESF #4 Fire and Rescue	CA-ESF #4 Fire and Rescue	ESF #4 Firefighting
		ESF #9 Search and Rescue
ESF #5 Emergency Management	CA-ESF #5 Management	ESF #5 Information and Planning
	CA-ESF #7 Resources	ESF #7 Logistics
	CA-ESF #15 Public Information and Alert and Warning	ESF #15 External Affairs/Standard Operating Procedures
ESF #6 Care and Shelter	CA-ESF #6 Care and Shelter	ESF #6 Mass Care, Emergency Assistance, Temporary Housing and Human Services
ESF #7 Resources (See ESF #5)	CA-ESF #7 Resources	ESF #7 Logistics
ESF #8 Public Health	CA-ESF #8 Public Health and Medical	ESF #8 Public Health and Medical Services
ESF #9 Search and Rescue (See ESF #4)	CA-ESF #9 Search and Rescue-merged with CA-ESF #4 and #13	ESF #9 Search and Rescue
ESF #10 Hazardous Materials	CA-ESF #10 Hazardous Materials	ESF #10 Oil and Hazardous Materials
ESF #11 Agriculture	CA-ESF #11 Food and Agriculture	ESF #11 Agriculture and Natural Resources
ESF #12 Utilities (See ESF #1)	CA-ESF #12 Utilities	ESF #12 Energy
ESF #13 Law Enforcement	CA-ESF # 13 Law Enforcement CA-ESF #16 Evacuation	ESF #13 Public Safety and Security
ESF #14 Recovery	CA-ESF #14 Recovery	ESF #14 Cross-Sector Business and Infrastructure Annex
ESF #15 Public Information (See ESF #5)	CA-ESF #15 Public Information	ESF #15 External Affairs/Standard Operating Procedures
ESF #16 Evacuation (See ESF #13)	CA-ESF #16 Evacuation	N/A



# Stanislaus County Emergency Operations Plan

Section 14  
Attachments

Stanislaus County Emergency Support Functions	Correlating California Emergency Support Functions	Correlating Federal Emergency Support Functions
ESF #17 Volunteer and Donations Management	CA-ESF #17 Volunteer and Donations Management	N/A
ESF #18 Cybersecurity (See ESF #2)	CA-ESF #18 - Cybersecurity	N/A



**14.4 Attachment D - Stanislaus Operational Area Agreement**

**AGREEMENT FOR THE ESTABLISHMENT AND PARTICIPATION  
IN THE STANISLAUS OPERATIONAL AREA ORGANIZATION**

This Agreement is made this first day of July, 2014, by and between the County of Stanislaus, hereinafter referred to as "COUNTY" and the cities of Ceres, Hughson, Modesto, Newman, Oakdale, Patterson, Riverbank, Turlock and Waterford, hereinafter referred to as "CITIES."

**WHEREAS**, the potential for a major catastrophe due to earthquake, flood, or other disaster causes all governmental entities within Stanislaus County to be prepared to share resources and information among themselves, as well as with the State of California, in order to protect public welfare; and

**WHEREAS**, each party desires increased interagency cooperation and coordination of resources during a disaster; and

**WHEREAS**, this Operational Area Agreement is being entered into by the undersigned parties pursuant to California Government Code, Article 9, Section 8605; and

**WHEREAS**, great efficiency, planning, and response can be achieved by joining the efforts of the CITIES, special districts, and the COUNTY together in pre-disaster agreements; and

**WHEREAS**, the California Emergency Services Act (Government Code Section 8550 et seq.) makes reference to the "operational area" and defines it as an "intermediate level of the state of emergency services organization" created to perform extraordinary functions for both county and city governments within a county area such as strengthening mutual coordination, providing a focal point and conduit for disaster information, and assisting in the efficient management of resources; and

**WHEREAS**, the Stanislaus County Board of Supervisors and each of the nine cities within the county have adopted the Stanislaus Operation Area Decision Process for Emergency Planning for the purpose of clarifying memberships, purpose, roles and responsibilities of the Operational Area Council; and

**WHEREAS**, this Operational Area Decision Process Emergency Planning is based upon the FIRESCOPE Decision Process and is in compliance with NIMS, SEMSS and ICS;

**NOW, THEREFORE, BE IT HEREBY RESOLVED BY THE PARTIES TO THE AGREEMENT:**

**1. INTENT AND PURPOSE**

- A. The purpose of this Agreement is to renew the partnership between the parties to this Agreement which will utilize the Decision Process, a systematic approach designed to foster the maximum use of resources in



planning, preparedness, response and recovery to emergencies in the Operational Area.

- B. The existing Stanislaus Operational Area Organization (SOAO) will continue to administer the partnership between the parties to this Agreement and to carry out the purposes of the Agreement. For such purposes, the Stanislaus Operational Area Organization shall have the authority to establish policies and procedures for the governing of the organization, and to establish guidelines for the exchange of information and resources during a disaster.
- C. The Stanislaus Operational Area Organization will provide emergency preparedness on a day-to-day basis through training and exercise activities, and will develop policies and procedures for a centralized emergency response center for the purpose of exchanging disaster information and resource requests during a disaster.
- D. The Stanislaus Operational Area Council will be an integral part of the Stanislaus Operational Area Decision Process for Emergency Management and will coordinate, review and recommend for approval all emergency or disaster response policies, procedures, plans and other influencing factors or events that would affect the Stanislaus Operational Area. The Stanislaus Operational Area Council will be required to have a majority of the members present for approval and/or review of any plan, policies or issues and a simple majority vote will carry the recommended action.
- E. The Stanislaus Operational Area Council may appoint Task Forces and/or Specialist Groups for specific detailed work that requires focus of technical experts to develop plans, policies, and procedures for the Stanislaus Operational Area. Once approved by the Stanislaus Operational Area Council, the information will be forwarded to the Disaster Council with a recommendation for adoption.

**2. RECOGNITION OF AND PARTICIPATION IN AN OPERATIONAL AREA FOR EMERGENCY SERVICES**

The parties to this Agreement recognize an Operational Area, as that term is defined in the California Emergency Services Act (Government Code Section 8550 et seq.) which designates an intermediate level of organization, cooperation, and planning between public entities within Stanislaus County boundary. The parties agree to participate in the organizational structure, which is a planning partnership for a systematic approach for exchanging disaster intelligence and resource requests, in order to foster an effective flow of disaster information and resource requests in emergencies, and also to provide emergency preparedness on a day-to-day basis through training and exercise activities. Each of the parties to



this Agreement will designate individuals to be trained to staff the Operational Area Organization. Parties to this Agreement will be eligible to participate in the consolidated purchases process outlined in the Operational Area Organization procedures. Each party to this Agreement will also designate, in writing, a line of succession of officials who are empowered to speak on behalf of their part in the Operational Area Organization.

In the event of an energy shortage emergency, the parties will act in accordance with the actions determined by the Operational Area Organization to meet such emergencies.

**3. CONSIDERATION**

The consideration and value under this Agreement are the mutual advantage of protection afforded each of the parties under the Agreement. There shall not be any monetary compensation required or exchanged from any party to another party under this Agreement.

**4. AGREEMENT STEERING COMMITTEE**

The Stanislaus Operational Area Council is hereby established, which consists of one representative of each of the parties to this Agreement. It will be the responsibility of the Council to set the policies and procedures for the governing of the Operational Area Council. The chairperson of the Council shall be the Operational Area Coordinator/Assistant Director of Emergencies Services.

**5. MULTI-AGENCY COORDINATION SYSTEM**

The Operational Area Organization and procedures will be based on the Multi-Agency Coordination System (M.A.C.S.) originally developed by the FIRESCOPE Advisory Committee. The Stanislaus County Coordinator of Emergency Services and his/her designated alternates will act as the Operational Area M.A.C.S. Coordinator.

**6. PROVISIONS OF FACILITIES AND SUPPORT**

The COUNTY shall provide the Operational Area, Emergency Operations Center (E.O.C.) at no cost to the Stanislaus Operational Area Organization or its members. The COUNTY will provide E.O.C. support staff and all necessary supplies for the Operational Area Organization during actual operations and drills. All parties to this Agreement shall provide their own staff for the decision-making and operational positions of the Operational Area Organization.

**7. TERM OF THE AGREEMENT**

This Agreement shall be effective from the date executed by all parties until the





anniversary of the Agreement of 2020. This Agreement may be terminated prior to the conclusion of the term by mutual agreement of a majority of the member parties.

**8. WITHDRAWAL OF PARTY**

Any party to this Agreement may withdraw as a party to this Agreement, prior to the termination of the term of this Agreement, upon giving thirty (30) days prior written notice to the other parties in accordance with paragraph ten (10).

**9. NOTICES**

Any and all notices permitted or required to be given hereunder shall be in writing and shall be deemed fully given and effective (1) upon actual delivery, if delivery is by hand; or (2) five (5) days after delivery into the United States mail if delivery is by first class mail, postage paid registered, or certified (return receipt requested) mail. Each such notice shall be sent to the individuals at the addresses as the respective parties may designate from time to time.

**10. INDEMNIFICATION AND HOLD HARMLESS**

Each of the parties agree to indemnify and hold the other parties harmless and waive all claims for compensation for any loss, damage, personal injury, or death incurred in consequences of the act or omissions of the indemnifying party's own employees and agent.

**11. NO ASSIGNMENT**

No party to this Agreement may assign this Agreement. Any assignment by any party shall be null and void unless such party obtains the prior written consent of all other parties to such assignment.

**12. PARTIAL INVALIDITY**

If any provision of this Agreement is held by a Court of competent jurisdiction to be invalid, void, or unenforceable, the remaining provisions shall nevertheless continue to full force without being paired or invalidated in any way.

**13. SALARIES, EMPLOYMENT AND WORKERS COMPENSATION  
BENEFITS AND COMPLIANCE WITH LAWS**

The compensation and terms of employment and Workers' Compensation benefits of each employee participating in the Operational Area Organization shall be the responsibility of the party employing the individual and each party to this Agreement shall insure compliance with all safety and hourly requirements for employees in accordance with federal, state and county safety health



**Stanislaus County  
Emergency Operations Plan**

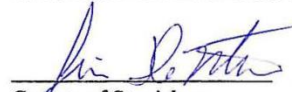
**Section 14  
Attachments**

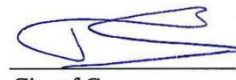
regulations and laws.


**14. COUNTER PARTS**


This Agreement may be executed or revoked simultaneously in one (1) or more counterparts, each of which shall be deemed an original, but all of which together shall constitute one and the same instrument.

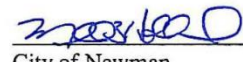
**IN WITNESS WHEREOF THE PARTIES HERE HAVE EXECUTED THIS AGREEMENT AS FOLLOWS:**

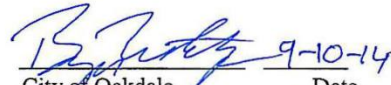
  
 \_\_\_\_\_ 7/1/2014  
 Date  
 City of Stanislaus  
 Print Name: Jim De Martini


  
 \_\_\_\_\_ 12/16/14  
 Date  
 City of Ceres  
 Print Name: Tony Wells

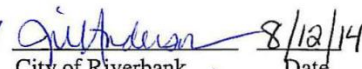
  
 \_\_\_\_\_ 9-29-14  
 Date  
 City of Hughson  
 Print Name: Raul L. Mendez


  
 \_\_\_\_\_ 10/20/14  
 Date  
 City of Modesto  
 Print Name: James W. Holgerson


  
 \_\_\_\_\_ 10 Dec 14  
 Date  
 City of Newman  
 Print Name: Michelle E. Roberts

  
 \_\_\_\_\_ 9-10-14  
 Date  
 City of Oakdale  
 Print Name: Bryan Whitmyer

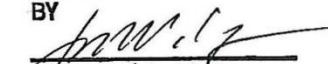
  
 \_\_\_\_\_ 8/7/2014  
 Date  
 City of Patterson  
 Print Name: ROD B. BUTLER

  
 \_\_\_\_\_ 8/12/14  
 Date  
 City of Riverbank  
 Print Name: Julie Anderson

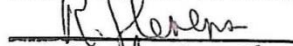
  
 \_\_\_\_\_ 12/5/14  
 Date  
 City of Turlock  
 Print Name: Roy W. Waschen

  
 \_\_\_\_\_ 8/12/14  
 Date  
 City of Waterford  
 Print Name: Tim O'Brien


APPROVED AS TO FORM:  
 STANISLAUS COUNTY COUNSEL  
 BY

  
 \_\_\_\_\_  
 DATE: 6/26/14

APPROVED AS TO FORM

  
 \_\_\_\_\_  
 For: Modesto

ATTEST:

  
 \_\_\_\_\_  
 Stephanie Lopez, City Clerk  
 Reso 2014-308



**Stanislaus County  
Emergency Operations Plan**

---

**Section 14  
Attachments**

This Page Intentionally Left Blank.



**14.5 Attachment E - Emergency Proclamations – Reference Guide**

**General Information about Local Emergency Proclamations**

**Definition of Local Emergency:** "[T]he duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake, or other conditions, other than conditions resulting from a labor controversy, which 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 . . ." (California Government Code (Govt. Code) section 8558 (c)).

Issued by (Govt. Code section 8630(a)):

- Governing body of a city, county, or city and county, or
- An official designated by an ordinance adopted by that governing body (e.g., police/fire chief, director of emergency services).

Purpose (Govt. Code sections 8625 and 8634):

- Authorizes the promulgation of orders and regulations necessary to protect life and property (e.g., special purchasing or emergency contracting).
- Describes the circumstances that exist that may support the need for issuance of a State of Emergency Proclamation and/or Executive Order.
- Supports request for a Director's Concurrence, Governor's Proclamation of a State of Emergency, Executive Order, California Disaster Assistance Act (CDAA) funding, and/or a Presidential Declaration of an Emergency or Major Disaster.\*

**Deadlines:**

- Issuance: Within 10 days after the actual occurrence of a disaster if assistance will be requested through CDAA (Govt. Code section 8685.2).
- Ratification: If issued by official designated by ordinance, must be ratified by governing body within 7 days (Govt. Code section 8630(b)).
- Renewal: Reviewed at least once every 30 days by the governing body until terminated (Govt. Code section 8630(c)).
- Termination: At the earliest possible date that conditions warrant (Govt. Code section 8630(d)).

Notification Process (consistent with the Standardized Emergency Management System (Govt. Code section 8607)):

- Local governments should notify the Operational Area (OA) and provide a copy of the local emergency proclamation as soon as possible.
- OA shall notify Cal OES and provide a copy of the proclamation as soon as possible.
- Cal OES Region will ensure notification to the Cal OES Director and Deputy Directors, and shall be the primary contact between the Cal OES Director, OA, and the local jurisdiction for updates on any requests for assistance.
- Cal OES Director will respond in writing to the local government concerning the status of any requests for assistance included within the local proclamation or accompanying letter.

**\*Please note:**

*When a local government requests a Gubernatorial State of Emergency Proclamation, Director's Concurrence, and/or California Disaster Assistance Act funding, local government should provide information describing local response efforts and identify the specific type and extent of state emergency assistance needed, including regulatory waivers necessary to facilitate the protection of life and property during response efforts*

*A local emergency proclamation and/or Governor's proclamation is not a prerequisite for mutual aid assistance, Red Cross assistance, the federal Fire Management Assistance Grant Program, or disaster loan programs designated by the U.S. Small Business Administration or the U.S. Department of Agriculture*



### **Levels of Disaster Assistance**

**Director's Concurrence:**

**Purpose:** CDAA authorizes the Cal OES Director, at his or her discretion, to provide financial assistance to repair and restore damaged public facilities and infrastructure.

**Deadline:** Cal OES must receive a request from local government within 10 days after the actual occurrence of a disaster (Govt. Code section 8685.2).

**Supporting Information:** Local Emergency Proclamation, Initial Damage Estimate (IDE) prepared in "CalEOC," and a request from the City Mayor or Administrative Officer, or County Board of Supervisors.

**Governor's Proclamation of State of Emergency:**

**Purpose:** Provides the Governor with powers authorized by the Emergency Services Act; may authorize the Cal OES Director to provide financial relief under the California Disaster Assistance Act for emergency actions, restoration of public facilities and infrastructure, and hazard mitigation; prerequisite when requesting federal declaration of a major disaster or emergency.

**Deadline:** Cal OES must receive a request from local government within 10 days after the actual occurrence of a disaster (Govt. Code section 8685.2).

**Supporting Information:** Local Emergency Proclamation, IDE prepared in "CalEOC," and a request from the City Mayor or Administrative Officer, or County Board of Supervisors.

**Presidential Declaration of an Emergency:**

**Purpose:** Supports response activities of the federal, state and local government; authorizes federal agencies to provide "essential" assistance including debris removal, temporary housing and the distribution of medicine, food, and other consumable supplies.

**Deadline:** Governor must request on behalf of local government within 5 days after the need for federal emergency assistance becomes apparent, but no longer than 30 days after the occurrence of the incident (Title 44 of the Code of Federal Regulations (44 CFR) section 206.35(a)).

**Supporting Information:** All of the supporting information required above and a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, information describing the state and local efforts, and identification of the specific type and extent of federal emergency assistance needed.

**Presidential Declaration of a Major Disaster:**

**Purpose:** Supports response and recovery activities of the federal, state, and local government and disaster relief organizations; authorizes implementation of some or all federal recovery programs including public assistance, individual assistance and hazard mitigation.

**Deadline:** Governor must request federal declaration of a major disaster within 30 days of the occurrence of the incident (44 CFR section 206.36(a)).

**Supporting Information:** All of the supporting information required above, a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, and identification of the specific type and extent of federal aid required.



SAMPLE PROCLAMATION

WHEREAS, Ordinance No. \_\_\_\_\_ of the City/County of \_\_\_\_\_ empowers the Director of Emergency Services\* to proclaim the existence or threatened existence of a local emergency when said City/County is affected or likely to be affected by a public calamity and the City Council/County Board of Supervisors is not in session, and;

WHEREAS, the Director of Emergency Services\* of the City/County of \_\_\_\_\_ does hereby find; that conditions of extreme peril to the safety of persons and property have arisen within said city/county, caused by \_\_\_\_\_ (fire, flood, storm, mudslides, torrential rain, wind, earthquake, drought, or other causes); which began on the \_\_\_\_\_ th day of \_\_\_\_\_, 20\_\_\_\_. and;

That these conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of said City/County, and;

That the City Council/County Board of Supervisors of the City/County of \_\_\_\_\_ is not in session and cannot immediately be called into session;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout said City/County, and;

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the emergency organization of this City/County shall be those prescribed by state law, by ordinances, and resolutions of this City/County; and that this emergency proclamation shall expire 7 days after issuance unless confirmed and ratified by the governing body of the City/County of \_\_\_\_\_.

Dated: \_\_\_\_\_ By: \_\_\_\_\_  
Director of Emergency Services\*

Print Name \_\_\_\_\_

Address \_\_\_\_\_

*\*Insert appropriate title and governing body*

*Note: Local governments should provide a description of the local efforts and identification of the specific type and extent of state emergency assistance needed.*

*Note: It may not be necessary for a city to proclaim a local emergency if the county has already proclaimed an emergency that applies to the entire geographic county area or for a specific area that includes the impacted city or cities.*

***This guide is not intended to be a legal opinion on the emergency proclamation process and related programs under federal, state, and local law. Local governments should consult their own legal counsel when considering proclaiming a local state of emergency.***

### **14.5.1 Public Health Declared or Proclaimed Emergencies**

California has two sets of laws that require a political declaration or proclamation in order to exercise extraordinary powers to respond to emergencies. The first, and most comprehensive, is the Emergency Services Act (ESA). The ESA can apply to conditions of war or to any circumstance in which “conditions of disaster or of extreme peril to the safety of persons and property” that “are or are likely to be beyond the control of the services, personnel, equipment, and facilities” of the affected political subdivision and require the combined forces of other political subdivisions to combat.” Epidemics, flood, fire and earthquakes are specific situations to which the ESA applies, but it also applies to “other conditions” so long as they are “are or are likely to be beyond the control of the services, personnel, equipment, and facilities” of the affected political subdivision and require the combined forces of other political subdivisions to combat.”

The ESA allows for the proclamation of a “local emergency” by the local governing body (or designee), or a proclamation of a “state of emergency” by the Governor (or Director of Cal OES in the Governor’s absence). It also authorizes the exercise of powers under a state of war emergency, with or without a proclamation.

The second set of laws is found beginning at section 101080 of the Health and Safety Code. This statutory scheme was originally enacted to facilitate the response to hazardous materials spills. It has, since the attacks on the World Trade Center in New York City, been expanded to include any “imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent.” In such circumstances, the local health officer may declare a “local health emergency.”

#### **Local Health Emergency**

A “local health emergency” is the only type of emergency that a local health officer can declare or proclaim, absent a delegation from the local governing body under the ESA to proclaim a “local emergency.” A declared “local health emergency” provides a very limited range of expanded powers. A local health emergency may be declared by a local health officer when:

1. There is a release or spill of material that is subsequently determined to be hazardous waste or medical waste, or
2. There is an “imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent,” such as in a suspected biological or radiological weapons attack.

To make a declaration under paragraph one, above, the local health officer must determine that (1) there has been an uncontained release or spill of material, and (2) the material is or may become hazardous or medical waste, i.e., because of its quantity, concentration, or physical, chemical, or infectious characteristics may do any of the following: (a) cause, or significantly contribute to an increase in mortality or an increase in serious irreversible, or incapacitating reversible, illness, or (b) pose a substantial present or potential hazard to human health or environment.



To make a declaration under paragraph two, above, the local health officer must determine that there exists a viable threat that a contagious, infectious, or communicable disease, a chemical agent, a noncommunicable biological agent (e.g., anthrax), a toxin (e.g., botulin toxin) or a radioactive agent is or will be introduced into his/her jurisdiction or any portion thereof.

The powers granted to the local health officer depend upon the basis for the declaration. If the local health emergency is declared under paragraph one, above, in response to a release or spill of hazardous material, the local health officer may (1) require any person or organization, including anyone that had custody or was transporting the material, to furnish any information known relating to the properties, reactions, and identity of the material that has been released or spilled in sufficient detail to allow the local health officer to take action to abate the local health emergency, (2) share that, or any other relevant information, with state or local agencies responding to the local health emergency or to medical and other professional personnel treating victims of the local health emergency, and (3) sample, analyze, or otherwise determine identifying and other technical information relating to the local health emergency as necessary to respond to or abate the local health emergency and protect the public health.

If the local health emergency is declared under paragraph two, above, it is unclear whether the local health officer acquires any specific powers. Subdivision (a)(1) of Health and Safety Code section 101085 specifically applies only to a release or spill of hazardous material, and subdivisions (a)(2) and (a)(3) could be construed to apply only to information gathered regarding such a release or spill. However, a broader reading of Health and Safety Code section 101085(a) suggests that subdivisions (a)(2) and (a)(3) may apply in the event there exists a viable threat that a contagious, infectious, or communicable disease, a chemical agent, a noncommunicable biological agent (e.g., anthrax), a toxin (e.g., botulin toxin) or a radioactive agent is or will be introduced into the local health officer's jurisdiction. This would allow the local health officer to share information about the agent with other responding agencies or medical personnel, and to sample and analyze the agent.

Under either scenario, the local health officer may issue an order to first responders authorizing them to immediately isolate exposed individuals that may have been exposed to biological, chemical, toxic, or radiological agents that may spread to others, provided that the period of isolation does not exceed two hours, the order is both necessary and the least restrictive means of preventing exposure, and the local health officer has established a publicly available memorandum of understanding with first responders in his or her jurisdiction, in consultation with the Medical and health Operational Area Coordinator, regarding where and how exposed subjects will be held pending decontamination. The issuance of such an order, however, is not dependent upon the declaration of a local health emergency. It may be issued in conjunction with such a declaration but does not need to be.

A local health emergency declaration remains in effect for only seven days unless ratified by the board of supervisors and/or city council, must be reviewed by the board or council every 14 days, and must be terminated by the board or council at the earliest possible date that conditions warrant.





During a declared local health emergency, (1) other political subdivisions have full power to provide mutual aid to any area affected by a local health emergency in accordance with local ordinances, resolutions, emergency plans, or agreements, (2) state agencies may provide mutual aid, including personnel, equipment, and other available resources, to assist political subdivisions during a local health emergency, or in accordance with mutual aid agreements, or at the direction of the Governor, (3) the cost of extraordinary services incurred by political subdivisions in executing mutual aid agreements in a local health emergency constitute a legal charge against the state when approved by the Governor, and (4) the immunities provided under the ESA to physicians, hospitals, pharmacists, respiratory care practitioners, nurses, and dentists apply. Additionally, during a local health emergency declared by the county health officer, the local health officer has supervision and control over all environmental health and sanitation programs and personnel employed by the county, even in those counties that have bifurcated their public health and environmental health departments.



**14.6 Attachment F - NIMS/SEMS/ICS Training Requirements for County Employees (2021)**

In September 2006, the Stanislaus County Board of Supervisors adopted the National Incident Management System (NIMS) as recommended by Homeland Security Presidential Directive - 5. Part of the adoption of NIMS requires training for all County employees. NIMS/SEMS/ICS training and compliance is coordinated through the Stanislaus County Office of Emergency Services (OES). Below is a chart outlining the required training for County employees.

Stanislaus County Office of Emergency Services	
Who Should Attend and When?	Required Training <small>Courses listed below are currently required for NIMS Training Compliance</small>
<b>E: Elected or Appointed Officials</b> <small>ICS-402 only</small>	ICS 402: NIMS/SEMS Executive Course (Classroom, 2hrs)
<b>D: Command and General Staff</b> <small>Middle Management and ICS-400</small>	Middle Management Training <b>and</b> ICS 400: Advanced ICS (Classroom, 16hrs)
<b>C: Middle Management</b> <small>First Line Supervisor and ICS-300</small>	First Line Supervisor Training <b>and</b> ICS 300: Intermediate ICS (Classroom, 24hrs)
<b>B: First Line Supervisors</b> <small>Entry Level and ICS-200</small>	Entry Level Training <b>and</b> FEMA ICS-200.c: Basic Incident Command System for Initial Response (Online)
<b>A: Entry Level</b> <small>ICS-100 &amp; IS-700 or ICS 100/700 Workshop</small>	FEMA IS 700.b: NIMS, An Introduction (Online) <b>and</b> FEMA ICS-100.c: Introduction to ICS (Online) <b>or</b> ICS 100/700 Basic NIMS Training Workshop (Classroom, 8hrs)

FEMA Independent Study Courses can be found at: <https://training.fema.gov/nims/>  
Stanislaus County NIMS/ICS Training Courses can be found at: <http://www.staneos.com/training.shtm>

2021 Stanislaus County Office of Emergency Services NIMS Training Compliance Reference Chart



This Page Intentionally Left Blank.



**14.7 Record of Distribution**

The following departments and agencies have received a complete copy (ies) of the Stanislaus County Emergency Operations Plan:

<b>Department/Agency</b>	<b>No. of Copies</b>
Aging and Veterans Services	1
Agricultural Commissioner	1
Animal Services	1
Assessor	1
Auditor / Controller	1
Behavioral Health and Recovery Services	1
Board of Supervisors	7
Chief Executive Office	6
Child Support Services	1
Children & Families Commission	1
Clerk of the Board	1
Clerk Recorder	1
Community Services Agency	1
Cooperative Extension	1
County Counsel	1
District Attorney	1
Elections/Registrar of Voters	1
Environmental Resources	1
General Services Agency	1
Health Services Agency	1
Library	2
Office of Emergency Services/Fire Warden	5
Parks and Recreation	1
Planning & Community Development	1
Probation	1



**Stanislaus County  
Emergency Operations Plan**

**Section 14  
Attachments**

<b>Department/Agency</b>	<b>No. of Copies</b>
Public Defender	1
Public Works	1
Risk Management	1
Sheriff-Coroner	6
Stanislaus Regional 911	1
StanCERA	1
Information Technology Central	1
Superintendent of Schools	1
Superior Court	1
Treasurer-Tax Collector	1
Workforce Development	1
City of Ceres	1
City of Hughson	1
City of Modesto	1
City of Newman	1
City of Oakdale	1
City of Patterson	1
City of Riverbank	1
City of Turlock	1
City of Waterford	1
California Office of Emergency Services – Inland Region	1



This Page Intentionally Left Blank.

Stanislaus County Emergency Operations Plan



# Emergency Support Function Annexes

---

---

---

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.





**Table of Contents**

Section 1: Introduction..... 1

Section 2: Department Responsibility Matrix.....4

Section 3: ESFs at a Glance .....7

Section 4: OES Concept of Operations ..... 12

Section 5: References ..... 14

Emergency Support Function #1 Critical Infrastructure ..... 13

Emergency Support Function #2 Communications ..... 25

Emergency Support Function #4 Fire and Rescue..... 41

Emergency Support Function #5 Emergency Management ..... 50

Emergency Support Function #6 Care and Shelter ..... 65

Emergency Support Function #8 Public Health and Medical..... 77

Emergency Support Function #10 Hazardous Materials ..... 93

Emergency Support Function #11 Agriculture ..... 103

Emergency Support Function #13 Law Enforcement ..... 115

Emergency Support Function #14 Recovery ..... 127

Emergency Support Function #17 Volunteers and Donations Management ..... 147



This Page Intentionally Left Blank.



## **Section 1: Introduction**

---

### ***1.1 Purpose and Scope***

---

The purpose of this introduction is to provide an overview of the Emergency Support Function (ESF) descriptions, roles and responsibilities of County Departments, Supporting Agencies and partners, and structure and common elements of each of the ESF Annexes.

### ***1.2 Descriptions***

---

The Stanislaus County Emergency Operations Plan (EOP) establishes the ESFs as key components for all-hazard emergency management. ESF actions are used during preparedness, response, and recovery phases of emergency management.

### ***1.3 Coordinating and Supporting Departments, Agencies and Partners***

---

Each ESF Annex identifies the Lead Department, Lead Coordinator, Supporting Departments, Supporting Agencies and Public and Private Partners pertinent to the ESF. Identified are the following positions:

Lead Department – County department with the primary responsibility of the ESF

Lead Coordinator – County department which will oversee the activities of the ESF throughout the preparedness, response, and recovery phases of incident management

Supporting Departments – County departments which play a significant supporting role by providing services, supplies and personnel throughout the preparedness, response, and recovery phases of incident management

Supporting Agencies – Non-county government agencies and key public and private sector organizations which offer significant support of the activities of the ESF

Public and Private Sector Partners – Non-governmental organizations that may provide services, supplies and personnel before, during and after an event

### ***1.4 County, State and Federal Emergency Support Function Matrix***

---

The Stanislaus County Office of Emergency Services uses NIMS-approved ESFs for planning purposes and to comply with Federal grant funding guidance. The California ESFs (CA-ESFs) are used to interpret the State Emergency Plan (SEP) and bridge the Federal and State guidance in Stanislaus County's emergency planning efforts. The crosswalk below shows how Stanislaus County's ESFs correspond with the California



Emergency Support Functions (CA-ESFs), and the Federal Emergency Support Functions (ESFs).

Stanislaus County Emergency Support Functions	Correlating California Emergency Support Functions	Correlating Federal Emergency Support Functions
ESF #1 Critical Infrastructure	CA-ESF #1 Transportation	ESF #1 Transportation
	CA-ESF #3 Construction and Engineering	ESF #3 Public Works and Engineering
	CA-ESF #12 Utilities	ESF #12 Energy
ESF #2 Communications	CA-ESF #2 Communications CA-ESF #18 Cybersecurity (Under Development)	ESF # 2 Communications
ESF #3 Construction and Engineering (See ESF #1)	CA-ESF #3 Construction and Engineering	ESF #3 Public Works and Engineering
ESF #4 Fire and Rescue	CA-ESF #4 Fire and Rescue	ESF #4 Firefighting
		ESF #9 Search and Rescue
ESF #5 Emergency Management	CA-ESF #5 Management	ESF #5 Information and Planning
	CA-ESF #7 Resources	ESF #7 Logistics
	CA-ESF #15 Public Information and Alert and Warning	ESF #15 External Affairs/Standard Operating Procedures
ESF #6 Care and Shelter	CA-ESF #6 Care and Shelter	ESF #6 Mass Care, Emergency Assistance, Temporary Housing and Human Services
ESF #7 Resources (See ESF #5)	CA-ESF #7 Resources	ESF #7 Logistics
ESF #8 Public Health	CA-ESF #8 Public Health and Medical	ESF #8 Public Health and Medical Services
ESF #9 Search and Rescue (See ESF #4)	CA-ESF #9 Search and Rescue-merged with CA-ESF #4 and #13	ESF #9 Search and Rescue
ESF #10 Hazardous Materials	CA-ESF #10 Hazardous Materials	ESF #10 Oil and Hazardous Materials
ESF #11 Agriculture	CA-ESF #11 Food and Agriculture	ESF #11 Agriculture and Natural Resources
ESF #12 Utilities (See ESF #1)	CA-ESF #12 Utilities	ESF #12 Energy
ESF #13 Law Enforcement	CA-ESF # 13 Law Enforcement	ESF #13 Public Safety and Security
ESF #14 Recovery	CA-ESF #14 Recovery	ESF #14 Cross-Sector Business and Infrastructure Annex
ESF #15 Public Information (See ESF #5) Alert & Warning	CA-ESF #15 Public Information	ESF #15 External Affairs/Standard Operating Procedures



STANISLAUS COUNTY EMERGENCY SUPPORT FUNCTION ANNEXES  
Introduction

Stanislaus County Emergency Support Functions	Correlating California Emergency Support Functions	Correlating Federal Emergency Support Functions
ESF #16 Evacuation (See ESF #13)	CA-ESF #16 Evacuation (Merged into CA-ESF #13)	N/A
ESF #17 Volunteer and Donations Management	CA-ESF #17 Volunteer and Donations Management	N/A
ESF #18 Cybersecurity (See ESF #2)	CA-ESF #18 – Cybersecurity (Under Development)	N/A



## Section 2: Department Responsibility Matrix

In an emergency or disaster each County Department will have specific roles and responsibilities for certain emergency functions. Roles are defined as either Primary (P) or Support (S) and are outlined in the charts on the following pages.

**Stanislaus County ESF Responsibility Matrix**

P = Primary Responsibilities  S = Support Responsibilities	#1 – Critical Infrastructure	#2 - Communications	#3 – Construction and Engineering Included in ESF #1	#4 – Fire and Rescue	#5 – Emergency Management	#6 – Care and Shelter	#7 – Resources Included in ESF #5	#8 – Public Health	#9 – Search and Rescue	#10 – Hazardous Materials	#11 - Agriculture	#12 – Utilities Included in ESF #1	#13 – Law Enforcement	#14 - Recovery	#15 – Public Information and Alert and Warning Included in ESF #5	#16 – Evacuation Included in ESF #13	#17 – Volunteers and Donations Management	#18 – Cybersecurity Included in ESF #13
	County Departments																	
Agricultural Commissioner		S		S			S		S	P			S					
Animal Services				S	S	S						S	S	S	S	S		
Area Agency on Aging/Veterans													S					
Assessor													S					
Auditor/Controller				S	S								S	S				
Behavioral Health & Recovery Services		S		S	S		S						S					
Board of Supervisors				S									S					
Chief Executive Office (CEO)				P	S								S	P				
Child Support Services		S											S					
Clerk-Recorder													S					



# STANISLAUS COUNTY EMERGENCY SUPPORT FUNCTION ANNEXES

## Introduction

P = Primary Responsibilities S = Support Responsibilities	Emergency Support Functions																	
	#1 – Critical Infrastructure	#2 - Communications	#3 – Construction and Engineering Included in ESF #1	#4 – Fire and Rescue	#5 – Emergency Management	#6 – Care and Shelter	#7 – Resources Included in ESF #5	#8 – Public Health	#9 – Search and Rescue	#10 – Hazardous Materials	#11 - Agriculture	#12 – Utilities Included in ESF #1	#13 – Law Enforcement	#14 - Recovery	#15 – Public Information and Alert and Warning Included in ESF #5	#16 – Evacuation Included in ESF #13	#17 – Volunteers and Donations Management	#18 – Cybersecurity Included in ESF #13
Community Services Agency		S		S	P	S	S					S	S	S	S	S		
Cooperative Extension		S											S					
County Counsel				S									S					
District Attorney		S		S								S	S			S		
Environmental Resources (DER)		S		S	S	S	S	P	S			S	S	S	S	S	S	
General Services Agency	S			S		S	S						S	S			S	
HSA/Public Health		S	S	S	S	S	P	S					S	S				
Information Technology Central (ITC)		P		S		S							S	S				S
Library		S											S					
Office of Emergency Serv./Fire Warden	S	S	S	P		P	S	S			S	S	P	P	S	P		S
Parks	S		S		S								S			S		
Planning & Community Dev.													S					
Probation		S										S	S		S			
Public Defender													S					



STANISLAUS COUNTY EMERGENCY SUPPORT FUNCTION ANNEXES  
Introduction

	P = Primary Responsibilities		S = Support Responsibilities															
	#1 – Critical Infrastructure	#2 - Communications	#3 – Construction and Engineering Included in ESF #1	#4 – Fire and Rescue	#5 – Emergency Management	#6 – Care and Shelter	#7 – Resources Included in ESF #5	#8 – Public Health	#9 – Search and Rescue	#10 – Hazardous Materials	#11 - Agriculture	#12 – Utilities Included in ESF #1	#13 – Law Enforcement	#14 - Recovery	#15 – Public Information and Alert and Warning Included in ESF #5	#16 – Evacuation Included in ESF #13	#17 – Volunteers and Donations Management	#18 – Cybersecurity Included in ESF #13
Public Works	P		P	S	S				S		P	S	S			S		
Sheriff/Coroner	S	S					S					P	S			P		P
Stan. Regional 911	S	S		S	S		S				S	S	S	S	S			
Treasurer-Tax Collector													S					
Workforce Development		S											S					





## Section 3: ESFs at a Glance

Target Responsibilities have been identified for each ESF. Target Responsibilities provide guidance to accomplish desired outcomes by performing critical tasks. The critical tasks listed in the chart below are general in nature and the responsible departments and agencies must understand their role and how to achieve the specific mission and functions dependent upon risk and need.

### 3.1 Summary of Stanislaus County Emergency Support Functions

Listed below is a summary of Stanislaus County’s Emergency Support Functions and the scope of each ESF.

Emergency Support Function	Scope
<b>ESF #1 Critical Infrastructure</b>	<i>Transportation:</i> <ul style="list-style-type: none"> <li>• Transportation safety</li> <li>• Restoration/recovery of transportation infrastructure</li> <li>• Movement restrictions</li> </ul> <i>Construction and Engineering:</i> <ul style="list-style-type: none"> <li>• Infrastructure protection and emergency repair</li> <li>• Infrastructure restoration</li> <li>• Engineering services and construction management</li> <li>• Emergency contracting support for life-saving and life-sustaining services</li> <li>• Inspection of critical infrastructure</li> </ul> <i>Utilities:</i> <ul style="list-style-type: none"> <li>• Energy infrastructure assessment, repair, and restoration (gas, electric, water, wastewater, and petroleum pipeline)</li> <li>• Energy industry utilities coordination</li> <li>• Energy forecast</li> </ul>
<b>ESF #2 Communications</b>	<ul style="list-style-type: none"> <li>• Coordination with telecommunications and information technology industries</li> <li>• Restoration and repair of telecommunications infrastructure</li> <li>• Protection, restoration, and sustainment of cyber and information technology resources</li> </ul>
<b>ESF #3 Construction and Engineering</b>	<ul style="list-style-type: none"> <li>• See ESF #1</li> </ul>
<b>ESF #4 Fire and Rescue</b>	<ul style="list-style-type: none"> <li>• Coordination of firefighting activities</li> <li>• Support to wildland, rural, and urban firefighting operations</li> </ul>



Emergency Support Function	Scope
	<ul style="list-style-type: none"><li>• Life-saving assistance</li><li>• Search and rescue operations</li></ul>



Emergency Support Function	Scope
<b>ESF #5 Emergency Management</b>	<p><i>Management:</i></p> <ul style="list-style-type: none"> <li>• Coordination of incident management and response efforts</li> <li>• Incident action planning</li> <li>• Financial management</li> </ul> <p><i>Resources:</i></p> <ul style="list-style-type: none"> <li>• Identify, acquire, allocate and track resources</li> <li>• Resource support</li> <li>• Emergency procurement assistance</li> </ul> <p><i>Public Information and Alert and Warning:</i></p> <ul style="list-style-type: none"> <li>• Emergency public information and protective action guidance</li> <li>• Media and whole community relations</li> </ul>
<b>ESF #6 Care and Shelter</b>	<ul style="list-style-type: none"> <li>• Mass care and shelter</li> <li>• Emergency Assistance</li> <li>• Disaster housing</li> <li>• Human services</li> <li>• Safety and well-being of household pets</li> </ul>
<b>ESF #7 Resources</b>	<ul style="list-style-type: none"> <li>• See ESF #5</li> </ul>
<b>ESF #8 Public Health</b>	<ul style="list-style-type: none"> <li>• Assessment of immediate medical needs</li> <li>• Coordination of disaster medical and health resources</li> <li>• Coordination of patient distribution and medical evaluation</li> <li>• Coordination of out-of-hospital medical care providers</li> <li>• Coordination of the establishment of temporary field treatment sites</li> <li>• Health surveillance and epidemiological analysis of community health status</li> <li>• Management of exposure to hazardous agents</li> <li>• Investigation and control of communicable disease</li> </ul>
<b>ESF #9 Search and Rescue</b>	<ul style="list-style-type: none"> <li>• See ESF #4</li> </ul>
<b>ESF #10 Hazardous Materials</b>	<ul style="list-style-type: none"> <li>• Oil and hazardous materials response</li> <li>• Environmental health</li> <li>• Environmental short- and long-term cleanup</li> </ul>
<b>ESF #11 Agriculture</b>	<ul style="list-style-type: none"> <li>• Animal, plant disease and pest response</li> <li>• Food safety and security</li> <li>• Agriculture protection and response</li> </ul>
<b>ESF #12 Utilities</b>	<ul style="list-style-type: none"> <li>• See ESF #1</li> </ul>



Emergency Support Function	Scope



Emergency Support Function	Scope
<b>ESF #13</b> <b>Law Enforcement</b>	<i>Law Enforcement:</i> <ul style="list-style-type: none"> <li>• Facility and resource security</li> <li>• Maintain order</li> <li>• Public safety and security support</li> <li>• Support to access, traffic, and crowd control</li> <li>• Coordinating Law Enforcement Mutual Aid</li> <li>• Management of Hazardous Materials response in appropriate areas</li> <li>• Enforcing quarantines as ordered by Public Health Official or California Secretary of Agriculture</li> <li>• Coroner activities</li> </ul> <i>Evacuation:</i> <ul style="list-style-type: none"> <li>• Notification and safety of evacuation operations including addressing the needs of the whole community</li> </ul>
<b>ESF #14</b> <b>Recovery</b>	<ul style="list-style-type: none"> <li>• Recovery planning and management</li> <li>• Recovery operations</li> <li>• Restore, redevelop and revitalize the health, social, economic, natural and environmental community</li> </ul>
<b>ESF #15</b> <b>Public Information</b>	<ul style="list-style-type: none"> <li>• See ESF #5</li> </ul>
<b>ESF #16</b> <b>Evacuation</b>	<ul style="list-style-type: none"> <li>• See ESF #13</li> </ul>
<b>ESF #17</b> <b>Volunteers and Donations Management</b>	<ul style="list-style-type: none"> <li>• Use of affiliated and unaffiliated volunteers and organizations</li> <li>• Tracking and distribution of monetary and in-kind donated resources</li> </ul>
<b>ESF #18</b> <b>Cybersecurity</b>	<ul style="list-style-type: none"> <li>• See ESF #2</li> </ul>



## Section 4: OES Concept of Operations

### 4.1 Activation

Activation of the Stanislaus County Emergency Operations Center can be requested by the Director of Emergency Services or his designee. While direct activation may be ordered, most often the activation is based on the action or result of a meeting of the Stanislaus County Multi-Agency Coordination Group (Stan MAC). Once activated, the activity and staffing level of the EOC is scalable, depending on the need of the incident or event.

### 4.2 Staffing

When activated, each ESF lead department/agency provides and manages staff for the EOC operation. Initial staffing will normally be provided by employees of the Stanislaus County Office of Emergency Services. Subsequent staffing assignments will also use, to the extent possible, trained Emergency Operations Center Management Team (EOCMT) members, proficient in managing or conducting the tasks and responsibilities of the functional areas needed. This provides proficient use of personnel and also provides the depth to operate on a 24/7 basis, when needed. This pool includes personnel from public and private organizations.

### 4.3 Initial Actions

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

#### **1. Conduct a Threat Assessment Group (TAG) Meeting / Conference Call**

Incident information and status

Potential consequences (12, 24, 48 and 72 hours)

Action taken:

- 1) Dismiss incident;
- 2) Gather more information and/or reconvene at a later time, or;
- 3) Activate StanMAC for further evaluation and action

#### **2. Conduct a Stanislaus Multi-Agency Coordination (StanMAC) Meeting/Conference Call**

Receive incident information and status from TAG

Consider potential consequences (12, 24, 48 and 72 hours)

Action taken:

- 1) Determine to monitor the threat;



- 2) Initiate field response, if not already begun;
- 3) Determine if activation of the EOC is recommended, and/or;
- 4) Issue an Emergency Proclamation

### **3. Populate the Emergency Operation Center (EOC):**

Fill positions according to level of activation and current need in the ICS structure  
Immediately set up EOC check-in and initial documentation  
Follow the Planning "P" to conduct meetings and briefings

### **4. Determine Initial Objectives:**

Life Safety  
Incident Stabilization  
Property Threats  
High Damage Potential  
Environmental Impact  
Economic Impact  
Incident Complexity

### **5. Acquire / Allocate Critical Resources:**

Critical resources acquired internally first  
As incident expands, resources acquired externally

### **6. Information Management**

Mobilize Public Information Officer (PIO) and/or Joint Information Center (JIC)  
Validate information  
Disseminate information  
Provide consistent messaging

### **7. Coordinate / Liaison with Partners**

Advise Elected and Senior Officials  
Advise Cal OES / Warning Center  
Advise Disaster Council and Operational Area Council Members, as appropriate



## Section 5: References

---

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

FEMA Planning Considerations: Evacuation and Shelter-in Place (Draft 2018)

Stanislaus Disaster Council

Stanislaus Operational Area Council

County Public Information Officer

Stanislaus County EOC Management Team





# Emergency Support Function #1 Critical Infrastructure

---

---

## Transportation, Construction and Engineering Utilities

---

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 1 - Critical Infrastructure (ESF 1) combines three California Emergency Functions (CA-EFs) into one overarching ESF which includes the functions of: Transportation, Construction and Engineering, and Utilities. The Stanislaus County Public Works is the Coordinator for ESF 1.

Coordinating and collaborating with the Supporting Departments and Supporting Agencies, the Coordinator is responsible to:

**Transportation:** Assist in the management of transportation systems and infrastructure during and in response to incidents; support the coordination of transportation across various modes, including surface, maritime, railroad, aviation and pipeline; debris removal and management; provide expertise and identify stakeholders from Supporting Departments and Supporting Agencies to assist in the coordination of all modes of transportation.

**Construction and Engineering:** Coordinate and organize the resources of local government to conduct pre- and post-incident assessments of public works and infrastructure; execute emergency contract support services; provide technical assistance including engineering expertise and construction management; and provide emergency repair of damaged public infrastructure and critical facilities.

**Utilities:** Facilitate communication and cooperation between utilities and public agencies; provide coordinating capabilities, services, technical assistance, and engineering expertise for gas, electric, water, wastewater, telecommunications and petroleum pipeline utilities.

### 1.1 Purpose and Scope

---

The purpose of ESF 1 is to provide organization, mobilization and coordination of transportation infrastructure services; facilitate damage assessment to establish priorities and determine needs of available transportation infrastructure resources; coordination of restoration and temporary repair of critical transportation facilities; provide engineering and construction expertise; and coordinate with local utility companies to respond and recover from an emergency or disaster.

### 1.2 Goals

---

The goals of ESF 1 include the following:

#### Transportation

- Monitor and report the status of and any damage to the County's transportation system and infrastructure lifelines



- Assist in the management of transportation systems and infrastructure and identify temporary alternative transportation solutions in response to incidents
- Identify transportation resources that are compliant with the federal Americans with Disabilities Act of 1990 for individuals who are dependent on public transportation
- Coordinate the restoration and recovery of community transportation lifelines including County transportation systems and infrastructure such as emergency access routes, repair of damaged streets, bridges, waterways, airfields, and other facilities necessary for emergency access
- Emergency demolition or stabilization of damaged structures and facilities designated by State or local governments as immediate hazards to public health and safety

**Construction and Engineering**

- Conduct pre-incident and post-incident assessments of critical infrastructure and community lifelines, and other public works infrastructure
- Execute emergency contracts to support the restoration, repair, recovery of community transportation lifelines, systems, and associated infrastructure
- Coordinate repair of damaged public and County infrastructure and critical facilities
- Coordinate disaster debris management activities

**Utilities**

- Coordinate with local utilities to assess, restore, and repair damaged community utility lifelines, infrastructure, and associated systems
- Coordinate temporary emergency power generation capabilities to support critical facilities until permanent restoration is accomplished

**1.3 Coordinating and Supporting Departments and Agencies**

Lead Department	Public Works
ESF 1 Coordinator	Public Works Director
Supporting Departments	General Services Agency (GSA) Office of Emergency Services / Fire Warden Parks Sheriff's Department Stanislaus Regional 911
Supporting Agencies	Cal OES Caltrans City Public Works Departments



	<p>Fire Service Agencies (Local, CAL FIRE) Law Enforcement Agencies (Local, CHP, FBI) School Districts (Local) Transit Agencies (Local) Utilities</p>
Public / Private Sector Partners	<p>Dial-A-Ride DRAIL– Disability Resource Agency for Independent Living MAX – Modesto Area Express MOVE Mountain Valley EMSA StarT – Stanislaus Regional Transit Storer Transportation As needed to support the incident/event</p>

**1.4 Responsibilities**

Department / Agency	Responsibilities
Lead Agency: Public Works	<ul style="list-style-type: none"> <li>• Coordinate all ESF 1 activities</li> <li>• Serve as the Public Works Branch Director in the EOC</li> <li>• Maintain contact with field personnel and/or DOC(s) involved with response operations</li> <li>• Coordinate transportation activities and resources including ADA compliant transportation resources</li> <li>• Provide immediate clearance of debris to enable passage of emergency personnel</li> <li>• Facilitate damage assessments</li> <li>• Provide removal and disposal of debris</li> <li>• Coordinate restoration of critical transportation facilities</li> <li>• Coordinate demolition or stabilization of damaged structures and facilities deemed as hazards</li> <li>• Maintain communication with ESF 1 supporting departments/agencies</li> </ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"> <li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 1 activities</li> <li>• Provide ongoing situation status updates to the EOC</li> <li>• Perform agency-specific emergency responsibilities as assigned</li> <li>• Assist in the transportation of People with Disabilities and Access and Functional Needs</li> </ul>
Public / Private Sector Partners	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

Lead Agency Public Works	
<ul style="list-style-type: none"> <li>• Coordinate all ESF 1 activities</li> <li>• Provide trained staff to support activities in the EOC</li> <li>• Provide guidance and direction through the Stanislaus Operational Area Decision Process structure</li> </ul>	
Emergency Function 1 Coordinator Director of Public Works	
<ul style="list-style-type: none"> <li>• Serve as the Public Works Branch Director in the EOC</li> <li>• Direct field staff to assess damage of community lifelines, transportation facilities, and infrastructure</li> <li>• Make temporary emergency repairs, bypasses or alteration to restore transportation lifelines</li> <li>• Manage access to pre-determined critical lifeline routes</li> <li>• Coordinate with local law enforcement and transit agencies regarding lifeline routes and evacuation plans</li> <li>• Plan daily activities of construction, reconstruction and repair of the transportation infrastructure</li> <li>• Oversee debris management</li> <li>• Contract administration and procurement of private contractors, as needed</li> <li>• Provide equipment, expertise services and other resources where appropriate</li> <li>• Communicate and coordinate with local utilities</li> </ul>	

Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
General Services Agency (GSA)	<ul style="list-style-type: none"> <li>• Execute emergency contract support for restoration, repair, recovery of transportation systems and infrastructure</li> </ul>
Office of Emergency Services / Fire Warden	<ul style="list-style-type: none"> <li>• Implement, facilitate and provide the Coordinator for the Stanislaus Multi-Agency Coordination Group (Stan MAC) including the activities of the Threat Assessment Group (TAG)</li> </ul>



	<ul style="list-style-type: none"> <li>• Initiate activation and operation of the Emergency Operations Center (EOC), Operational Area EOC (OA EOC), or Area Command (A/C)</li> <li>• Provide trained and experienced staff to fill the EOC</li> <li>• Identify, acquire, allocate and track resources as requested and assigned to the incident</li> <li>• Coordinate dissemination of public information by a Public Information Officer and/or Joint Information Center</li> </ul>
Parks	<ul style="list-style-type: none"> <li>• Provide trained and experienced staff as needed in the EOC</li> <li>• Provide equipment as requested for needed construction, reconstruction, or debris removal</li> </ul>
Sheriff's Department	<ul style="list-style-type: none"> <li>• Coordinate evacuation routes and operations with Public Works and other law enforcement agencies</li> </ul>
Stanislaus Regional 911	<ul style="list-style-type: none"> <li>• Operate the Public Service Answering Point (PSAP) as well as provide primary emergency dispatch for the Sheriff's Department, fire districts and the public safety agencies of several cities.</li> <li>• Maintain an alternate PSAP/emergency dispatch capability</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Cal OES	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed</li> </ul>
Caltrans	<ul style="list-style-type: none"> <li>• Assist in providing alternative routing on State highway</li> <li>• Provide equipment such as changeable message signs and personnel, as requested by the EOC</li> </ul>
City Public Works Departments	<ul style="list-style-type: none"> <li>• Coordinate with County Public Works and neighboring jurisdictions in support of ESF 1</li> <li>• Determine the usable portion of the city's transportation system</li> <li>• Assist in making temporary repairs, bypasses or alterations</li> </ul>



STANISLAUS COUNTY EMERGENCY SUPPORT FUNCTION #1  
Critical Infrastructure

	<ul style="list-style-type: none"> <li>• Assist with barricades and other traffic related needs</li> <li>• Assist with debris removal and management</li> <li>• Aid in returning to normal activity levels as soon as possible</li> </ul>
Fire Service Agencies (Local, CAL FIRE)	<ul style="list-style-type: none"> <li>• Provide direction or coordination for fire suppression and rescue efforts during an incident. The California Master Mutual Aid program will be routinely employed to provide effective and efficient use of resources</li> </ul>
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• Provide direction or coordination for law enforcement resources and activities during an incident, including emergency traffic controls and evacuation of citizens. The California Master Mutual Aid program will be employed to provide effective and efficient use of resources.</li> </ul>
School Districts (Local)	<ul style="list-style-type: none"> <li>• Coordinate with Law Enforcement and Public Works as required</li> <li>• Assist in providing emergency transportation as needed during an incident</li> <li>• Assist in providing emergency transportation for People with Disabilities and Access and Functional Needs</li> </ul>
Transit Agencies (Local)	<ul style="list-style-type: none"> <li>• Work cooperatively with the County Public Works department to provide all modes of emergency transit as needed</li> <li>• Coordinate with Law Enforcement for the evacuation of citizens</li> <li>• Provide emergency transit for People with Disabilities and Access and Functional Needs</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>• Work cooperatively with the County Public Works department to restore power in support of the transportation system</li> <li>• Coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other safety threats</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Community-based Organizations Faith-based Communities	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after</li> </ul>





Public / Private Partners	
Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	an event, as requested by the EOC Director



## Section 3: EOC Structure

---

ESF 1 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 1 supports the command/management function by providing trained staff to the EOC to support functional activities within the response and recovery phases. ESF 1 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC).

**Operations:** ESF 1 will supply trained staff to the Operation Section to support functional activities within the response, mitigation and recovery phases. ESF 1 will provide assistance or leadership in various areas including directing field staff conducting surveys and/or investigations, planning daily activities of construction, reconstruction or repair of the transportation infrastructure, debris management, and coordination with local utility companies.

**Planning:** ESF 1 will supply trained staff to the Planning and Intelligence Section to support functional activities within the response, mitigation and recovery phases. The Director of Public Works may provide assistance or leadership in various areas including GIS mapping support, contributing situation information about the incident, participating in incident planning meetings, maintaining the status of resources, maintaining accurate documentation of incident and/or providing training and orientation for new or reassigned staff.

**Logistics:** ESF 1 will supply trained staff to the Logistics Section to support functional activities within the response, mitigation and recovery phases. The Director of Public Works may supply staff, equipment, services or other resources when and where appropriate.

**Finance:** ESF 1 may provide staff to support and work within the areas of responsibility of the Finance Section. These areas may include: contract administration, procurement of private contractors, cost analysis, purchasing/procuring, compensation/claims, or time reporting/payroll documentation.



## **Section 4: Reference and Resources**

---

### ***4.1 References***

---

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #1, #3 and #12

FEMA Emergency Support Function #1, #3 and #12

Proposed California Assembly Bill 477

### ***4.2 Resources***

---

County Public Information Officer

Stanislaus County EOC Management Team



This Page Intentionally Left Blank.

Stanislaus County Emergency Operations Plan



# Emergency Support Function #2 Communications

---

## Communications

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 2 – Communications (ESF 2) provides Operational Area capability to receive and transmit priority communications during an emergency or imminent event, supports the restoration of the communications infrastructure, facilitates the recovery of systems and applications from cyber-attacks, and coordinates communications and information technology support to the Joint Information Center (JIC) and/or Public Information Officer (PIO). Information Technology Central (ITC) is the lead department responsible for ESF 2 and the ITC Director serves as the Coordinator.

### 1.1 Purpose and Scope

---

Emergency Support Function (ESF) 2 describes how the County will provide for, support, and enhance the requisite technology (hardware and software) for emergency communications systems; alert, warning, and notification systems; cybersecurity measures; and redundant communications systems during all phases of the emergency management cycle, including response and recovery operations.

ESF 2 will coordinate the establishment, maintenance, and restoration of Stanislaus County communications systems to ensure the provision of efficient communications during emergency operations. This function will enable the receipt and transmission of priority messages by coordinating emergency systems used to communicate with and among the various response departments and emergency systems used to communicate disaster information to the public. ESF 2 applies to all departments that may require communications services, or whose communications systems may be affected during emergency response operations. This includes departments with their own IT department and are not supported by ITC.

ESF 2 has two core functions: Emergency Communications Management and Communications Systems Restoration and Sustainment.

Emergency Communications Management consists of:

- 1) Establish and operate emergency communications center;
- 2) Provide emergency communications support; and
- 3) Provide spectrum/frequency management support

Communications Systems Restoration and Sustainment consists of:

- 1) Provide telecommunications support
  - a) Restore disrupted service for critical sites and locations
  - b) Provide secure and unsecure communications as needed



**1.2 Goals**

The goals of ESF 2 include the following:

Alert and Warning:

- Maintain a reliable alert, warning, and notification system infrastructure

Communications Systems:

- Establish and maintain an effective communications system, including County-owned and commercially leased systems, for use in a disaster
- Coordinate the provision of redundant and temporary communications as required
- Monitor and report on the overall status of the County’s communications infrastructure during a disaster
- Maintain the County’s critical information technology infrastructure, including but not limited to, the provision of cybersecurity measures
- Implement and utilize the five elements of cyber resilience: prepare/identify, protect, detect, respond, and recover to ensure security of the County’s cyber infrastructure and communication systems.
- Coordinate County support of local communications systems as required and/or requested

**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Information Technology Central (ITC)
ESF 2 Coordinator	Information Technology Central (ITC) Director
Supporting Departments	County Departments Not Supported by ITC Agricultural Commissioner Behavioral Health and Recovery Services (BHRS) Department of Child Support Services Clerk Recorder Community Services Agency (CSA) Cooperative Extension District Attorney Department of Environmental Resources (DER) Health Services Agency (HSA) Library Office of Emergency Services (OES) Parks





	Probation Stanislaus Regional 911 (SR-911) Sheriff Workforce Development
Supporting Agencies	Amateur Radio Emergency Services (ARES) Cal OES Cities (Op Area) Fire Service Agencies (Local, CAL FIRE) Law Enforcement Agencies (Local, CHP, FBI) Public Safety Answering Points (PSAPs) Public Works Agencies (Caltrans, Utilities) United Way 211
Public / Private Partners	Commercial/Private Internet Service Providers (AT&T, Comcast, Xfinity, Charter) Everbridge® Wireless Providers (Verizon, AT&T, T-Mobile, Sprint)

**1.4 Responsibilities**

Department / Agency	Responsibilities
Lead Agency:  ITC	<ul style="list-style-type: none"> <li>• Coordinate all ESF 2 activities</li> <li>• Serve as Communications Unit Leader in the EOC</li> <li>• Maintain communication with ESF 2 supporting departments/agencies</li> <li>• Provide a system for timely and accurate alert and warning messages to the public</li> <li>• Maintain, protect and restore County infrastructure and communications systems</li> <li>• Lead the response team in the event of an emergency that involves a system failure, detected or active intrusion, or a virus attack</li> <li>• Oversee cybersecurity response and recovery</li> <li>• Assist County departments not supported by ITC</li> <li>• Provide technical expertise</li> <li>• Provide ongoing situation status updates</li> <li>• Maintain contact with field personnel and/or DOC(s) involved with response operations</li> </ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"> <li>• Support ESF 2 activities by providing technical assistance as requested</li> <li>• Provide staff to the relevant DOC(s) or EOC to assist with ESF 2 activities</li> <li>• Provide ongoing situation status updates to the EOC</li> <li>• Perform agency-specific emergency responsibilities as requested</li> </ul>



Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Provide agency-specific services, supplies and personnel before, during and after an event, as requested by the EOC Director</li><li>• Maintain and restore communications systems</li><li>• Provide a liaison to the EOC if requested</li></ul>
----------------------------------	--



## Section 2: Concept of Operations

The response Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Information Technology Central</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 2 activities</li> <li>• Provide trained staff to support activities in the EOC</li> <li>• Provide guidance and direction through the Stanislaus Operational Area Decision Process structure</li> </ul>
<b>Emergency Function 2 Coordinator</b> <b>Information Technology Central Director</b>
<ul style="list-style-type: none"> <li>• Serve as the Communications Unit Leader or other EOC positions depending on the incident</li> <li>• Provide Emergency Communications Management and Communications System Restorations &amp; Sustainment</li> <li>• Provide technical and subject matter expertise for ESF 2</li> <li>• Initiate and maintain communication with ESF 2 stakeholders</li> <li>• Coordinate activities of supporting agencies and partners during the response and recovery phases of an incident</li> <li>• Maintain and/or recover County communication infrastructure</li> <li>• Oversee recovery from a cybersecurity incident</li> <li>• Provide trained IT specialists who maintain the technological back bone of the Emergency Operations Center during an activation</li> <li>• Assist County departments not supported by ITC</li> <li>• Support the incident Public Information Officer / Joint Information Center as requested</li> <li>• Maintain a reliable emergency alert, warning and notification system</li> <li>• Maintain operations to meet the specific needs of the incident or event</li> <li>• Initiate notification and warning of appropriate personnel</li> <li>• Develop and maintain emergency communication plans</li> </ul>



Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
County Departments with own IT Services	<ul style="list-style-type: none"> <li>• Provide staff support to ESF 2 lead coordinator</li> <li>• Provide technical expertise</li> </ul>
Office of Emergency Services (OES)	<ul style="list-style-type: none"> <li>• Provide staff support to ESF 2 lead coordinator</li> <li>• Provide technical expertise</li> <li>• Provide support for alert and warning and emergency radios as requested</li> </ul>
Stanislaus Regional 911 (SR-911)	<ul style="list-style-type: none"> <li>• Operate the Public Service Answering Point (PSAP) as well as provide primary emergency dispatch for the Sheriff's Department, fire districts and the public safety agencies of several cities</li> <li>• Maintain an alternate PSAP/emergency dispatch capability</li> <li>• Fill the role of Communications Unit Leader during a disaster</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Amateur Radio Emergency Services (ARES)	<ul style="list-style-type: none"> <li>• Provide trained amateur radio operator volunteers to assist with emergency communications as requested by the EOC</li> </ul>
Cal OES	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed</li> </ul>
Caltrans	<ul style="list-style-type: none"> <li>• Support ESF 2 lead agency and stakeholders during response and recovery</li> </ul>
Cities (Op Area)	<ul style="list-style-type: none"> <li>• Support ESF 2 stakeholders</li> <li>• Provide IT technical expertise as requested by the EOC</li> </ul>
Fire Service Agencies (Local, CAL FIRE)	<ul style="list-style-type: none"> <li>• Provide support and technical expertise for emergency radio and communication issues</li> </ul>



Supporting Agencies	
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• Provide support and technical expertise for emergency radio and communication issues</li> </ul>
Public Safety Answering Points (PSAPs)	<ul style="list-style-type: none"> <li>• Support ESF 2 lead agency and stakeholders during response and recovery</li> <li>• Maintain an alternate PSAP/emergency dispatch capability</li> <li>• Develop policies and procedures on relocation of PSAP</li> </ul>
United Way 211	<ul style="list-style-type: none"> <li>• Communicate emergency information to the public regarding location and availability of community services</li> <li>• Maintain coordination with the EOC Communications Unit to ensure the provision of needed information to the public</li> <li>• Provide staff to the EOC communications unit as necessary</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>• Support ESF 2 lead agency and stakeholders during response and recovery</li> <li>• Provide technical assistance</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Commercial/Private Internet Services Providers (AT&T, Comcast, Xfinity, Charter)	<ul style="list-style-type: none"> <li>• Provide technical assistance and services as requested</li> </ul>
Everbridge	<ul style="list-style-type: none"> <li>• Provide technical assistance and services as requested</li> </ul>
Wireless Providers (Verizon, AT&T, T-Mobile, Sprint)	<ul style="list-style-type: none"> <li>• Provide technical assistance and services as requested</li> </ul>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



**2.1 Communication Systems**

**Interoperability**

Stanislaus County has various radio systems supporting law enforcement, fire service, public works and other local government agencies. These systems include Very High Frequency (VHF), Ultra High Frequency (UHF), and 800mhz systems. To facilitate interoperability, the County Communications Center has the capability of patching together different systems so that all parties involved in an incident can communicate. Stanislaus County also has Infinimux, which is a mobile gateway to allow patching together systems in the field.

Telephone Communications	
Cellular Telephones	Cellular telephones are wireless radio telephones that are primarily dependent upon terrestrial cellular sites e.g., radio reception points, to enable transmission of calls. Cellular services in general are prone to disruptions due to user overload, system failures at times of disasters, emergencies and large special events, and therefore may not typically be fully reliable / dependable at such times.
Government Emergency Telecommunications System (GETS)	Provided by the National Communications System (NCS) in the Cyber Security & Communications Division, National Protection and Programs of the Department of Homeland Security. GETS provides National Security/Emergency Preparedness (NS/EP) personnel a high probability of completion for their phone calls when normal calling methods are unsuccessful. It is designed for periods of severe network congestion or disruption and works through a series of enhancements to the Public Switched Telephone Network (PSTN). Users receive a GETS “calling card” to access the service.
OASIS	Operated by CalOES, OASIS is a dedicated satellite radio phone system with low speed data capability, created to assist in emergency services coordination. It is installed in every California county Emergency Operations Center and many State facilities, including the State Warning Center. The system can be accessed via external phone lines and can also be used to access external phone lines.
Plain Old Telephone System (POTS)	POTS lines are the standard wired systems using land-based copper lines for voice exchange between two telephones or multiple telephones via conference calling. All County agencies are connected within their premises by a mechanical switch or a PBX server, which regulates the internal extensions and all external incoming calls. In the



	event of telephone service failure, each agency may still be able to communicate within their respective premises using the POTS in the intercom mode, e.g., retain ability to call internal extensions within premises.
Satellite Phones	Satellite phones are commercial wireless radiotelephones that rely on radio transmissions via orbiting satellites and strictly operate under direct "line-of-sight" rules.
Voice Over Internet Protocol (VOIP)	The VOIP Service is a method of voice communications using Internet Protocol. The telephone numbers and extensions rely on a computer system and server which executes the call routing and interfaces with the public telephone system. The City, through the Department of Technology utilizes VOIP in a small number of City Departments. The VOIP Service can be either locally supported (within a given office or structure) or distributed through the City's Fiber Network.

Public Warning Communication Systems	
Emergency Alert System (EAS)	EAS is used by alerting authorities to send warnings via broadcast, cable, satellite, and hard-wired communication pathways. Emergency Alert System participants are the stewards of this important public service and work in partnership with alerting officials at all levels of government. EAS is also used when all other means of alerting the public are unavailable, providing an added layer of resiliency to the suite of available emergency communications tools. The EAS digital system architecture allows broadcast stations, cable systems, participating satellite companies, and other services to send and receive emergency information quickly and automatically even if those facilities are unattended.
Integrated Public Alert & Warning System (IPAWS)	IPAWS is an Internet-based capability that can be used by Federal, State, local, tribal alerting authorities to issue critical alerts and warnings. Alerting Authorities can use IPAWS and integrate local systems that use Common Alerting Protocol (CAP) standards with the IPAWS infrastructure. IPAWS provides public safety officials with an effective way to alert and warn the public about serious emergencies using the Emergency Alert System (EAS), Wireless Emergency Alerts (WEA), the National Oceanic and Atmospheric Administration (NOAA) Weather Radio, and other public alerting systems from a single interface.
NOAA	The National Oceanic and Aeronautics Administration (NOAA), through its National Weather Service, maintains



Public Warning Communication Systems	
	beacons throughout the country that broadcast weather forecasts, as well as alerts, watches and warnings for severe weather and natural hazards. NOAA allows emergency management and public safety agencies to use this system to inform the public of non-weather emergency and disaster information.
Social Media	Social Media includes media outlets such as blogging, websites, and social networking sites (Twitter, Facebook, Instagram, Nextdoor, etc.).
Wireless Alert System (WEA)	WEA is a public safety system that allows customers who own certain wireless phones and other compatible mobile devices to receive geographically-targeted, text-like messages alerting them of imminent threats to safety in their area. WEA enables government officials to target emergency alerts to specific geographic areas through cell towers that broadcast emergency alerts for reception by WEA-enabled mobile devices. Wireless companies volunteer to participate in WEA, which is the result of a unique public/private partnership between the FCC, FEMA and the wireless industry to enhance public safety.





## Section 3: EOC Structure

---

ESF 2 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 2 supports the Management Section by providing senior staff, incident action planning capabilities and information. When necessary, ESF 2 utilizes trained staff from other agencies and departments within the Stanislaus County government to support functional activities within the response and recovery phases. The Public Information Officer is a position of the Management Section. Working with the EOC Director and/or Incident Commander, consistent messaging will be verified and disseminated through all avenues as appropriate to the event or incident. Media inquiries will be directed to the PIO.

**Operations:** Supporting agencies, whether public or private, often provide resources with discipline-specific expertise to manage operational activities. Staff in the Operations Section have received appropriate training and certification to perform at the levels that they are assigned.

Depending on the type of incident encountered, typical management or coordination responsibilities of some or all of the following activities may occur: Fire/Rescue, Law Enforcement, Construction and Engineering (including utilities), Public Health/Medical, Care and Shelter, Animal Services. Additional activities may be included in the Operations Section as deemed necessary.

**Planning:** ESF 2 provides staff for the Planning Section needed to develop immediate as well as advanced planning products including: Incident/EOC Action Plan (IAP/EOC AP), documentation for the IAP/EOC AP, resources status (ReStat) tracking and managing systems, demobilization plans, situation status (SitStat) information, as well as GIS and mapping products. The Planning Section also coordinates and provides technical specialists on an as-needed basis during response and recovery operations.

**Logistics:** ESF 2 may provide staff to the Logistics Section to support an operation. These activities may be performed by involved public agencies as well as non-governmental providers, on an as-needed basis, depending on the size, type and complexity of the incident or event. Support activities are usually placed into the groupings developed within ICS, including: supply distribution, food handing and feeding, volunteer and donations management, communications capabilities (including computers, networking and data systems), medical provisions for incident assigned resources, group support activities including transportation, fueling and maintenance,



etc., and facilities managers. Depending on the incident or event, other specialized areas of responsibility may be included in the Logistics Section.

**Finance:** ESF 2 may provide staff to support and work within the areas of responsibility of the Finance Section. These areas may include: cost analysis, purchasing/procuring, compensation/claims or time reporting/payroll documentation.



## **Section 4: Reference and Resources**

---

### ***4.1 References***

---

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #2 and #18

FEMA Emergency Support Function #2

Wireless Emergency Alerts Consumer Guide – Federal Communications Commission

### ***4.2 Resources***

---

County Public Information Officer

Stanislaus County EOC Management Team



This Page Intentionally Left Blank.



# Emergency Support Function #4 Fire and Rescue

---

---

## Fire and Rescue

---

---

November 2021  
Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 4 – Fire and Rescue (ESF 4) coordinates support activities related to the detection and suppression of urban, rural and wild land fires and emergency incident scene rescue activities and monitors the status of fire mutual aid activities. The Stanislaus County Chief Executive Office / Fire Warden is the lead department responsible for ESF 4. The County Fire Warden serves as the Coordinator.

### 1.1 Purpose and Scope

---

The purpose of ESF 4 is to support the response and suppression of fires resulting from, or occurring coincidentally with, a public emergency in an extraordinary situation. Stanislaus County Operational Area manages and coordinates firefighting activities including search, rescue, containment, suppression, coordination of evacuation in the hazard areas, and delivery of emergency medical services. ESF 4 also manages and monitors the status of fire mutual aid activities.

### 1.2 Goals

---

The goals of ESF 4 include the following:

- Providing a system of direction, coordination and management, from an all risk perspective, to local fire agencies within the Fire and Rescue Operational Area involved in incidents or events requiring resources capabilities that exceed day to day response levels and that may expand beyond jurisdictional boundaries for response.
- Maintaining and staffing an OES On-Call position who acts as a designee of the Fire and Rescue Operational Area Coordinator to assist SR 911 in the coordination of any incident which exceeds day to day operations.
- Coordinating and assisting local fire agencies in recovery efforts following large-scale emergencies or disasters.
- Coordinating the participation in the Region IV Fire and Rescue Operations Plan Mutual Aid Agreement.



**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Chief Executive Office / Fire Warden
ESF 4 Coordinator	Fire Warden
Supporting Departments	Health Services Agency/Public Health (HSA/PH) Public Works Stanislaus Regional 911
Supporting Agencies	CAL FIRE Cal OES – Fire and Rescue Fire Service Agencies (Local) Law Enforcement Agencies (Local, CHP, FBI) National Weather Service Public Works Agencies (Utilities, Caltrans)

**1.4 Responsibilities**

Department / Agency	Responsibilities
Lead Agency:  Fire Warden	<ul style="list-style-type: none"> <li>• Provide support for fire prevention, fire suppression, and emergency medical aid to prevent loss of life, loss of property, and damage to the environment</li> <li>• Perform life-safety inspections and recommendations for activated emergency shelters</li> <li>• Coordination of firefighting activities through mutual aid on request and as resources allow</li> <li>• Provide support for search and rescue operations</li> <li>• Provide logistical support for mobilizing resources for firefighting</li> <li>• Provide subject matter experts information to improve infrastructure protection efforts within the emergency services sector</li> </ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"> <li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 4 activities</li> <li>• Provide ongoing situation status updates to the EOC</li> <li>• Perform agency-specific emergency responsibilities as assigned</li> </ul>
Public / Private Sector Partners	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>





## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

Lead Agency Chief Executive Office / Fire Warden	
<ul style="list-style-type: none"> <li>• Coordinate all ESF 4 activities</li> <li>• Provide trained and experienced staff to support activities in the EOC</li> <li>• Provide guidance and direction through the Stanislaus Operational Area Decision Process structure</li> </ul>	
Emergency Function 4 Coordinator Fire Warden	
<ul style="list-style-type: none"> <li>• Serve as the Fire Branch Director in the EOC</li> <li>• Coordinate activities of local fire agencies during the response and recovery phase of local, state and federal incidents</li> <li>• Request and coordinate mutual aid</li> <li>• Act as a point of coordination between local fire agencies and the Operational EOC, region, state and federal fire agencies participating in the response and recovery of an incident</li> </ul>	

Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Health Services Agency/Public Health (HSA/PH)	<ul style="list-style-type: none"> <li>• Coordinate with EMS, hospitals, clinics, and long-term care for medical-health response</li> <li>• Serve as the Medical Health Operational Area Coordinator, responsible for medical resource management during a disaster or public health emergency</li> <li>• Assist in the development of risk communication information through the HSA PIO</li> <li>• The Public Health Officer has declaration authority to protect the public in a public health emergency</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>• Perform support activities related to the direction and coordination of construction and engineering projects to assist in emergency debris removal, demolition, and temporary repair of essential public facilities</li> </ul>



Supporting Departments	
	<ul style="list-style-type: none"> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats following a disaster</li> </ul>
Stanislaus Regional 911	<ul style="list-style-type: none"> <li>• Operate the Public Service Answering Point (PSAP) for fire department and districts</li> <li>• Maintain an alternate PSAP/emergency dispatch capability</li> <li>• Fill the role of Communications Unit Leader during a disaster</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
CAL FIRE	<ul style="list-style-type: none"> <li>• Provide direction or coordination for fire suppression and rescue efforts during an incident. The California Master Mutual Aid program will be routinely employed to provide effective and efficient use of resources.</li> </ul>
Cal OES	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California.</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed.</li> </ul>
Caltrans	<ul style="list-style-type: none"> <li>• Perform support activities related to the direction and coordination of construction and engineering projects to assist in emergency debris removal, demolition, and temporary repair of essential public facilities</li> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats following a disaster</li> </ul>
Fire Service Agencies	<ul style="list-style-type: none"> <li>• Provide fire suppression and rescue efforts during an incident.</li> </ul>
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• Provide direction or coordinator for law enforcement resources and activities during an incident. The California Master Mutual Aid program will be employed to provide effective and efficient use of resources.</li> </ul>



Supporting Agencies	
National Weather Service	<ul style="list-style-type: none"> <li>Provides fire/weather forecasting, including the dispersion of smoke, in support of planning and response activities.</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>Coordinate utility work during times of emergency as well as recovery projects</li> <li>Form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats following a disaster</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>

---

## Section 3: EOC Structure

---

ESF 4 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 4 supports the command/management function by providing trained senior staff, incident action planning capabilities and information. When necessary, ESF 4 utilizes trained staff from other local fire agencies and departments within the Stanislaus County to support functional activities within the response and recovery phases.

**Operations:** Local fire agencies will provide resources with discipline-specific expertise for fire suppression and rescue efforts. Field operations will communicate with EOC Operation Section with situation status updates, resource requests, and any additional needs for the support of field operation. Staff in the Operations Section will regularly communicate with field operations and support and coordinate any requests. EOC staff have received appropriate training and certification to perform at the levels that they are assigned.

**Planning:** ESF 4 may provide staff for the Planning Section needed to develop immediate as well as advanced planning products including: Incident/EOC Action Plan (IAP/EOC AP), documentation for the IAP/EOC AP, resources status (ReStat) tracking and managing systems, demobilization plans, situation status (SitStat) information, as well as GIS and mapping products. The Planning Section also coordinates and provides technical specialists on an as-needed basis during response and recovery operations.

**Logistics:** ESF 4 may provide staff to the Logistics Section to support an operation. These activities may be performed by involved public agencies as well as non-governmental providers, on an as-needed basis, depending on the size, type and complexity of the incident or event. Support activities are usually placed into the groupings developed within ICS, including: supply distribution, food handing and feeding, volunteer and donations management, communications capabilities (including computers, networking and data systems), medical provisions for incident assigned resources, group support activities including transportation, fueling and maintenance, etc., and facilities managers. Depending on the incident or event, other specialized areas of responsibility may be included in the Logistics Section.

**Finance:** ESF 4 may provide staff to support and work within the areas of responsibility of the Finance Section. These areas may include: cost analysis, purchasing/procuring, compensation/claims or time reporting/payroll documentation.



## **Section 4: Reference and Resources**

---

### ***4.1 References***

---

FIRESCOPE 410-1 MACS Procedure Guide

Mutual Aid Plan – Cal OES Fire and Rescue Branch

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #4

FEMA Emergency Support Function #4 and #9

### ***4.2 Resources***

---

Fire Warden On-Call

County Public Information Officer

Stanislaus County EOC Management Team



# Emergency Support Function #5 Emergency Management

---

---

Management  
Resources  
Public Information

---

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 5 – Management (ESF 5) combines three California Emergency Functions (CA-EFs) into one overarching ESF which includes the functions of: Management, Resources and Public Information. The Stanislaus County Chief Executive Office / Office of Emergency Services is the lead department responsible for ESF 5. The Office of Emergency Services (OES) serves as the Coordinator.

Coordinating and collaborating with the Supporting Departments and Agencies, the Coordinator is responsible to:

**Management:** Coordinate and resolve issues among the ESFs in the four phases of emergency management; oversee the development and maintenance of the Emergency Operations Plan (EOP), Emergency Support Functions and Annexes. During emergencies, serves as the EOC Director.

**Resources:** Coordinate plans and activities to locate, procure and pre-position resources to support emergency operations.

**Public Information:** Support the accurate, coordinated, timely and accessible information to affected audiences, including government, media, faith-based and non-governmental organizations, the private sector, the local populace, individuals with limited English proficiency and individuals with disabilities and others with access and functional needs.

### 1.1 Purpose and Scope

---

The purpose of ESF 5 is to support emergency function stakeholders during the phases of emergency management: mitigation, preparedness, response, and recovery. This oversight ensures consistency in the development and maintenance of the EOP, Emergency Support Functions, and Annexes. During emergency response, the ESF 5 Coordinator or designee serves as the EOC Director. The Coordinator has the responsibility to provide direction and support to EOC staff; to identify, acquire, allocate and track resources, assure resources work within their statutory and regulatory authorities, and; to provide accurate, coordinated, timely, and accessible information to the public including vulnerable population(s).

### 1.2 Goals

---

The goals of ESF 5 include the following:

- Providing direction, coordination and management services on a 24/7 basis, and from an all-risk perspective. These services are available to all public agencies as well as non-government organizations involved in all phases of emergency management.





- Providing oversight in the development and maintenance of the Emergency Operations Plan, Emergency Support Functions and Annexes of the County and cities within the Operational Area.
- Providing a system of direction, coordination and support to Stanislaus County supporting agencies and partners within the Operational Area involved in incidents or events of a magnitude greater than day-to-day levels and outside the normal bounds of response.
- Managing resources required to address an incident or event. Resources consist of Supply, Personnel/Overhead and Equipment/Facilities
- Providing the affected audience with appropriate, accurate information before, during and after an incident or event.

**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Chief Executive Office / Office of Emergency Services
ESF 5 Coordinator	Office of Emergency Services (OES)
Supporting Departments	Agricultural Commissioner Animal Services Auditor-Controller Behavioral Health & Recovery Services (BHRS) Board of Supervisors/Clerk of the Board Community Services Agency (CSA) County Counsel District Attorney Department of Environmental Resources (DER) General Services Agency (GSA) Health Services Agency/Public Health (HSA/PH) Information Technology Central Public Works Stanislaus Regional 911
Supporting Agencies	Cal OES – Inland Region, Fire and Rescue Branch, Law Enforcement Branch Cities (Op Area) Fire Service Agencies (Local, CAL FIRE) Law Enforcement Agencies (Local, CHP, FBI) Public Works Agencies (Caltrans, Utilities)
Public / Private Sector Partners	As needed to support the incident/event



**1.4 Responsibilities**

Department / Agency	Responsibilities
Lead Agency: Office of Emergency Services (OES)	<ul style="list-style-type: none"> <li>• Coordinate all ESF 5 activities</li> <li>• Serve as EOC Director</li> <li>• Maintain contact with field personnel and/or DOC(s) involved with response operations</li> <li>• Staff EOC as needed</li> <li>• Provide ongoing situation status updates</li> <li>• Serve as the lead agency for Alert and Warning</li> <li>• Activate and coordinate PIO / JIC function as needed</li> <li>• Request Mutual Aid when needed</li> <li>• Identify and track resources</li> <li>• Maintain communication with ESF 5 supporting departments/agencies</li> </ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"> <li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 5 activities</li> <li>• Provide ongoing situation status updates to the EOC</li> <li>• Perform agency-specific emergency responsibilities as assigned</li> </ul>
Public / Private Sector Partners	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



## Section 2: Concept of Operations

The response phase concept of operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Chief Executive Office / Office of Emergency Services</b>
<ul style="list-style-type: none"> <li>• Provide trained and experienced staff to fill an incident or EOC Management Team. Team members are trained to fill the five function areas of Incident Command System (ICS) and the Standardized Emergency Management System (SEMS): Management, Operations, Planning, Logistics, and Finance</li> <li>• Provide guidance and direction through the Stanislaus Operational Area Decision Process structure</li> </ul>
<b>Emergency Function 5 Coordinator</b> <b>Director of Emergency Services / Assistant Director of Emergency Services</b>
<ul style="list-style-type: none"> <li>• Implement, facilitate and provide the Coordinator for the Stanislaus Multi-Agency Coordination Group (Stan MAC) including the activities of the Threat Assessment Group (TAG)</li> <li>• Initiate activation and operation of the Emergency Operations Center (EOC), Operational Area EOC (OA EOC), or Area Command (A/C) through the StanMAC process</li> <li>• Coordinate a <i>Proclamation of an Emergency</i> with the Board of Supervisors/Clerk of the Board and County Counsel, as needed</li> <li>• Maintain operation and scale operations of the facility to meet the specific needs of the incident or event</li> <li>• Coordinate activities of supporting agencies and partners during the response and recovery phases of an incident</li> <li>• Provide the link between local responses and the regional, state and federal agencies participating in the response and recovery to an incident</li> <li>• Oversee the development and maintenance of the County Emergency Operations Plan and the City EOPs within the Operational Area</li> <li>• Identify, acquire, allocate and track resources as requested and assigned to the incident</li> <li>• Activate Alert and Warning System</li> <li>• Activate and coordinate dissemination of public information by a Public Information Officer and/or Joint Information Center</li> </ul>



Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Agricultural Commissioner	<ul style="list-style-type: none"> <li>• Supports the EOC in a large-scale pesticide event, a harmful insect, weed and/or plant disease event</li> <li>• Act as liaison with the California Department of Food and Agriculture (CDFA), the Department of Pesticide Regulation, and the United States Department of Agriculture (USDA)</li> <li>• Coordinates disposal of various dead animals (turkeys, cattle, horses, etc.)</li> <li>• Works closely with Environmental Resources on a pesticide event and animal disposal</li> </ul>
Animal Services	<ul style="list-style-type: none"> <li>• Initiates and coordinates rescue, transportation and sheltering of animals as a result of an incident or disaster</li> <li>• Works closely with CSA on the transportation, and care and sheltering of pets and service animals during an evacuation or sheltering event</li> <li>• Act as liaison with local veterinarians</li> </ul>
Auditor-Controller	<ul style="list-style-type: none"> <li>• Provide staff to manage the Finance Section</li> <li>• Coordinate reimbursement process for recovery</li> </ul>
Behavioral Health & Recovery Services (BHRS)	<ul style="list-style-type: none"> <li>• Provide mental health checks for staff working in the EOC, first responders and others, as requested by the EOC Director or Incident Commander</li> </ul>
Board of Supervisors/Clerk of the Board	<ul style="list-style-type: none"> <li>• Proclaim an Emergency, as needed or required</li> </ul>
Community Services Agency (CSA)	<ul style="list-style-type: none"> <li>• Initiate and manage care and shelter projects during times of an emergency or disaster.</li> <li>• Coordinate with American Red Cross and other partner agencies, to determine the need for shelter facilities including factors such as, number of shelters needed, individual ambulatory needs, emergency power needs, location and transportation issues, and levels of evacuee care anticipated. Open, support and manage shelters and provide food, supplies and needed equipment. Through coordinated efforts, a determination will be made as to the level of care which is needed for support services for all individuals, including those with access and functional needs.</li> </ul>
County Counsel	<ul style="list-style-type: none"> <li>• Coordinate with the Clerk of the Board in preparing a Proclamation of an Emergency for the Board of Supervisors approval, as needed or required</li> </ul>



Supporting Departments	
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>Identify the nature and degree of hazards during a hazardous materials emergency</li> <li>Serve as the first responder to a large-scale pesticide incident</li> <li>Provide information regarding retail food outlets during a food contamination incident</li> <li>Coordinate with the Waste Management Board and other state agencies</li> <li>Assist in the disposal of dead animals</li> </ul>
District Attorney	<ul style="list-style-type: none"> <li>Provide communication and agency-specific assistance</li> <li>Engage Victim Services to provide support to crime victims</li> </ul>
General Services Agency (GSA)	<ul style="list-style-type: none"> <li>Provide list of pre-identified and contracted vendors for supplies, resources and equipment</li> <li>Provide staff to manage the Logistics Section</li> <li>Assist in identifying, ordering and tracking of incident resources</li> </ul>
Health Services Agency/Public Health (HSA/PH)	<ul style="list-style-type: none"> <li>Coordinate with EMS, hospitals, clinics, and long-term care for medical-health response</li> <li>Serve as the Medical Health Operational Area Coordinator, responsible for medical resource management during a disaster or public health emergency</li> <li>Assist in the development of risk communication information through the HSA PIO</li> <li>The Public Health Officer has proclamation authority to protect the public in a public health emergency</li> </ul>
Information Technology Central	<ul style="list-style-type: none"> <li>Provide trained IT specialists who maintain the technological back bone of the Emergency Operations Center</li> <li>Fill the role of technical specialists for data communication needs during the incident or may be assigned directly to the Communications Unit in Logistics</li> <li>Provide GIS mapping personnel and capabilities</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>Perform support activities related to the direction and coordination of construction and engineering projects, evacuation and transportation of evacuees, flood fighting, debris removal and management, reconstruction projects and recovery survey programs of damaged or threatened areas</li> </ul>



Supporting Departments	
	<ul style="list-style-type: none"> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats following a disaster</li> </ul>
Stanislaus Regional 911 (SR-911)	<ul style="list-style-type: none"> <li>• Operate the Public Service Answering Point (PSAP) as well as provide primary emergency dispatch for the Sheriff's Department, fire districts and the public safety agencies of several cities</li> <li>• Maintain an alternate PSAP/emergency dispatch capability</li> <li>• Fill the role of Communications Unit Leader during a disaster</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Fire Services (Local, CAL FIRE)	<ul style="list-style-type: none"> <li>• Provide direction or coordination for fire suppression and rescue efforts during an incident. The California Master Mutual Aid program will be routinely employed to provide effective and efficient use of resources.</li> </ul>
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• Provide direction or coordinator for law enforcement resources and activities during an incident. The California Master Mutual Aid program will be employed to provide effective and efficient use of resources.</li> </ul>
Cal OES – Inland Region (Fire & Rescue Branch, Law Enforcement Branch)	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California.</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed.</li> </ul>
Public Works Agencies (Caltrans, Utilities)	<ul style="list-style-type: none"> <li>• Perform support activities related to the direction and coordination of construction and engineering projects, evacuation and transportation of evacuees, flood fighting, reconstruction projects and recovery survey programs of damaged or threatened areas</li> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other safety threats</li> </ul>



Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"><li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li></ul>



## Section 3: EOC Structure

---

ESF 5 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 5 supports the Management Section by providing senior staff with incident action planning capabilities and information. When necessary, ESF 5 utilizes trained staff from other agencies and departments within the Stanislaus County government to support functional activities within the response and recovery phases. The Public Information Officer is a position of the Management Section. Working with the EOC Director and/or Incident Commander, information will be verified and disseminated through all avenues as appropriate to the event or incident.

**Operations:** Supporting agencies, whether public or private, often provide resources with discipline-specific expertise to manage operational activities. Staff in the Operations Section have received appropriate training and certification to perform at the levels that they are assigned.

Depending on the type of incident encountered, typical management or coordination responsibilities of some or all of the following activities may occur: Fire/Rescue, Law Enforcement, Construction and Engineering (including utilities), Public Health/Medical, Care and Shelter, Animal Services. Additional activities may be included in the Operations Section as deemed necessary.

**Planning:** ESF 5 provides staff for the Planning Section needed to develop immediate as well as advanced planning products including: Incident/EOC Action Plan (IAP/EOC AP), documentation for the IAP/EOC AP, resources status (ReStat) tracking and managing systems, demobilization plans, situation status (SitStat) information, as well as GIS and mapping products. The Planning Section also coordinates and provides technical specialists on an as-needed basis during response and recovery operations.

**Logistics:** ESF 5 may provide staff to the Logistics Section to support an operation. These activities may be performed by involved public agencies as well as non-governmental providers, on an as-needed basis, depending on the size, type and complexity of the incident or event. Support activities are usually placed into the groupings developed within ICS, including: supply distribution, food handing and feeding, volunteer and donations management, communications capabilities (including computers, networking and data systems), medical provisions for incident assigned resources, group support activities including transportation, fueling and maintenance, etc., and facilities managers. Depending on the incident or event, other specialized areas of responsibility may be included in the Logistics Section.





**Finance:** ESF 5 may provide staff to support and work within the areas of responsibility of the Finance Section. These areas may include: cost analysis, purchasing/procuring, compensation/claims or time reporting/payroll documentation.



## **Section 4: Reference and Resources**

---

### ***4.1 References***

---

California Emergency Services Act

California Disaster Assistance Act

Emergency Compacts

California Disaster and Civil Defense Mater Mutual Aid Agreement

California Emergency Management Mutual Aid (EMMA) Plan

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #5, #7, and #15

FEMA Emergency Support Function #5, #7, and #15

### ***4.2 Resources***

---

County Public Information Officer

Stanislaus County EOC Management Team



This Page Intentionally Left Blank.



# Emergency Support Function #6 Care and Shelter

---

## Care and Shelter

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 6 – Care and Shelter (ESF 6) coordinates and provides life-sustaining resources, essential services and statutory programs for disaster survivors. This includes mass care which encompasses sheltering, feeding, distribution of emergency supplies, and reunification of children with their parent(s)/legal guardians and adults with their families.

Although ESF 6 provides a concept of operations for overall coordination of activities that would take place under ESF 6, the *Stanislaus County Care and Shelter Plan Annex* provides the operational details for how ESF 6 would function before, during, and after an emergency activation. The Stanislaus County Community Services Agency (CSA) is the lead department responsible for ESF 6. The Community Services Agency Department Director serves as the Coordinator.

### 1.1 Purpose and Scope

---

The purpose of ESF 6 is to ensure a comprehensive shelter plan and strategy is in place to address the needs of those evacuated due to an emergency and/or disaster. As part of its response support role, ESF 6, in coordination with other ESFs as appropriate, will support the emergency management community in addressing individuals in need of additional assistance. These individuals may include people with disabilities and others with access and functional needs (i.e., populations whose members may have additional needs before, during, and after an emergency in functional areas, including, but not limited to maintaining independence, communication, transportation, supervision, and/or medical care.)

Stanislaus County has entered into Memorandums of Understanding (MOUs) with the American Red Cross to address Sheltering requirements, and the Salvation Army for feeding needs.

### 1.2 Goals

---

The goals of ESF 6 include the following:

- Coordinate with partner agencies as necessary during an emergency to determine the need for shelter facilities and to identify the number of shelters needed, as well as individual ambulatory needs, emergency power needs, location and transportation issues, and the level of evacuee care anticipated.
- Working with primary and supporting agencies to open, support, and manage shelters and provide food, supplies, transportation and needed equipment.



**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Community Services Agency (CSA)
ESF 6 Coordinator	Community Service Agency Director
Supporting Departments	Animal Services Behavioral Health and Recovery (BHRS) Department of Environmental Resources (DER) Health Services Agency/Public Health (HSA/PH) Parks
Supporting Agencies	American Red Cross Cal OES Latino Emergency Council (LEC) Salvation Army
Public / Private Sector Partners	Community-Based Organizations (CBOs) Faith-Based Organizations (FBOs)

**1.4 Responsibilities**

Department / Agency	Responsibilities
Community Services Agency (CSA)	<ul style="list-style-type: none"> <li>• In coordination with the American Red Cross (ARC), maintain and implement procedures and MOUs for care and shelter of displaced persons</li> <li>• In collaboration with ARC, coordinate operation of shelter facilities operated by the County, local volunteers, or organized disaster relief agencies.</li> <li>• Coordinate special care requirements for sheltered groups such as those who experience DAFN (e.g., unaccompanied children, elderly) and pets</li> <li>• Coordinate support with other County departments, relief agencies, and volunteer groups</li> <li>• Designate a coordinator/liaison to participate in all phases of the County disaster management program, when necessary or as requested</li> <li>• Coordinate emergency counseling for disaster victims and emergency response personnel suffering from behavioral and emotional disturbances</li> <li>• Coordinate with faith-based organizations and other volunteer agencies</li> <li>• Identify emergency feeding sites and food supplies (coordinate with the ARC and the Salvation Army, or other disaster relief organizations)</li> </ul>



Department / Agency	Responsibilities
	<ul style="list-style-type: none"><li>• Develop reunification plans including possible sites and resources needed in coordination with ARC</li><li>• Identify sources of needs for disaster victims, i.e. clothing, blankets, etc. (may coordinate with the ARC, Salvation Army, or other disaster relief organizations)</li></ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"><li>• Perform agency-specific emergency responsibilities as assigned</li><li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 6 activities</li><li>• Provide ongoing situation status updates to the EOC</li></ul>
Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li></ul>





## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Community Services Agency</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 6 activities</li> <li>• Provide trained and experienced staff to support activities in the EOC</li> </ul>
<b>Emergency Function 6 Coordinator</b> <b>Community Services Agency Director</b>
<ul style="list-style-type: none"> <li>• Serve as the Care and Shelter Branch Director in the EOC</li> <li>• Identify location of all mass care facilities/temporary sites designated to provide shelter and/or other services to evacuees</li> <li>• Provide, on a mass care basis, care and shelter services within Stanislaus County to evacuees unable to provide for themselves.</li> <li>• Coordinate with partner agencies to include securing the provision of food, potable water, shelter and other basic necessities</li> <li>• Arrange for the operation of each mass care facility/temporary evacuation site in collaboration with the American Red Cross.</li> <li>• Provide an inquiry and registration service in collaboration with ARC, including how the service will operate, reunite separated families, and/or respond to inquiries from relatives and friends outside the affected areas</li> <li>• Work with the assigned Public Information Officers to keep the evacuees and the general public informed on mass care activities</li> <li>• Work to ensure an orderly transition from mass care to separate family/individual living in collaboration with ARC</li> <li>• Coordinate the provision of public assistance services for the evacuees housed at mass care facilities/temporary evacuations sites within the affected area.</li> <li>• Consider the sheltering, equipment/resources, and transportation needs for the access and functional needs population in collaboration with ARC</li> <li>• Ensure sheltering services and facilities are accessible to individuals with access and functional needs in collaboration with ARC</li> <li>• Work with Animal Services to provide for the safety and well-being of household pets and service animals during evacuations and sheltering. In accordance with ADA requirements, individuals that require and utilize service animals will remain together, to the maximum extent possible, during evacuation, transport, sheltering and/or the delivery of other services</li> </ul>



- Continue to operate social welfare programs including protective services and sheltering for adults and children, including those in foster care, and issuing emergency food assistance;
- Coordinate with American Red Cross, Salvation Army and other disaster relief organizations to provide feeding of displaced residents.
- Follow CDSS guidance for local governments to operate a shelter in the event of a communicable disease outbreak or pandemic.

Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Animal Services	<ul style="list-style-type: none"> <li>• Provide for the safety and well-being of household pets and service animals during evacuations and sheltering</li> </ul>
Behavioral Health and Recovery Services (BHRS)	<ul style="list-style-type: none"> <li>• Provide crisis intervention; brief trauma-focused assessment, counseling and referral; debriefing and stress management for first responders, and employee assistance programs for County employees and their families</li> </ul>
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>• Assist to re-stabilize infrastructure and shelter services by reviewing the food handling and sanitation procedures</li> <li>• Offer guidance on proper disinfection of contaminated water systems, as well as a list of locations where potable water can be obtained</li> <li>• Offer oversight of proper handling of liquid waste, hazardous materials, and solid waste</li> </ul>
Health Services Agency/Public Health (HSA/PH)	<ul style="list-style-type: none"> <li>• Provide epidemiological consultation, investigation, treatment and/or referral and education, if appropriate, and follow-up for communicable diseases.</li> <li>• Liaise with the American Red Cross at regular intervals to determine additional staffing needs.</li> <li>• Assist in assessing and providing adequate skilled nursing personnel to shelters, when necessary</li> <li>• The Public Health Officer has declaration authority to protect the public in a public health emergency (Part of ESF 4)</li> </ul>
Parks	<ul style="list-style-type: none"> <li>• Determine status of park facilities for shelter use</li> <li>• Offer assistance with shelter operations at park sites</li> <li>• Provide assistance with site logistics and resources at park sites</li> </ul>



Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
American Red Cross (ARC)	<ul style="list-style-type: none"> <li>• Per the MOU between ARC and the County, operate the shelter and provide assistance to individual, families, and communities who have been or could be impacted by a disaster</li> <li>• Coordinate mutual activation of no-notice events</li> <li>• Maintain close coordination, communication and liaison activities with the EOC</li> <li>• Collaborate in the use of the National Shelter System (NSS)</li> <li>• Coordinate the use of facilities for shelters and service delivery sites</li> <li>• Provide disaster operations that will be as accessible as possible to people with disabilities or other access and functional needs</li> <li>• Integrate the efforts of other County departments and organizations (Public Health, Animal Services, Salvation Army, Voluntary Organization Active in Disaster, etc.)</li> <li>• Support reunification efforts through its Safe and Well website</li> </ul>
Cal OES	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed</li> </ul>
Latino Emergency Council (LEC)	<ul style="list-style-type: none"> <li>• Liaison to the Spanish-speaking community</li> </ul>
Salvation Army	<ul style="list-style-type: none"> <li>• Provide and coordinate feeding, emotional and spiritual care, and donation management which could include running a warehouse or distribution center</li> <li>• Participate in long-term recovery activities including recovery support and financial assistance</li> </ul>



Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> <li>• Provide emotional and spiritual care, as requested by the EOC Director</li> <li>• Provide volunteer and donation management, as requested by the EOC Director</li> <li>• Participate in long-term recovery efforts</li> </ul>



## Section 3: EOC Structure

---

ESF 6 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 6 supports the Management Section by providing senior staff, incident action planning capabilities and information. When necessary, ESF 6 utilizes trained staff from other local agencies and departments within Stanislaus County to support functional activities with the response and recovery phases.

**Operations:** ESF 6 Coordinator serves as the Care and Shelter Branch Director in the Operations Section. Other County departments and local agencies may provide resources with discipline-specific expertise to coordinate operational activities including those with responsibility in mass care, feeding, distribution of emergency supplies, reunification of families, donations and management, crisis counseling and additional emergency services. Staff in the Operations Section have received appropriate training and certification to perform at the levels that they are assigned.

**Planning:** ESF 6 may provide staff for the Planning Section needed to develop immediate as well as advanced planning products including: Incident/EOC Action Plan (IAP/EOC AP), documentation for the IAP/EOC AP, resources status (ReStat) tracking and managing systems, demobilization plans, situation status (SitStat) information, as well as GIS and mapping products. The Planning Section also coordinates and provides technical specialists on an as-needed basis during response and recovery operations.

**Logistics:** ESF 6 may provide staff to the Logistics Section to support an operation. These activities may be performed by involved public agencies as well as non-governmental providers, on an as-needed basis, depending on the size, type and complexity of the incident or event. Support activities are usually placed into the groupings developed within ICS, including: supply distribution, food handing and feeding, volunteer and donations management, communications capabilities (including computers, networking and data systems), medical provisions for incident assigned resources, group support activities including transportation, fueling and maintenance, etc., and facilities managers. Depending on the incident or event, other specialized areas of responsibility may be included in the Logistics Section.

**Finance:** ESF 6 may provide staff to support and work within the areas of responsibility of the Finance Section. These areas may include: cost analysis, purchasing/procuring, compensation/claims or time reporting/payroll documentation.



## **Section 4: Reference and Resources**

---

### **4.1 References**

---

Memorandum of Understanding (MOU) between The American Red Cross and Stanislaus County (2015)

Stanislaus County Care and Shelter Plan (2018)

Public Health All-Hazards Emergency Operations Plan (2016)

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #6

FEMA Emergency Support Function #6

### **4.2 Resources**

---

County Public Information Officer

Stanislaus County EOC Management Team

Medical Reserve Corp

Amateur Radio Emergency Services (ARES)

Voluntary Organizations Active in Disaster (VOAD)

Stanislaus County STARS (Sheriff's Office)

Community Emergency Response Team (CERT – City of Patterson)

This Page Intentionally Left Blank.



# Emergency Support Function #8 Public Health and Medical

---

## Public Health and Medical

---

November 2021

Office of Emergency Services





This Page Intentionally Left Blank.



## Section 1: Introduction

The Stanislaus County Health Services Agency is the lead department in the county responsible for Emergency Support Function 8 (ESF 8) - Public Health and Medical. The county’s public health and medical system includes a broad array of local and governmental entities; non-governmental and community-based organizations (NGO/CBOs); and the private healthcare sector. The intent of ESF 8 is to bring together these stakeholders before, during and after emergencies to develop systems and processes that support effective emergency management.

The Public Health Officer serves as the ESF 8 Coordinator as well as the Medical Health Operational Area Coordinator (MHOAC) defined in the California Public Health and Medical Emergency Operations Manual (EOM)<sup>1</sup>.

Because the Stanislaus County Public Health Officer serves the entire county, each of the nine cities within Stanislaus County are encouraged to pass a resolution designating the Stanislaus County Public Health Officer as the City Public Health Officer.

### 1.1 Purpose and Scope

The purpose of ESF 8 Public Health and Medical is to establish roles and responsibilities and to strengthen collaboration and coordination among public health, environmental health, behavioral health, and medical stakeholders that have the legal authorities, resources and capabilities to support the jurisdiction during emergencies. This includes addressing the needs of the population who may have chronic medical and/or other functional needs before, during, and after an incident.

In an emergency response, county departments and medical/health stakeholders retain their respective administrative authorities but coordinate within the ESF 8 structure in order to uphold the mission of protecting life, property and the environment. ESF 8 stakeholders are involved in a wide spectrum of activities involving public health, environmental health, emergency medical services and health care delivery as identified in the EOM as well as the table below.

<b>Scope of Activities</b>
Assessment of immediate medical needs
Coordination of disaster medical and health resources
Coordination of patient distribution and medical evaluation
Coordination 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

<sup>1</sup> For a full overview of the MHOAC program, refer to: [California Department of Public Health, California Public Health and Medical Emergency Operations Manual \(EOM\), July 2011](#)



Scope of Activities
Coordination of providers of non-fire-based, pre-hospital emergency medical services
Coordination of the establishment of temporary field treatment sites
Health surveillance and epidemiological analyses of community health status
Assurance of food safety (in coordination with ESF 11 Food and Agriculture)
Management of exposure to hazardous agents
Provision or coordination of mental health services
Provision of medical and health public information protective action recommendations
Provision or coordination of vector control services
Assurance of drinking water safety
Assurance of the safe management of liquid, solid, and hazardous wastes
Investigation and control of communicable disease

### 1.2 Goals

The goals and capabilities of ESF 8 include the following:

#### Public Information and Warning – Public Health and Medical Information

- Coordinates public health and medical messaging with jurisdictional officials.
- Continuously acquires and assesses information on the incident. Sources of information may include state incident response authorities; officials of the responsible jurisdiction in charge of the disaster scene; and ESF #8 support departments, agencies, and organizations.
- Provides public health, behavioral health, disease, and injury prevention information that can be transmitted to members of the general public and responders who are located in or near affected areas in multiple and accessible formats and languages in a culturally and linguistically appropriate manner that is understandable to all appropriate populations, such as individuals with access and functional needs; those with limited English proficiency; pediatric populations; populations with disabilities and others with access and functional needs; the aging; and those with temporary or chronic medical conditions.
- Supports a Joint Information Center (JIC) in the release of general medical and public health response information to the public.

#### Critical Transportation

- Patient Movement
- Transports seriously ill or injured patients and medical needs populations from point of injury or casualty collection points in the impacted area to designated reception facilities.



- Coordinates the local response in support of emergency triage and pre-hospital treatment, patient tracking, distribution, and patient return.
- Provides resources to assist in the movement of at-risk/medically fragile populations to shelter areas and with the sheltering of the special medical needs population that exceeds the local capacity.
- Provides private vendor ambulance support to assist in the movement of patients through the National Ambulance Contract.
- Provides support for evacuating seriously ill or injured patients through the National Disaster Medical System (NDMS). This is an interagency partnership between the Department of Health and Human Services (HHS), the Department of Homeland Security (DHS), the Department of Defense (DOD), and the Department of Veterans Affairs (VA).<sup>2</sup>
- Provides patient tracking from point of entry to final disposition.
- Provides capability to identify bed capacity for the purposes of bed allocation among healthcare treatment networks

#### Environmental Response Health and Safety

- Supports the Hazardous Materials function; provides technical assistance; and conducts exposure assessments and risk management to control hazards for response workers and the public.

#### Fatality Management Services

- Coordinates public health and medical issues in support of law enforcement/coroner

#### Mass Care Services

- Provides technical expertise and guidance on the public health issues and medical needs of the population.
- Provides support for the provision of case management and advocacy services.
- Provides support for human and/or veterinary mass care sheltering, as resources are available.

---

<sup>2</sup> For information regarding the National Ambulance Contract and the NDMS refer to: [California Emergency Medical Authority, California Patient Movement Plan, November 2018](#)



## Logistics and Supply Chain Management

### Health, Medical, and Veterinary Equipment and Supplies

- Arranges for the procurement and transportation of equipment and supplies; diagnostic supplies; radiation detection devices; and medical countermeasures including assets from the Strategic National Stockpile (SNS); in support of immediate public health, medical and veterinary response operations.

### Blood and Tissues

- Monitors and ensures the safety, availability, and logistical requirements of blood, blood products and tissue. This includes the ability of the existing supply chain resources to meet the manufacturing, testing, storage, and distribution of these products.

## Public Health, Healthcare, and Emergency Medical Services

### Health Surveillance

- Uses existing all-hazards surveillance systems to monitor the health of the general and medical needs population, as well as that of response workers, and identifies emerging trends related to the disaster; carries out field studies and investigations; monitors injury and disease patterns and potential disease outbreaks, behavioral health concerns, blood, blood products, and tissue supply levels; and provides technical assistance and consultations on disease and injury prevention and precautions. Provides support to laboratory diagnostics and through the Laboratory Response Network (LRN) provides a mechanism for laboratories to access additional resources when the local capabilities or capacity have been exceeded.

### Medical Surge

- Provides support for triage, patient treatment, and patient movement.
- Coordinates with the region and state to integrate Federal assets with civilian volunteers deployed from local, state, and other authorities, including those deployed through the Emergency System for Advance Registration of Volunteer Health Professionals and the Medical Reserve Corps.

### Patient Care

- Provides resources to support pre-hospital triage and treatment, inpatient hospital care, outpatient services, behavioral healthcare, medical-needs sheltering, pharmacy services, and dental care to victims with acute injury/illnesses or those who suffer from chronic illnesses/conditions.



- Assists with isolation and quarantine measures as well as with medical countermeasure and vaccine point of distribution operations (e.g., mass prophylaxis).
- Ensures appropriate patient confidentiality is maintained, including Health Insurance Portability and Accountability Act privacy and security standards, where applicable.

#### **Assessment of Public Health/Medical Needs**

- Supports national or regional teams to assess public health and medical needs. This function includes the assessment of the healthcare system/facility infrastructure.

#### **Food Safety, Security, and Defense**

- May request assistance from other ESF #8 partner organizations to ensure the safety, security, and defense of federally regulated foods.

#### **Agriculture Safety and Security**

- In coordination with ESF #11, ESF #8 may task components to ensure the health, safety, and security of livestock and food-producing animals and animal feed, as well as the safety of the manufacture and distribution of foods, drugs, and therapeutics given to animals used for human food production. ESF #8 may also provide veterinary assistance to ESF #11 for the care of research animals.

#### **All-Hazard Public Health and Medical Consultation, Technical Assistance, and Support**

- Assesses public health, medical, and veterinary medical effects resulting from all hazards. Such tasks may include assessing exposures on the general population, on children, and on those with disabilities and others with access and functional needs; conducting field investigations, including collection and analysis of relevant samples; advising protective actions related to direct human and animal exposures and on indirect exposure through contaminated food, drugs, water supply, and other media; and providing technical assistance and consultation on medical treatment, screening, and decontamination of injured or contaminated individuals. Provides for disaster-related health and behavioral health needs through direct services and/or referrals as necessary.

#### **Vector Control**

- Working with federal, state, and local partners, assist and coordinate:
  - Threat assessment of vector-borne diseases.



- Conduct of field investigations, including the collection and laboratory analysis of relevant samples; coordinate with vector control agencies for the procurement of equipment and supplies.
- Provision of technical assistance and consultation on protective actions regarding vector-borne diseases.
- Vector control agencies providing aerial spraying for vector control
- Technical assistance and consultation on medical treatment of victims of vector-borne diseases.

**Public Health Aspects of Potable Water/Wastewater and Solid Waste Disposal**

- Assists in assessing potable water, wastewater, solid waste disposal, and other environmental health issues related to public health in establishments holding, preparing, and/or serving food, drugs, or medical devices at retail and medical facilities, as well as examining and responding to public health effects from contaminated water; conducting field investigations, including collection and laboratory analysis of relevant samples; providing equipment and supplies as needed; and providing technical assistance and consultation.

**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Stanislaus County Health Services Agency (HSA)
ESF 8 Coordinator	Public Health Officer/Medical Health Operational Area Coordinator (MHOAC)
Supporting Departments	Agricultural Commissioner Behavioral Health and Recovery Services (BHRS) Community Services Agency (CSA) Department of Environmental Resources (DER) General Services Agency (GSA) Office of Emergency Services (OES) Sheriff/Coroner
Supporting Agencies	Ambulatory Care Clinics American Red Cross (ARC) California Department of Public Health Dialysis Centers Fire and Emergency Medical Services Providers Hospitals Long-term Care Providers Mosquito Abatement Districts Mountain Valley Emergency Medical Services Agency (MVEMSA)



**1.4 Responsibilities**

Department / Agency	Responsibilities
Public Health	<ul style="list-style-type: none"><li>• Coordinate all ESF 8 activities</li><li>• Serve as Medical &amp; Health Branch Director</li><li>• Maintain contact with field personnel and/or DOC(s) involved with response operations</li><li>• Staff EOC as needed</li><li>• Provide ongoing situation status updates</li><li>• Activate and coordinate PIO / JIC function as needed</li><li>• Request Mutual Aid when needed</li><li>• Identify and track resources</li><li>• Maintain communication with ESF 8 supporting departments/agencies</li></ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"><li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 8 activities</li><li>• Provide ongoing situation status updates to the EOC</li><li>• Perform agency-specific emergency responsibilities as assigned</li></ul>
Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Provide services, supplies and personnel before, during and after an event, as requested by the Public Health Officer or designee</li></ul>





## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Public Health and Medical</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 8 activities</li> <li>• Provide trained staff to support activities in the EOC</li> </ul>
<b>Emergency Support Function 8 Coordinator</b> <b>Public Health Officer</b>
<ul style="list-style-type: none"> <li>• Serve as the Medical &amp; Health Branch Director in the EOC</li> <li>• Participate in the Stanislaus Multi-Agency Coordination Group (Stan MAC) including the activities of the Threat Assessment Group (TAG) as necessary</li> <li>• Coordinate with EMS, hospitals, clinics, and long-term care for medical-health response</li> <li>• Serve as the Medical Health Operational Area Coordinator, responsible for all MHOAC responsibilities during a disaster or public health emergency</li> <li>• Monitor health care system status</li> <li>• Provide medical volunteers and health teams</li> <li>• Coordinate mutual aid for health care</li> <li>• Assist in the development of risk communication information through the HSA PIO</li> <li>• Provide and/or train investigators to investigate suspected incidents of human exposure to chemical, biological or other hazards dangerous to public health, and will coordinate with local, state and federal agencies to determine and mitigate the cause of such exposures</li> <li>• Coordinate public health laboratory testing capacity in response to any biological or other hazard that endangers the public health</li> <li>• Provide trained staff to administer appropriate medical care and/or medications (i.e. vaccines, anti-virals, etc.) to the public in the event of an outbreak or other public health emergency</li> <li>• Maintain operation and scale operations of the facility to meet the specific needs of the incident or event</li> <li>• Coordinate activities of supporting agencies and partners during the response and recovery phases of an incident</li> <li>• Provide the link between local responses and the regional, state and federal agencies participating in the response and recovery to an incident</li> <li>• Declare a local health emergency, absent a delegation from the Board of Supervisors under the Emergency Services Act, per Health and Safety Code, Section 101080.</li> </ul>



Supporting Departments	
<i>Department</i>	<i>Responsibilities</i>
Agriculture Commissioner	<ul style="list-style-type: none"> <li>Investigate agriculture related episodes involving humans, animals, crops or environmental damage. Take the lead in the control and eradication, as appropriate, of any outbreak of a highly contagious or economically devastating animal disease that may have human implications</li> </ul>
Behavioral Health and Recovery Services (BHRS)	<ul style="list-style-type: none"> <li>Provide crisis intervention; trauma-focused assessment, counseling and referral; debriefing and stress management for first responders, and employee assistance programs for County employees and their families</li> </ul>
Community Services Agency (CSA)	<ul style="list-style-type: none"> <li>Initiate and manage care and shelter projects during times of an emergency or disaster.</li> <li>Coordinate with American Red Cross and other partner agencies, to determine the need for shelter facilities including factors such as, number of shelters needed, individual ambulatory needs, emergency power needs, location and transportation issues, and levels of evacuee care anticipated. Open, support and manage shelters and provide food, supplies and needed equipment. Through coordinated efforts, a determination will be made as to the level of care which is needed for support services for all individuals, including those with access and functional needs.</li> </ul>
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>Identify the nature and degree of hazards during a hazardous materials emergency</li> <li>Serve as the first responder to a large-scale hazmat/pesticide incident</li> <li>Provide information regarding retail food outlets during a food contamination incident</li> <li>Coordinate with the Waste Management Board and other state agencies</li> <li>Provide information on confined animal facilities</li> <li>Assist in the disposal of dead animals</li> </ul>
General Services Agency (GSA)	<ul style="list-style-type: none"> <li>Provide staff to work in the Logistics Section</li> <li>Ensure County procurement policies are followed as appropriate for a proclaimed emergency</li> <li>Assist in identifying, ordering and tracking of incident resources</li> </ul>
Office of Emergency Services (OES)	<ul style="list-style-type: none"> <li>Provide assistance and resources to Public Health in the EOC</li> </ul>



Sheriff/Coroner	<ul style="list-style-type: none"> <li>• Provide Law Enforcement and Coroner services as needed</li> </ul>
-----------------	--

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Ambulatory Care Clinics	<ul style="list-style-type: none"> <li>• Provide facility-specific support and services during an emergency, i.e. dialysis clinics, ambulatory surgical centers, hospital outpatient department, physician and other health professional offices</li> </ul>
American Red Cross	<ul style="list-style-type: none"> <li>• Provide agency-specific support and services during an emergency, i.e. mass care and shelter, volunteer and donations management</li> </ul>
California Department of Public Health	<ul style="list-style-type: none"> <li>• Work with local Public Health to protect the public's health, i.e. infectious disease control and prevention, food safety, environmental health, laboratory services, patient safety, emergency preparedness, chronic disease prevention and health promotion, family health, health equity and vital records and statistics</li> </ul>
Emergency Medical Services Providers	<ul style="list-style-type: none"> <li>• Provide agency-specific support and services during an emergency</li> </ul>
Hospitals	<ul style="list-style-type: none"> <li>• Provide medical support and services during an emergency, i.e. patient care and management, identify, triage, isolate, and treat infectious patients, assure safety and security for patients, staff, visitors and the hospital, service restoration, hospital surge, etc.</li> </ul>
Skilled Nursing and Long-term Care Providers	<ul style="list-style-type: none"> <li>• Provide facility-specific support and services during an emergency</li> </ul>
Mountain Valley Emergency Medical Services Agency (MVEMSA)	<ul style="list-style-type: none"> <li>• Coordinate patient movement during hospital surge and evacuation incidents</li> <li>• Provide emergency ground ambulance services with Advanced Life Support (ALS) and Basic Life Support (BLS) transport to Stanislaus County</li> <li>• Provide ambulance strike teams, as requested</li> </ul>
Mosquito Abatement Districts	<ul style="list-style-type: none"> <li>• Provide agency-specific support and services during and emergency</li> </ul>
Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>



Supporting Agencies	
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"><li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li></ul>



## Section 3: EOC Structure

---

ESF 8 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 8 supports the command/management function by providing trained staff to the EOC to support functional activities within the response, mitigation and recovery phases. ESF 8 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC).

**Operations:** ESF 8 will provide trained staff to the Operations Section to support functional activities within the response, mitigation and recovery phases. Public Health will provide assistance or leadership in various areas including epidemiological investigation and analysis, laboratory testing, mass prophylaxis, and mass casualty events. The Public Health and Medical Services Branch operates in the Operations Section of the EOC.

**Planning:** When appropriate, ESF 8 will supply trained staff to the Planning Section to support functional activities within the response, mitigation and recovery phases. Health Services Agency staff may provide assistance or leadership in various areas including active and passive health surveillance (communicable diseases), epidemiology, contributing situation information about the incident, participating in incident planning meetings, maintaining the status of resources, maintaining accurate documentation of incident or providing training and orientation for new or reassigned staff.

**Logistics:** ESF 8 will supply trained staff to the logistics section to support functional activities within the response, mitigation and recovery phases. Health Services Agency staff may provide assistance or leadership in various areas including computer networking and data systems and medical supply distribution including the Strategic National Stockpile (SNS).

**Finance:** ESF 8 will supply trained staff to the finance section to support functional activities within the response, mitigation and recovery phases. Health Services Agency staff may provide assistance or leadership in various areas including purchasing, procuring, payroll documentation and State or Federal government contracts.



## **Section 4: Reference and Resources**

---

### **4.1 References**

---

Public Health All-Hazards Emergency Operations Plan (2016)

California Public Health and Medical Emergency Operations Manual (2011)

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #8 – Public Health and Medical

FEMA Emergency Support Function #8 – Public Health and Medical Services

City Resolutions authorizing the appointment of the Stanislaus County Public Health Officer as their Public Health Officer

### **4.2 Resources**

---

County Public Information Officer

Stanislaus County EOC Management Team

Mountain Valley Emergency Medical Services Agency DOC Management Team

San Joaquin County Public Health Lab



This Page Intentionally Left Blank.



# Emergency Support Function #10 Hazardous Materials

---

---

## Hazardous Materials

---

---

November 2021

Office of Emergency Services





This Page Intentionally Left Blank.



## Section 1: Introduction

---

When activated, Stanislaus County Emergency Support Function 10 – Hazardous Materials (ESF 10) provides for a coordinated response from agencies and governmental entities with jurisdictional and regulatory authority to conduct all phases of emergency management in the response to and recovery from a release of oil or hazardous materials. ESF 10 provides coordination and support to actual or potential discharges and/or uncontrolled releases of oil or hazardous materials. The Stanislaus County Department of Environmental Resources (DER) is the lead department responsible for ESF 10. The Director of Environmental Resources serves as the Coordinator.

### 1.1 Purpose and Scope

---

The purpose and scope of ESF 10 includes the appropriate actions to prepare for and respond to a threat to public health, welfare, or the environment caused by actual or potential oil and hazardous materials incidents. Hazardous materials may comprise of hazardous substances, pollutants, and contaminants including chemical, biological, radiological, and nuclear substances, whether accidentally or intentionally released. Appropriate actions may include detecting, assessing, and stabilizing the release, analyzing and implementing cleanup, and removing, transporting, and disposing of solid waste debris.

### 1.2 Goals

---

The goals of ESF 10 include the following:

- Identifying the nature and degree of hazards present during a hazardous materials emergency (i.e. identification of chemicals, their physical state and quantity), and providing technical reference regarding the hazard and potential mitigation measures.
- Coordinating multiple responding agencies and ensuring that appropriate laws and regulations are enforced while protecting life, the environment, and property.
- Providing direction and decision making related to the long-term clean-up of hazardous materials spills following mitigation of immediate hazardous emergencies. The liability for a hazardous materials spill lies with the manufacturer, shipper, transporter, user, or a combination thereof. Costs associated with the response to hazardous materials incidents shall be prepared and processed by DER from itemized records provided to DER from responding agencies.
- Ensuring the safety of first responders through the dissemination of hazardous materials chemical inventories for all regulated businesses to local emergency



response agencies under California health and Safety Code Chapter 6.95 (Hazardous Materials Release Response Plans and Inventory).

**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Department of Environmental Resources (DER)
ESF 10 Coordinator	Director of Environmental Resources
Supporting Departments	Agricultural Commissioner Health Services Agency/Public Health (HSA/PH) Office of Emergency Services (OES) Public Works
Supporting Agencies	Cal OES Caltrans Cities Fire Service Agencies (Local, CAL FIRE) Law Enforcement Agencies (Local, CHP, FBI) State Agencies (Department of Transportation, Department of Fish and Game, State Water Resources Control Board) Utilities
Public / Private Sector Partners	American Red Cross (ARC) Mountain Valley EMS Agency (MVEMSA)

**1.4 Responsibilities**

Department / Agency	Responsibilities
Lead Agency:  Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>• Coordinate all ESF 10 activities</li> <li>• Serve as the Haz Mat Branch Director in the EOC</li> <li>• Coordinate response activities and information sharing</li> <li>• Serve as the first responder in oil and hazardous materials response (chemical, biological, etc.)</li> <li>• Identify the nature and degree of hazards during a hazardous materials emergency</li> <li>• Identify the needs for hazardous materials incident support from regional and State agencies</li> <li>• Recommend protective actions related to hazardous materials.</li> <li>• Provide environmental short-and long-term clean-up</li> <li>• Provide remote consultation, as needed</li> <li>• Provide information regarding retail food outlets during a food contamination incident</li> </ul>



Department / Agency	Responsibilities
	<ul style="list-style-type: none"><li>• Coordinate with the Waste Management Board and other state agencies</li><li>• Provide information on confined animal facilities</li><li>• Assist in the disposal of dead animals</li></ul>
Supporting Departments / Agencies:	<ul style="list-style-type: none"><li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 10 activities</li><li>• Provide ongoing situation status updates to the EOC</li><li>• Perform agency-specific emergency responsibilities as assigned</li></ul>
Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Provide agency-specific services, supplies and personnel before, during and after an event, as requested by the EOC Director</li></ul>



## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

Lead Agency Department of Environmental Resources	
<ul style="list-style-type: none"> <li>• Coordinate all ESF 10 activities</li> <li>• Provide trained staff to support activities in the EOC</li> <li>• Participate in the Decision Process (TAG and/or StanMAC), as needed</li> </ul>	
Emergency Function 10 Coordinator Director of Environmental Resources	
<ul style="list-style-type: none"> <li>• Serve as the HazMat Branch Director in the EOC</li> <li>• Coordinate activities of supporting agencies and partners during the response and recovery phases of an incident</li> <li>• Provide communication and information sharing to all appropriate parties</li> <li>• Provide the link between local responses and the regional, state and federal agencies</li> <li>• Maintain and scale operations to meet the specific needs of the incident or event</li> <li>• Coordinate debris removal, transportation, and disposal</li> </ul>	

Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Agricultural Commissioner	<ul style="list-style-type: none"> <li>• Investigate any complaint or incident concerning pesticide exposure and take regulatory and enforcement action as needed</li> <li>• Work with the State Department of Pesticide Regulation for technical assistance</li> </ul>
Health Services Agency/Public Health (HSA/PH)	<ul style="list-style-type: none"> <li>• Responsible for protecting the public's health and safety; actions may include air monitoring and plume modeling, water and/or soil testing, pesticide drift assessment, exposure and risk assessment, public message coordination, setting or recommending evacuation, re-entry, clearance, and remediation levels</li> <li>• Assists in the Decision Process for decision on shelter-in-place, evacuation, and re-entry</li> </ul>



Supporting Departments	
	<ul style="list-style-type: none"> <li>The Public Health Officer has declaration authority to protect the public in a public health emergency</li> </ul>
Office of Emergency Services (OES)	<ul style="list-style-type: none"> <li>Activate the EOC when necessary for coordination of resources and public information</li> <li>Activate the Joint Information Center when necessary to coordinate media and public information</li> <li>Provide public messaging in the event of an evacuation</li> <li>Arrange for shelter sites and feeding, including consideration to persons with a disability and access and functional needs</li> <li>Coordinate with DER to recover costs associated with the cleanup of hazardous materials releases</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>Perform support activities related to the direction and coordination of construction and engineering projects, reconstruction projects and recovery programs of damaged or threatened areas</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Cal OES	<ul style="list-style-type: none"> <li>Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State Agencies</li> <li>Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed.</li> </ul>
California Department of Fish and Wildlife	<ul style="list-style-type: none"> <li>Serves as lead for oil spills affecting inland and coastal waterways, lakes and reservoirs</li> <li>Acts as the trustee for resources for wildlife and responding to deleterious materials that can affect waterways</li> </ul>
Caltrans	<ul style="list-style-type: none"> <li>Coordinate with other response agencies, ensures the proper cleanup and restoration of highways</li> </ul>
Cities	<ul style="list-style-type: none"> <li>Assist in response and recovery within jurisdictional and regulatory authority</li> </ul>



Supporting Agencies	
Fire Service Agencies (Local, CALFIRE)	<ul style="list-style-type: none"> <li>• Provide fire response as outlined in the Area Plan for Emergency Response to Hazardous Materials Incidents in Stanislaus County plan</li> <li>• Provide hazmat techs to assist in the identification and containment of hazardous materials</li> <li>• Employ the California Master Mutual Aid program to provide effective and efficient use of resources</li> </ul>
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• CHP serves as lead for oil and hazardous material incidents that occur on state highways, county roads, and state-owned buildings and grounds</li> <li>• Provide law enforcement resources and activities during a local incident</li> <li>• Provide direction for evacuations</li> <li>• Employ the California Master Mutual Aid program to provide effective and efficient use of resources</li> </ul>
State Water Resources Control Board	<ul style="list-style-type: none"> <li>• Provides emergency response staff and resources, including sampling and analytical services, to respond to releases of petroleum and hazardous materials that impact water quality</li> <li>• Provides technical expertise and regulatory authority regarding impacts and clean up of hazardous materials released to waters of the state, including providing critical information on water uses in areas that might be affected</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>• Coordinate utility work during times of emergency as well as recovery projects</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provide agency-specific services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



---

## Section 3: EOC Structure

---

ESF 10 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** When appropriate, ESF 10 will supply trained staff to Management to support functional activities within the response, mitigation and recovery phases. ESF 10 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC).

**Operations:** When appropriate, ESF 10 will provide trained staff to the Operations Section to support functional activities within the response, mitigation and recovery phases. DER will serve as the Hazardous Materials Branch Director and will provide leadership in response and recovery. Public Health will assist in assessing the potential environmental health effects of a hazardous materials release.

**Planning:** When appropriate, ESF 10 will supply trained staff to the Planning Section to support functional activities within the response, mitigation and recovery phases. DER may provide assistance or leadership in various areas including contributing situation information about the incident, participating in incident planning meetings, maintaining the status of resources, maintaining accurate documentation of incident or providing training and orientation for new or reassigned staff.

**Logistics:** When appropriate, ESF 10 will supply trained staff to the logistics section to support functional activities within the response, mitigation and recovery phases. DER staff may provide assistance or leadership in various areas including coordinating multiple responding agencies and ensuring laws and regulations are enforced.

**Finance:** ESF 10 may provide staff to support and work within the areas of responsibility of the Finance Section. These areas may include: cost analysis, purchasing/procuring, compensation/claims, time reporting/payroll documentation, and cost recovery/reimbursement.





## **Section 4: Reference and Resources**

---

### **4.1 References**

---

Area Plan for Emergency Response to Hazardous Materials Incidents in Stanislaus County (2013)

Stanislaus County Hazardous Materials Response Team Policies and Procedures Manual.

Stanislaus County Local Hazard Mitigation Plan (2017)

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #10, #4, and #13

FEMA Emergency Support Function #10, #4, and #13

### **4.2 Resources**

---

County Public Information Officer

Stanislaus County EOC Management Team



# Emergency Support Function #11 Agriculture

---

---

## Agriculture

---

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

The Stanislaus County Emergency Support Function 11 – Agriculture (ESF 11) provides emergency management related to food and feed safety and agricultural diseases and pests. ESF 11 is responsible for the implementation of laws and regulations designed to support and protect the well-being of agriculture, business and the community. The Stanislaus County Agricultural Commissioner is the lead department responsible for ESF 11. The Agricultural Commissioner/Sealer serves as the Coordinator.

### 1.1 Purpose and Scope

---

The purpose of ESF 11 is to organize stakeholders with responsibilities for protecting food, feed, agriculture and animals into a coordinated response. This includes emergencies involving food contamination, plant and animal agriculture, and animals. ESF 11 supports local government and stakeholders by coordinating activities during emergencies impacting the agriculture industry as well as supporting the recovery of impacted industries and resources after disasters.

The scope of ESF 11 requires two distinct sets of organizations, authorities, expertise and resources and two governing bodies – one for food and agriculture emergencies, and another for animal care emergencies. The Stanislaus County Agricultural Commissioner has the responsibility to oversee the activities of both during emergencies.

### 1.2 Goals

---

The goals of ESF11 include the following:

- Investigating large scale pesticide episodes involving humans, animals, crops or environmental damage;
- Helping to ensure the safety and security of the commercial food supply;
- Assisting in the control and eradication, as appropriate, of any outbreak of a highly contagious or economically devastating animal disease;
- Assisting in the control and eradication, as appropriate, of any outbreak of an economically devastating plant pest or disease;
- Providing the affected audience with appropriate, accurate information before, during and after an incident or event.



**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Agricultural Commissioner/Sealer
ESF 11 Coordinator	Agricultural Commissioner
Supporting Departments	Animal Services Agency Department of Environmental Resources (DER) Health Services Agency/Public Health (HSA/PH) Office of Emergency Services (OES) Public Works
Supporting Agencies	California Department of Food and Agriculture (CDFA) California Department of Pesticide Regulation (DPR) California Environmental Protection Agency (EPA) California Department of Fish and Wildlife Cal OES Law Enforcement Agencies (Local, CHP,) United States Department of Agriculture (USDA)
Public / Private Sector Partners	Agri-businesses Agricultural Workers Cities (Op Area) Farmers Public Works Agencies (Caltrans, Utilities)

**1.4 Responsibilities**

Department / Agency	Responsibilities
Agricultural Commissioner	<ul style="list-style-type: none"> <li>• Coordinate all ESF 11 activities</li> <li>• Serve as Agricultural Branch Director in the EOC</li> <li>• Maintain contact with field personnel and/or DOC(s) involved with response operations</li> <li>• Staff EOC as needed</li> <li>• Act as a conduit of information to all ESF 11 stakeholders locally, region, and State</li> <li>• Provide ongoing situation status updates</li> <li>• Provide public communication through the PIO / JIC function as needed for consistent messaging</li> <li>• Request Mutual Aid when needed</li> <li>• Identify and track resources</li> <li>• Maintain communication with all parties</li> </ul>



Supporting Departments / Agencies	<ul style="list-style-type: none"><li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 11 activities</li><li>• Provide ongoing situation status updates to the EOC</li><li>• Perform agency-specific emergency responsibilities as assigned</li></ul>
Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Provide services, supplies and personnel before, during and after an event, as requested by the ESF 11 Coordinator in support of ESF 11 activities</li></ul>



## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Agricultural Commissioner</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 11 activities</li> <li>• Provide trained staff to support activities in the EOC</li> <li>• Participate in the Decision Process (TAG and/or StanMAC) as needed</li> <li>• Work to gather and compile agricultural related statistics for use in requesting a disaster proclamation / declaration and documenting financial losses</li> </ul>
<b>Emergency Function 11 Coordinator</b> <b>Agricultural Commissioner/Sealer</b>
<ul style="list-style-type: none"> <li>• Serve as the Agriculture Branch Director / EOC Director depending on incident type and size</li> <li>• Contribute authorities, expertise, and resources to the ESF 11 response</li> <li>• Conduct inspections, tests, investigations and related emergency preparedness, response, and mitigation activities and assists with recovery</li> <li>• Coordinate response to suspected pesticide incidents involving human or animal illnesses or environmental damage or losses in crops</li> <li>• Coordinate with other state and local agencies as required to determine the cause of a pesticide incident</li> <li>• Coordinate with local, state and federal agencies to mitigate the effects of a contaminated food product</li> <li>• Provide specific information of food distribution systems from farm to retail</li> <li>• If needed and necessary, may inspect products and procedures, hold, quarantine and destroy product in the field, packing sheds, warehouses and at retail outlets</li> <li>• Under the general supervision of the State Veterinarian, will assist in the response to an animal disease outbreak. May assist with field surveys, training, depopulation, provide technical assistance, and other tasks appropriate in the response, mitigation and recovery phases of the event</li> <li>• Work with other local and state agencies to respond to various natural disasters such as floods, droughts, extreme weather</li> <li>• Coordinate with state and local agencies to respond to a plant pest disease infestation which threatens the county or state agricultural industry. Provide staff for placing and servicing pest detection traps, GIS support and training.</li> </ul>



Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Animal Services	<ul style="list-style-type: none"> <li>• Initiates and coordinates rescue, transportation and sheltering of animals as a result of an incident or disaster</li> <li>• Support the Ag Commissioner in coordination of animal outbreaks</li> </ul>
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>• Act as Lead, or assist in the disposal of dead animals</li> <li>• Coordinate with the Waste Management Board and other state agencies</li> <li>• Provide information on confined animal facilities</li> <li>• Serve as first responder to a large-scale pesticide incident</li> <li>• Provide information regarding retail food outlets during contamination incident</li> </ul>
Health Services Agency/Public Health (HSA/PH)	<ul style="list-style-type: none"> <li>• Determines the public health risk and impact, if any, of an animal disease emergency</li> <li>• Provides public information regarding the public health effects of the disease outbreak or control measures and potential preventive strategies</li> <li>• Coordinate with the Agricultural Commissioner and/or the ICP and EOC during a national disaster, animal disease outbreak, pesticide incident, or food contamination incident to guard public health</li> </ul>
Office of Emergency Services (OES)	<ul style="list-style-type: none"> <li>• Implement, facilitate and provide the coordination for the Stanislaus Multi-Agency Coordination Group (StanMAC) including the activities of the Threat Assessment Group (TAG)</li> <li>• Initiate activation and operation of the Emergency Operations Center (EOC)</li> <li>• Provide trained and experienced staff for the EOC</li> <li>• Assist in obtaining resources from supporting state agencies</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>• Perform support activities related to the direction and coordination of construction and engineering projects, reconstruction projects and recovery programs of damaged or threatened areas</li> </ul>





Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
California Department of Food and Agriculture (CDFA)	<ul style="list-style-type: none"> <li>• CDFA will act as the lead agency with USDA in response to an outbreak of an economically devastating or highly contagious animal/zoonotic disease.</li> <li>• CDFA will coordinate with the Agricultural Commissioner and provide staff, equipment and other resources in the delimitation and eradication efforts of a plant pest infestation</li> <li>• CDFA will coordinate statewide crop damage statistics gathered by County Agricultural Commissioners</li> <li>• CDFA will provide coordination, industry statistics and personnel during a food contamination incident</li> </ul>
California Department of Pesticide Regulation (DPR)	<ul style="list-style-type: none"> <li>• DPR will provide investigation oversight of large-scale incidents that involve humans, animals, crops or environmental damage where a pesticide is suspected of causing such incident and/or damage.</li> <li>• DPR will offer guidance and consultation to county managers during a pesticide incident</li> </ul>
California Environmental Protection Agency	<ul style="list-style-type: none"> <li>• Provides recommendations as to the most appropriate method(s) for disposal of dead, destroyed, and affected animals</li> <li>• Considers environmental impacts and makes best practice recommendations for disinfectants used to clean vehicles, equipment, and facilities</li> </ul>
California Department of Fish and Wildlife	<ul style="list-style-type: none"> <li>• Provides advice on risks to wildlife and methods to respond to and mitigate these risks</li> <li>• Supports the law enforcement aspect within the restricted movement areas, if applicable, and involving fish, wildlife or habitats</li> </ul>
Cal OES	<ul style="list-style-type: none"> <li>• Assists the CDFA in obtaining a Governor's Proclamation of a State of Emergency, USDA Secretarial Disaster Designation, and SBA and Presidential Disaster Declaration, if deemed appropriate</li> <li>• Assists the CDFA in obtaining resources from supporting state agencies</li> </ul>
Cities (Op Area)	<ul style="list-style-type: none"> <li>• Provide support to the County Ag Commissioner as requested</li> </ul>
Law Enforcement Agencies (Local, CHP)	<ul style="list-style-type: none"> <li>• Secures the areas and affected facilities</li> <li>• Provides traffic control and restricts movement in and around the disease control zones to prevent the</li> </ul>



Supporting Agencies	
	movement of animals and animal-related products in an effort to contain the disease
United States Department of Agriculture (USDA)	<ul style="list-style-type: none"> <li>• USDA will act as the lead agency with CDFA in response to an outbreak of an economically devastating or highly contagious animal/zoonotic disease or economically significant plant pest or disease</li> <li>• USDA may provide funding for the arrest, control, eradication or prevention of the spread of the pest or disease</li> <li>• USDA will work with State and local emergency preparedness and response officials during and animal or plant emergency</li> <li>• USDA coordinates recall and tracing of adulterated products, provides inspectors, veterinarians, and laboratory services</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>• Coordinate utility work during times of emergency as well as recovery projects</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Agri-businesses Agricultural Workers Community-based Organizations Faith-based Communities Farmers Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



## Section 3: EOC Structure

---

ESF 11 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 11 supports the Management Section by providing trained staff to the EOC to support functional activities within the response, mitigation and recovery phases. ESF 11 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC).

**Operations:** When appropriate, ESF 11 will supply trained staff to the Operations Section to support functional activities within the response, mitigation and recovery phases. ESF 11 will provide assistance or leadership in various areas including quarantine, inspection, investigation, trace/recall/destroy, and detection.

**Planning:** When appropriate, ESF 11 will supply trained staff to the planning and intelligence section to support functional activities within the response, mitigation and recovery phases. The Agricultural Commissioner staff may provide assistance or leadership in various areas including contributing situation information about the incident, and also by participating in incident planning meetings, maintaining the status of resources, and maintaining accurate documentation records.

**Logistics:** When appropriate, ESF 11 will supply trained staff to the logistics section to support functional activities within the response, mitigation and recovery phases. The Agricultural Commissioner staff may provide assistance coordinating with other stakeholders for resources, information, supplies and personnel.

**Finance:** When appropriate, ESF 11 will supply trained staff to the Finance Section to support the functional activities within the response, mitigation and recovery phases. The Agricultural Commissioner staff may provide assistance in the areas of purchasing, procuring, payroll documentation, and State or Federal government contracts.



## Section 4: Reference and Resources

---

### 4.1 References

---

California Animal Response Emergency System (CARES)

Stanislaus County Agriculture Response Plans

- Avian Influenza
- Food and Mouth Disease
- Plant Disease or Pest Response Plan

Stanislaus County All Hazards Food and Agriculture Response Plan

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #11

FEMA Emergency Support Function #11

### 4.2 Resources

---

County Public Information Officer

Stanislaus County EOC Management Team



This Page Intentionally Left Blank.



# Emergency Support Function #13 Law Enforcement

---

---

## Law Enforcement Evacuation

---

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

The Stanislaus Emergency Support Function 13 – Law Enforcement (ESF 13) combines two California Emergency Functions (CA-EFs) into one overarching ESF which includes the functions of: Law Enforcement and Evacuation. The County Sheriff's Department is the lead agency and the Sheriff is the Coordinator for ESF 13.

Coordinating and collaborating with the Supporting Departments and Agencies, the Coordinator is responsible for:

**Law Enforcement:** Provide the maintenance of law and order and protection of life and property within the Operational Area. Coordinate law enforcement activities and resources including Law Enforcement Mutual Aid requests. The Coordinator serves as the Law Enforcement Branch Director within the activated Emergency Operations Center and is also responsible for site security at the EOC.

**Evacuation:** Provide and coordinate appropriately trained and equipped personnel to assist in notification and/or evacuation in the event of an emergency requiring such action. Provide secured perimeters of evacuated areas, or other areas requiring exclusion due to hazardous situations. Provide trained personnel to enforce quarantines ordered by the Public Health Official or the California Secretary of Agriculture.

### 1.1 Purpose and Scope

---

The purpose of ESF 13 is to provide the Operational Area level coordination elements that are necessary to maintain order, ensure public safety, and coordinate law enforcement mutual aid. The ESF 13 stakeholders come together to form an alliance of discipline-specific stakeholders who possess common interests and share a level of responsibility to provide EOC security, law enforcement and coroner support and services within the California Law Enforcement Mutual Aid System, Search and Rescue Mutual Aid System, and the Coroner's Mutual Aid System. ESF 13 generally is activated in situations requiring extensive assistance to provide public safety, search and rescue, coroner activities and specifically, including events requiring evacuation.

### 1.2 Goals

---

The goals of ESF 13 include the following:

- Providing for notification and evacuation of affected areas during critical incidents
- Addressing the needs of the whole community during evacuations including accessible transportation, medical needs, and keeping individuals connected with





their families, personal care providers, essential equipment and technologies, and service animals.

- Ensuring a safe and secure environment in and around the Emergency Operations Center (EOC) and activated shelter sites
- Maintaining exclusionary zones and providing security of evacuated areas
- Coordinating Law Enforcement Mutual Aid
- Management of Hazardous Materials response in appropriate areas
- Enforce quarantines as ordered by Public Health Official or the California Secretary of Agriculture
- Improvised Explosive Device/Weapon of Mass Destruction response and mitigation
- Crowd control/dispersal during riots
- Coordinate mass fatality incidents utilizing the Coroners Mutual Aid System if needed

**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Stanislaus County Sheriff’s Department
ESF 13 Coordinator	Stanislaus County Sheriff
Supporting Departments	Animal Services Agency Community Services Agency (CSA) Department of Environmental Resources (DER) District Attorney Office of Emergency Services (OES) Probation Department Public Works Stanislaus Regional 911 (SR-911)
Supporting Agencies	Cal OES – Inland Region, Law Enforcement Branch Fire Service Agencies (Local, CAL FIRE) Law Enforcement Agencies (Local, CHP, FBI) Public Works Agencies (Caltrans, Utilities) STARS / Explorers Transportation Agencies
Public/Private Sector Partners	As needed to support the incident/event



### 1.4 Responsibilities

Department/Agency	Responsibilities
Lead Agency: Sheriff's Department	<ul style="list-style-type: none"><li>• Coordinate all ESF 13 activities</li><li>• Serve as Law Enforcement Branch Director</li><li>• Oversee the evacuation of businesses and/or residents, as needed, considering those persons with disabilities and access and functional needs requiring additional assistance</li><li>• Ensure public safety</li><li>• Provide security in and around the EOC</li><li>• Maintain contact with field personnel and/or DOC(s) involved in response operations</li><li>• Provide ongoing situation status updates to the EOC</li><li>• Maintain communication with ESF 13 supporting departments/agencies</li><li>• Request Mutual Aid when needed</li></ul>
Supporting Departments/Agencies	<ul style="list-style-type: none"><li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 13 activities</li><li>• Provide ongoing situation status updates to the EOC</li><li>• Perform agency-specific emergency responsibilities as assigned</li></ul>
Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li></ul>



## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Stanislaus County Sheriff's Department</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 13 activities</li> <li>• Provide trained staff to support activities in the EOC</li> <li>• Provide direction and policy through the Stanislaus Operational Area Decision Process structure</li> </ul>
<b>Emergency Function 13 Coordinator</b> <b>Stanislaus County Sheriff</b>
<ul style="list-style-type: none"> <li>• Provide appropriately trained and equipped staff to assist in notification and/or evacuation</li> <li>• Oversee the evacuation of inmates housed in Sheriff's Department Adult Detention Facilities as needed, with consideration for those persons with disabilities and access and functional needs requiring additional assistance</li> <li>• Provide trained and equipped staff to secure the perimeter of evacuated areas, or areas requiring exclusion due to hazardous situations</li> <li>• Coordinate with other law enforcement agencies in the Operational Area and Cal OES to fulfill requests for Law Enforcement Mutual Aid</li> <li>• Provide appropriately trained and equipped staff to enforce quarantines ordered by the Public Health Official or the California Secretary of Agriculture</li> <li>• Provide appropriately trained and equipped staff to respond to incidents involving improvised explosive devices or weapons of mass destruction</li> <li>• Provide appropriately trained and equipped staff to perform crowd control or dispersal functions in the event of civil disturbance or insurrection</li> <li>• Fill Coroner responsibilities</li> <li>• Provide security for the EOC and/or public shelter sites</li> </ul>

### Evacuation Terminology

Pursuant to California Penal Code 409.5(a), state, county, and city peace officers, and other designated officials are vested with the authority to close public and private lands, and order evacuations. The following set of standardized terminology has been provided by the Governor's Office of Emergency Services for use in evacuation or shelter in place situations. Use of this standardized terminology will result in



understanding between various responding agencies and jurisdictions during mutual aid calls and will result in consistent messaging for our communities. The terminology is as follows:

**Evacuation order:** Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access.

**Evacuation warning:** Potential threat to life and/or property. Those who require additional time to evacuate, and those with pets and livestock should leave now.

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



Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Animal Services	<ul style="list-style-type: none"> <li>Initiate and coordinate rescue, transportation and sheltering of animals as a result of an incident or disaster (pets and service animals)</li> </ul>
Community Services Agency (CSA)	<ul style="list-style-type: none"> <li>Initiate and manage care and shelter projects</li> <li>Coordinate with American Red Cross and other partner agencies, to determine the need for shelter facilities including factors such as, number of shelters needed, individual ambulatory needs, emergency power needs, location and transportation issues, and levels of evacuee care anticipated.</li> <li>Open, support and manage shelters and provide food, supplies, healthcare and needed equipment. Through coordinated efforts, a determination will be made as to the level of care which is needed for support services for all individuals, including those with access and functional needs.</li> <li>Provide staff to the EOC as requested</li> <li>Provide situation staff updates to the EOC</li> </ul>
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>Identify the nature and degree of hazards during a hazardous materials emergency</li> <li>Serve as the first responder to a large-scale pesticide incident</li> <li>Provide information regarding retail food outlets during a food contamination incident</li> <li>Coordinate with the Waste Management Board and other state agencies</li> <li>Provide information on confined animal facilities</li> <li>Provide staff to the EOC as requested</li> <li>Provide situation staff updates to the EOC Assist in the disposal of dead animals</li> </ul>
District Attorney	<ul style="list-style-type: none"> <li>Provide communication and agency-specific assistance</li> <li>Engage Victim Services to provide support to crime victims</li> </ul>
Office of Emergency Services/Fire Warden (OES/FW)	<ul style="list-style-type: none"> <li>Provide support to and facilitate evacuation planning process</li> <li>Facilitate communications and coordination</li> </ul>
Parks	<ul style="list-style-type: none"> <li>Assist Law Enforcement with evacuation routes as needed</li> </ul>



Supporting Departments	
Probation Department	<ul style="list-style-type: none"> <li>• Provide support to Law Enforcement upon request</li> <li>• Provide staff to the EOC as requested</li> <li>• Provide situation staff updates to the EOC</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>• Perform support activities related to the direction and coordination of construction and engineering projects, evacuation and transportation of evacuees, flood fighting, reconstruction projects and recovery survey programs of damaged or threatened areas</li> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats following a disaster</li> <li>• Provide staff to the EOC as requested</li> <li>• Provide situation staff updates to the EOC</li> </ul>
Stanislaus Regional 911 (SR-911)	<ul style="list-style-type: none"> <li>• Operate the Public Service Answering Point (PSAP) as well as provide primary emergency dispatch for the Sheriff's Department, fire districts and the public safety agencies of several cities</li> <li>• Maintain an alternate PSAP/emergency dispatch capability</li> <li>• Provide staff to the EOC as requested</li> <li>• Provide situation staff updates to the EOC</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Cal OES	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed</li> </ul>
Caltrans	<ul style="list-style-type: none"> <li>• Provide resources to support evacuation efforts</li> </ul>
Fire Services (Local, CALFIRE)	<ul style="list-style-type: none"> <li>• Provide direction or coordination for fire suppression and rescue efforts during an incident</li> <li>• Employ the California Master Mutual Aid program to provide effective and efficient use of resources</li> </ul>



Supporting Agencies	
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• Provide direction or coordinator for law enforcement resources and activities during an incident</li> <li>• Employ the California Master Mutual Aid program to provide effective and efficient use of resources</li> </ul>
Utilities	<ul style="list-style-type: none"> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other safety threats</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
STARS / Explorers	<ul style="list-style-type: none"> <li>• Perform support activities as needed to assist ESF 13 activities</li> </ul>
Transportation Agencies	<ul style="list-style-type: none"> <li>• Perform support activities as needed to assist ESF 13 activities, specifically meeting transportation needs during an evacuation considering those persons who are disabled and have access and functional needs</li> </ul>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



## Section 3: EOC Structure

---

ESF 13 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** When appropriate, ESF 13 will support the Management Section by providing senior staff to support functional activities within the response, mitigation, and recovery phases. ESF 13 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC).

**Operations:** ESF 13 will supply trained staff to the Operation Section to support functional activities within the response, mitigation and recovery phases. ESF 13 will provide assistance or leadership in various areas including directing field staff, evacuation operations, and coordination with all partners.

**Planning:** When appropriate, ESF 13 will supply trained staff to the Planning Section to support functional activities within the response, mitigation, and recovery phases. The Sheriff's Department staff may provide assistance, or leadership in various areas including investigation, intelligence gathering, planning meetings, maintaining the status of resources, maintaining accurate documentation of an incident, or providing training and orientation for new or reassigned staff.

**Logistics:** When appropriate, ESF 13 will supply trained staff to the Logistics Section to support functional activities with the response, mitigation, and recovery phases.

**Finance:** When appropriate, ESF 13 will supply trained staff to the Finance Section to support functional activities within the response, mitigation, and recovery phases. The Sheriff's Department may also provide assistance or leadership in various areas including purchasing, procuring, payroll documentation, and State and Federal government contracts.





## **Section 4: References and Resources**

---

### **4.1 References**

---

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

State of California Emergency Support Function #13 and #16

FEMA Emergency Support Function #13 and #16

### **4.2 Resources**

---

Amateur Radio Emergency Services (ARES)

Stanislaus County STARS / Explorers (Sheriff's Office)

Community Emergency Response Team (CERT – City of Patterson)

Chaplains (Local LE agencies)

County Public Information Officer

Stanislaus County EOC Management Team



# Emergency Support Function #14 Recovery

---

---

## Short and Long-Term Recovery

---

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 14 – Recovery (ESF 14) supports, coordinates and provides guidance to organize and manage the short- and long-term recovery processes following a disaster. ESF 14 provides direction to the primary and supporting county departments, as well as agencies, businesses, non-governmental organizations and citizens to assist in short-and long-term disaster recovery and to return the whole community to the “new normal” condition in restoring critical infrastructure, ongoing programs and vital services. The Stanislaus County Chief Executive Office / Office of Emergency Services is the lead agency and Office of Emergency Services Assistant Director is the Coordinator for ESF 14.

### 1.1 Purpose and Scope

---

The purpose of ESF 14 is to define the actions and roles necessary to initiate a coordinated recovery operation that identifies opportunities, fosters partnerships, and optimizes resources of all stakeholders to facilitate local recovery. It is intended to be used to guide a coordinated and community wide system to facilitate a prompt and orderly restoration of community facilities and services, infrastructure, and economic base, while providing for the health, welfare and safety of the County, its communities and residents.

ESF 14 is organized by six Recovery Support Functions (RSFs) and the recovery core capabilities: public information and organizational coordination (leadership) as outlined in the California Disaster Recovery Framework. The six RSFs and associated missions are:

**Community Planning and Capacity Building Mission:** Support and build the recovery capacities and community planning resources needed to effectively plan for, manage, and implement disaster recovery activities.

**Economic Mission:** Sustain and/or rebuild businesses and employment and develop economic opportunities that result in sustainable and economically resilient communities following a major disaster event.

**Health and Social Services Mission:** Restore the public health, healthcare, and social services networks to support the health and well-being of affected individuals and communities as well as to promote community resilience following a major disaster event.

**Housing Mission:** Address housing issues and coordinate and facilitate the rehabilitation and reconstruction of destroyed and damaged housing as well as develop other new accessible, permanent housing options, whenever feasible, following a major disaster event.

**Infrastructure Systems Missions:** Support infrastructure owners and operators in their efforts to achieve recovery goals relating to the public engineering of California’s infrastructure systems following a major disaster event.



**Natural and Cultural Resources Mission:** Support long-term environmental and cultural resource recovery needs following a major disaster event. Public and Private Sector Stakeholders Recovery is a locally driven endeavor; however, communities differ in their preparation to plan for or enact recovery operations.

## **1.2 Goals**

---

The goals of ESF 14 include the following:

- Restore services to the public by returning the affected area(s) to pre-disaster conditions after an emergency or disaster
- Assist in coordinating the recovery efforts by addressing the unique needs, capabilities, demographics, and governing structures of the community
- Establish partnerships, organizational structures, communication resources, and access to resources that promote a more rapid and inclusive recovery process
- Facilitate the transition from response to short- and long-term recovery
- Build resilience by focusing on disaster resistance through permanent restoration of infrastructure, housing, agricultural industry, and the local economy with the goal of mitigating future impacts of a similar nature
- Lead the State and FEMA Disaster Cost Recovery efforts
- Partner with ESF 15 – Public Information (Stanislaus ESF 5 – Emergency Management) to execute the public information core capability to deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally or linguistically appropriate methods

## ***Relationship to Response Operations***

---

Actions to promote short-term and long-term recovery should commence concurrently with response operations if possible. In the wake of a disaster or emergency, EOC leadership will set priorities for recovery of critical functions, services, vital resources, facilities, programs and infrastructure. Evaluation of the incident's impact on the public occurs throughout the response phase and influences the direction of recovery operations related to individuals and businesses.

Damage assessment activities begin in the response phase and are intended to support functions such as mapping locations of damaged property and the subsequent application for federal disaster assistance funds.



**Short-Term Recovery**

Short-term recovery begins early in the response phase and is focused on restoring critical services and infrastructure such as utilities, government operations, medical services, transportation routes, cleanup debris removal, abatement of dangerous buildings and providing support to residents and businesses.

**Long-Term Recovery**

Long-Term Recovery will focus on establishing a “new normal” for an economically sustainable Stanislaus County. Components include:

- Rebuilding public infrastructure;
- Ensuring adequate housing stock;
- Coordinating delivery of social and health care, including mental health services;
- Refined land-use planning to include mitigation goals and lessons learned from the disaster;
- Support for businesses to help the economy rebound; and
- Maximal utilization of federal and state aid to recover disaster costs.

**1.3 Coordinating and Supporting Departments and Agencies**

Lead Department	Stanislaus County Office of Emergency Services
ESF 14 Coordinator	Assistant Director of Office of Emergency Services
Supporting Departments	All County Departments, Including: Aging and Veterans Services Agricultural Commissioner Animal Services Agency Assessor Auditor-Controller Behavioral Health & Recovery Services (BHRS) Board of Supervisors/Clerk of the Board Chief Executive Office Child Support Services Clerk-Recorder Community Services Agency (CSA) Cooperative Extension County Counsel District Attorney Department of Environmental Resources (DER) General Services Agency (GSA) Health Services Agency/Public Health (HSA/PH) Information Technology Central (ITC) Library



	<p>Parks          Planning &amp; Community Development          Probation          Public Defender          Public Works          Sheriff/Coroner          Stanislaus Regional 911 (SR-911)          Information Technology Central (ITC)          Treasurer-Tax Collector          Workforce Development</p>
Supporting Agencies	<p>Amateur Radio Emergency Services (ARES)          Cal OES          Caltrans          Fire Service Agencies (Local, CAL FIRE)          Law Enforcement Agencies (Local, CHP, FBI)          Utilities</p>
Public / Private Sector Partners	<p>All Operational Area Partners, Including:          American Red Cross          Community Emergency Response Teams (CERTs)          Faith-based Communities          Farmers and Ranchers          Non-Governmental Organizations          Salvation Army          Special Districts          Utilities Agencies          Volunteer Organizations Active in Disaster (VOAD)</p>

**1.4 Responsibilities**

Department/Agency	Responsibilities
Lead Agency: OES	<ul style="list-style-type: none"> <li>• Coordinate all ESF 14 activities</li> <li>• Serve as the EOC Director or other EOC positions as needed</li> <li>• Facilitate the pre-disaster recovery planning process</li> <li>• Coordinate damage assessments</li> <li>• Provide consistent messaging to public including those with disabilities and access and functional needs who may require additional assistance</li> <li>• Coordinate household waste and debris cleanup</li> <li>• Oversee transition from Response to Recovery, both short-term and long-term</li> </ul>
Supporting Departments/Agencies	<ul style="list-style-type: none"> <li>• Participate in the pre-disaster recovery planning process</li> </ul>



Department/Agency	Responsibilities
	<ul style="list-style-type: none"><li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 14 activities</li><li>• Provide recovery updates, short- and long-term to EOC</li><li>• Perform agency-specific recovery responsibilities as assigned</li></ul>
Public / Private Sector Partners	<ul style="list-style-type: none"><li>• Participate in the four phases of emergency management by participating in collaborative planning and preparedness in order to ensure an effective emergency response</li><li>• Provide agency-specific services, supplies and personnel before, during and after an event, as requested by the EOC Director</li></ul>





## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Chief Executive Office / Office of Emergency Services</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 14 activities</li> <li>• Provide trained staff to support activities in the EOC</li> <li>• Provide guidance and direction through the Stanislaus Operational Area Decision Process structure</li> <li>• Determine need to proclaim a local Emergency, request a Gubernatorial proclamation or a Presidential declaration</li> </ul>
<b>Emergency Support Function 14 Coordinator</b> <b>Office of Emergency Services Assistant Director</b>
<ul style="list-style-type: none"> <li>• Serve of the EOC Director or other EOC position as appropriate</li> <li>• Coordinate the Stanislaus Operational Area Decision Process (TAG / StanMAC)</li> <li>• Coordinate, collect, and compile damage assessment information</li> <li>• Working with ESF 15 (Stanislaus ESF 5), provide consistent messaging throughout event</li> <li>• Coordinate the provision of shelter to displaced Stanislaus County residents</li> <li>• Coordinate household waste and debris cleanup</li> <li>• Consider additional assistance needs to persons with disabilities and access and functional needs</li> <li>• Activate the Finance/Administration Section of the EOC to initiate disaster cost recovery process with Auditor’s Office staff</li> <li>• Track all personnel, supplies and services provided to the event</li> <li>• Coordinate meetings among local public jurisdictions, Cal OES, and FEMA to fulfill the documentation requirements for obtaining federal recovery program assistance</li> <li>• Provide a seat in the Stanislaus Operational Area EOC for a business liaison to help coordinate special needs of businesses and industries</li> </ul>



Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Aging & Veterans Services	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery, specifically elderly, persons with disabilities, access and functional needs</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Agricultural Commissioner	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery, specifically farmers and ranchers, other counties, and State and Federal ag agencies</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Animal Services	<ul style="list-style-type: none"> <li>• Initiates and coordinates rescue, transportation and sheltering of animals</li> <li>• Works closely with CSA on the transportation, and care and sheltering of pets and service animals during an evacuation or sheltering event</li> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery, specifically elderly, persons with disabilities, access and functional needs</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Assessor	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery, specifically homeowners</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Auditor-Controller	<ul style="list-style-type: none"> <li>• Provide subject matter expert staff to the EOC</li> <li>• Lead the State and FEMA Disaster Cost Recovery process including generating the List of Projects, preparing Project Worksheets, monitoring purchasing with GSA, damage reporting, daily reports on sheltering, volunteers/donation management, debris management, attend FEMA kick-off meeting</li> <li>• Ensure accurate documentation of the recovery effort to secure State and FEMA reimbursement of funds</li> <li>• Oversee cost tracking and fiscal management</li> <li>• Identify and facilitate availability and use of recovery funding</li> </ul>



Supporting Departments	
	<ul style="list-style-type: none"> <li>• Assess recovery and mitigation grant and insurance programs</li> <li>• Identify appropriate State and Federal programs and agencies to support implementation of the long-term community recovery plan, ensure coordination, and identify gaps in resources available</li> <li>• Work with County Departments and members and partners of the Operational Area Council to conduct a comprehensive market disruption and loss analysis and develop a comprehensive long-term recovery plan for the community</li> <li>• Establish procedures for integration of pre-incident planning and risk assessment with post-incident recovery and mitigation efforts</li> </ul>
Behavioral Health & Recovery Services (BHRS)	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Board of Supervisors / Clerk of the Board	<ul style="list-style-type: none"> <li>• Provide guidance and direction throughout the response and recovery stages</li> <li>• Consider the need to proclaim a local emergency</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Chief Executive Office (CEO)	<ul style="list-style-type: none"> <li>• Assist all efforts of the EOC during response and recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
CEO/Risk Management	<ul style="list-style-type: none"> <li>• Provide insurance information and staff expertise to the Disaster Cost Recovery Team</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Child Support Services	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery, specifically children and families</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Clerk-Recorder	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery, specifically the need for critical documentation</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>



Supporting Departments	
Community Services Agency (CSA)	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> <li>• Initiate and manage care and shelter projects during times of an emergency or disaster</li> <li>• Coordinate with American Red Cross and other partner agencies, to determine the need for shelter facilities including factors such as, number of shelters needed, individual ambulatory needs, emergency power needs, location and transportation issues, and levels of evacuee care anticipated</li> <li>• Open, support and manage shelters and provide food, supplies, healthcare and needed equipment. Through coordinated efforts, a determination will be made as to the level of care which is needed for support services for all individuals, including those with access and functional needs.</li> </ul>
Cooperative Extension	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
County Counsel	<ul style="list-style-type: none"> <li>• Provide legal counsel in determining need to proclaim a local emergency, requesting a Gubernatorial proclamation, or President declaration</li> <li>• Provide subject matter expert staff to the EOC, as requested</li> </ul>
District Attorney	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Engage Victim Services to provide support to crime victims</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> <li>• Identify the nature and degree of hazards</li> <li>• Serve as the first responder to a large-scale hazmat or pesticide incident</li> <li>• Ensure food safety</li> </ul>



Supporting Departments	
	<ul style="list-style-type: none"> <li>• Coordinate with Public Health to control communicable diseases and prevention of epidemics</li> <li>• Manage sanitation issues</li> <li>• Ensure water supply safety</li> <li>• Coordinate with the Waste Management Board and other state agencies</li> <li>• Provide information on confined animal facilities</li> <li>• Assist in the disposal of dead animals</li> <li>• Oversee vector and pest control</li> <li>• Assist in Disaster Debris Management</li> </ul>
General Services Agency (GSA)	<ul style="list-style-type: none"> <li>• Activate disaster purchasing processes</li> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC, Logistics Section</li> <li>• Assist in procurement and purchasing of supplies and services (with Finance Section)</li> <li>• Assist in identifying, ordering and tracking of incident resources and expenditures</li> </ul>
Health Services Agency/Public Health (HSA/PH)	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> <li>• Coordinate with EMS, hospitals, clinics, and long-term care for medical-health response</li> <li>• Serve as the Medical Health Operational Area Coordinator, responsible for medical resource management</li> <li>• Assist in the development of risk communication information through the HSA PIO</li> <li>• The Public Health Officer has declaration authority to protect the public in a public health emergency</li> </ul>
Information Technology Central (ITC)	<ul style="list-style-type: none"> <li>• Lead damage assessment of IT and communication infrastructure</li> <li>• Provide trained IT specialists who maintain the technological back bone of the Emergency Operations Center</li> <li>• Fill the role of technical specialists for data communication needs during the incident or may be assigned directly to the Communications Unit in Logistics</li> </ul>



Supporting Departments	
	<ul style="list-style-type: none"> <li>• Provide regular situation updates to the EOC</li> </ul>
Library	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Parks	<ul style="list-style-type: none"> <li>• Assist in clearing debris from major streets and roadways</li> <li>• Assist utility crews in ensuring affected park facility utilities are safe</li> <li>• Provide support services if needed</li> <li>• Provide EOC with incident reports when appropriate</li> </ul>
Planning and Community Development	<ul style="list-style-type: none"> <li>• Activate damage inspections to businesses, homes buildings, and building systems</li> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Probation	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Public Defender	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>• Activate debris management program</li> <li>• Activate and continue damage inspections of transportation infrastructure, flood control and sewer utilities, county facilities and other appropriate structures for structural integrity and safety, and return them to functionality</li> <li>• Inventory damaged equipment and report to the EOC</li> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> <li>• Provide damage assessment information to the EOC</li> <li>• Perform support activities related to the direction and coordination of construction and engineering projects, evacuation and transportation of evacuees, flood</li> </ul>



Supporting Departments	
	<p>fighting, reconstruction projects and recovery survey programs of damaged or threatened areas</p> <ul style="list-style-type: none"> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other human safety threats</li> </ul>
Sheriff/Coroner	<ul style="list-style-type: none"> <li>• Lead evacuation operations</li> <li>• Provide security at shelter sites and throughout County</li> <li>• Provide communication and agency-specific assistance to residents to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Treasurer-Tax Collector	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Work closely with the Auditor Controller to execute authorized payment of approved disbursements (checks, ACH, and wires)</li> <li>• Receive all County-wide deposits and prepare/submit documentation to the Auditor’s Office for recording in the County’s financial management system</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>
Workforce Development	<ul style="list-style-type: none"> <li>• Provide communication and agency-specific assistance to clients to facilitate recovery</li> <li>• Provide regular situation updates to the EOC</li> <li>• Provide subject matter expert staff to the EOC</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
Amateur Radio Emergency Services	<ul style="list-style-type: none"> <li>• Provide ham radio communications as requested by the EOC Director</li> </ul>
Cal OES	<ul style="list-style-type: none"> <li>• Provide support roles in the Stanislaus County EOC to provide liaison and coordination between local agencies, the Operational Area and the State of California.</li> <li>• Assist in managing mutual aid activities if needed, task requested state resources and provide the gateway for acquiring federal resources, when needed.</li> </ul>



Fire Services (Local, CAL FIRE)	<ul style="list-style-type: none"> <li>• Provide direction or coordination for fire suppression and rescue efforts</li> <li>• Employ the California Master Mutual Aid program to provide effective and efficient use of resources</li> </ul>
Law Enforcement Agencies (Local, CHP, FBI)	<ul style="list-style-type: none"> <li>• Provide direction or coordination for law enforcement resources and activities during an incident.</li> <li>• Employ the California Master Mutual Aid program to provide effective and efficient use of resources</li> </ul>
Public Works Agencies (Caltrans, Utilities)	<ul style="list-style-type: none"> <li>• Perform support activities related to the direction and coordination of construction and engineering projects, evacuation and transportation of evacuees, flood fighting, reconstruction projects and recovery survey programs of damaged or threatened areas</li> <li>• Work with local utilities to coordinate utility work during times of emergency as well as recovery projects</li> <li>• Form field survey teams that enter damaged areas to determine re-habitation conditions or other safety threats</li> </ul>

Public / Private Partners	
<i>Agency</i>	<i>Responsibilities</i>
Community-based Organizations Faith-based Communities Non-government Organizations Non-profit Sector Operational Area Partners Private Sector Volunteer Agencies Voluntary Organizations Active in Disaster	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>





## Section 3: EOC Structure

---

ESF 14 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 14 supports the command/management function by providing trained staff to the EOC to support functional activities within the response and recovery phases. ESF 1 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC).

**Operations:** ESF 14 will supply trained staff to the Operation Section to support functional activities within the response, mitigation and recovery phases. ESF 14 will provide assistance or leadership in various areas including directing field staff conducting surveys and/or investigations, planning daily activities of construction, reconstruction or repair of the transportation infrastructure, debris management, and coordination with local utility companies.

**Planning:** ESF 14 will supply trained staff to the Planning and Intelligence Section to support functional activities within the response, mitigation and recovery phases. Staff may provide assistance or leadership in various areas including GIS mapping support, contributing situation information about the incident, participating in incident planning meetings, maintaining the status of resources, maintaining accurate documentation of incident and/or providing training and orientation for new or reassigned staff.

**Logistics:** ESF 14 will supply trained staff to the Logistics Section to support functional activities within the response, mitigation and recovery phases. County departments and all Operational Area partners may supply staff, equipment, services or other resources when and where appropriate.

**Finance:** ESF 14 may provide staff to support and work within the areas of responsibility of the Finance Section. Part of the Disaster Cost Recovery Team working closely with the Auditor's Office, General Services Agency, Public Works, Planning, Risk Management and Human Resources to provide for FEMA cost recovery. These areas may include: contract administration, procurement of private contractors, equipment purchase/rental, cost analysis, purchasing/procuring, compensation/claims, or time reporting/payroll documentation and reimbursement.



## **Section 4: References and Resources**

---

### ***4.1 Local References***

---

Stanislaus County Emergency Operations Plan (EOP)

Stanislaus County Ordinance on Emergency Services (Chapter 2.52)

California Emergency Support Function #14

Stanislaus County Resolution adopting the California Master Mutual Aid Agreement, dated November 15, 1950.

### ***4.2 State References***

---

Accessibility to Emergency Information and Services, Government Code 8593.2

California Disaster Assistance Act (CDAA)

California Disaster and Civil Defense Master Mutual Aid Agreement

California Emergency Services Act (Chapter 7 of division 1 of Title 2 of the Government Code).

California Government Code, Title 1, Division 4, Chapter 8, Sections 3100, 3101, and 3102, and California Labor Code Section 3211.92

California Specialized Training Institute, Disaster Recovery (G270.4) Participant Guide

California Specialized Training Institute, Rapid Needs Assessment Workshop (G557) Student Manual

California Governor's Office of Emergency Services (Cal OES) – Recovery Section

Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19 Article 3, §2720-2728 of the California Code of Regulations) and (California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5).

Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations) and (California Code §8607 et seq).

State of California Emergency Plan

State of California Disaster Recovery Framework



State of California Emergency Support Function 14

**4.3 Federal References**

---

Damage Assessment Operations Manual: A Guide to Assessing Damage and Impact

Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency

Executive Order 13347, Individuals with Disabilities in Emergency Preparedness

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).

Homeland Security Act

Homeland Security Exercise and Evaluation Program (HSEEP)

Homeland Security Presidential Directive (HSPD) 5

National Flood Insurance Program Fact Sheet

National Incident Management System (NIMS)

National Disaster Recovery Framework

Pets Evacuation and Transportation Standards (PETS) Act

Post-Disaster Safety Assessment Program: Guideline to the Activation and Utilization of Program Resources

Post-Katrina Emergency Management Reform Act (PKEMRA)

Presidential Policy Directive (PPD) 8: National Preparedness

Public Assistance Program and Policy Guide, April 2018

Public Assistance Policy 9580: Job Aids and Fact Sheets

Public Law 920: Federal Civil Defense Act of 1950

Robert T. Stafford Disaster Relief and Emergency Assistance Act

Sandy Recovery Improvement Act

Single Audit Act

Title 44 Emergency Management Assistance



FEMA Emergency Support Function 14

**4.4 Resources**

---

All County Departments

Government Employees – Disaster Service Workers

County Public Information Officer

All Operational Area Council Members and Partner Agencies

Public/Private Sector Partners



This Page Intentionally Left Blank.



# Emergency Support Function #17 Volunteers and Donations Management

---

## Volunteers and Donations Management

---

November 2021

Office of Emergency Services



This Page Intentionally Left Blank.



## Section 1: Introduction

---

Stanislaus Emergency Support Function 17 – Volunteers and Donations Management (ESF 17) ensures the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support emergency incidents. The County Chief Executive Office / Office of Emergency Services is the lead department responsible for ESF 17. The Office of Emergency Services (OES) serves as the Coordinator.

### 1.1 Purpose and Scope

---

The purpose of ESF 17 is to provide a central point for the coordination of information and activities of voluntary agencies and personnel responding in times of disaster and the effective utilization of donated cash, goods, and services. Stanislaus County maintains a Memorandum of Understanding (MOU) with the United Way to operate an Emergency Volunteer Center. Stanislaus County also has an MOU with the Salvation Army designating them as the coordinating feeding organization.

The scope of ESF 17 is collaboration and coordination for volunteers and donations management activities at the Stanislaus County Operational Area level. This ESF may be activated in response to any disaster that impacts Stanislaus County and may be activated in response to disasters that impact other counties in the region or state.

### 1.2 Goals

---

The goals of ESF 17 include the following:

- Providing direction, coordination and management of donated goods or services following a disaster.
- Ensuring that local government and Non-Governmental Organizations (NGOs) engaged in disaster work remains the primary recipients, managers, and distributors of donated funds, bulk goods, and services.
- Establishing a means by which volunteers and service program members can contribute their time and talents following a disaster.
- To enhance resources available to each jurisdiction and the community at large for disaster response and recovery by providing an organized system to receive both monetary and in-kind donations.
- To identify and describe the donations-related roles and responsibilities of agencies and organizations.
- To describe the resources available and required to effectively collect and manage bulk and corporate donations, in-kind donations, and monetary donations; and, to





get resources to organizations providing services to people adversely affected by the disaster.

- To ensure that implementation of ESF 17 is compatible with the principles and practices described in the County Emergency Operations Plan, State Emergency Operations Plan, and the National Response Framework.

**1.3 Coordinating and Supporting Departments, Agencies and Partners**

Lead Department	Chief Executive Office / Office of Emergency Services (OES)
ESF 17 Coordinator	Office of Emergency Services (OES)
Supporting Departments	Animal Services Agency Community Services Agency (CSA) Department of Environmental Services (DER) General Services Agency (GSA)
Supporting Agencies and Public/Private Partners	2-1-1 United Way Advancing Vibrant Communities (AVC) Amateur Radio Emergency Service (ARES) American Red Cross (ARC) California Governor’s Office of Emergency Services (Cal OES) California Volunteers Catholic Charities Chamber of Commerce Church of Jesus Christ of Latter-Day Saints Cities (Op Area) Community Emergency Response Teams (CERT) Delta Blood Bank Goodwill Industries Habitat for Humanity Stanislaus Haven Women Center of Stanislaus JS West Milling Latino Emergency Council (LEC) Modesto Gospel Mission Modesto Love Center Private Sector Sacramento Regional VOAD Salvation Army Second Harvest Foodbank Stanislaus Community Foundation Stanislaus County Board of Supervisors Team Rubicon USA United Cerebral Palsy of Stanislaus County



	United Samaritans Foundation Veterans Foundation of Stanislaus County Women Infants and Children World Relief Modesto
--	--

### 1.4 Responsibilities

Department / Agency	Responsibilities
Lead Agency:  Office of Emergency Services (OES)	<ul style="list-style-type: none"> <li>• Coordinate all ESF 17 activities</li> <li>• Communicate with all ESF 17 partners</li> <li>• Serve, or provide trained staff, to fill the Volunteers/Donations Management Unit Leader position in the EOC</li> <li>• Coordinate with PIO / JIC for consistent messaging</li> <li>• Request Mutual Aid when needed</li> <li>• Identify and track resources</li> </ul>
Supporting Departments / Agencies	<ul style="list-style-type: none"> <li>• Send a representative to the relevant DOC(s) or EOC to assist with ESF 17 activities</li> <li>• Provide ongoing situation status updates to the EOC</li> <li>• Perform agency-specific emergency responsibilities as assigned</li> <li>• Provide agency-specific services as outlined in the MOU (United Way, American Red Cross and Salvation Army)</li> </ul>
Public / Private Sector Partners	<ul style="list-style-type: none"> <li>• Provide services, supplies and personnel before, during and after an event, as requested by the EOC Director</li> </ul>



## Section 2: Concept of Operations

The response phase Concept of Operations summarizes seven key elements: 1) goals, priorities and strategies; 2) direction, control and coordination; 3) alert and warning; 4) intelligence gathering and situation reporting; 5) public information; 6) mutual aid and assistance; and 7) the sequence of events during disasters. These activities are generally assigned to County departments, supporting agencies and public/private partners as listed below.

<b>Lead Agency</b> <b>Chief Executive Office / Office of Emergency Services</b>
<ul style="list-style-type: none"> <li>• Coordinate all ESF 17 activities</li> <li>• Coordinate review and update of the ESF 17 annex with lead and support agencies</li> <li>• Develop and coordinate trainings and exercises for lead and support agencies</li> <li>• Activate the ESF 17 annex and Emergency Volunteer Coordination Center</li> <li>• Coordinate with ESF 17 support agencies to establish priorities and determine support needs</li> <li>• Initiate activation and operation of the Emergency Operations Center (EOC), Operational Area EOC (OA EOC), or Area Command (A/C)</li> </ul>
<b>Emergency Function 17 Coordinator</b> <b>Director of Emergency Services / Assistant Director of Emergency Services</b>
<ul style="list-style-type: none"> <li>• Implement, facilitate and provide the Coordinator for the Stanislaus Multi-Agency Coordination Group (Stan MAC) including the activities of the Threat Assessment Group (TAG)</li> <li>• Identify subject matter experts within the ESF 17 stakeholder organization</li> <li>• Establish communication with ESF 17 stakeholders</li> <li>• Establish staging areas, warehouse, points of distribution, and points of collection for donations (principal partner – Salvation Army)</li> <li>• Establish Emergency Volunteer Center (principal partner – United Way) to manage unaffiliated volunteers</li> <li>• Coordinate with the PIO/JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> <li>• Actively coordinate with ESF 17 stakeholders regarding response and recovery activities, consistent messaging, and the provision of technical assistance regarding volunteer and donations management</li> <li>• Provide ESF 17 situation reports to the EOC</li> <li>• Participate in action planning, advanced planning, section and branch meetings, providing ESF 17 perspectives, issues, and intelligence when assigned to the Emergency Operations Center</li> <li>• Identify, acquire, allocate and track resources as requested and assigned to the incident</li> </ul>



STANISLAUS COUNTY EMERGENCY SUPPORT FUNCTION #17  
Volunteers and Donation Management

Supporting Departments	
<i>Department</i>	<i>Responsibility</i>
Animal Services	<ul style="list-style-type: none"> <li>• Support pet friendly shelters</li> <li>• Assist in identifying unmet animal/pet needs</li> <li>• Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services for animals</li> <li>• Provide a liaison to the Stanislaus County EOC</li> </ul>
Community Services Agency (CSA)	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs in local communities and shelters</li> <li>• Provide staffing to support care and shelter operations if requested</li> <li>• Support the Local Assistance Center</li> <li>• Provide CalFresh benefits to eligible community members following a disaster</li> <li>• Participate in long-term recovery activities</li> <li>• Provide a liaison to the Stanislaus County EOC</li> </ul>
Department of Environmental Resources (DER)	<ul style="list-style-type: none"> <li>• Provide technical assistance to coordinate the safe handling of food donations</li> <li>• Conduct inspections of food related donation operations and facilities</li> <li>• Provide a liaison to the Stanislaus County EOC</li> </ul>
General Services Agency (GSA)	<ul style="list-style-type: none"> <li>• Provide management of a Multi-Agency Donations Warehouse if requested by the Stanislaus County EOC</li> <li>• Provide logistical support to distribution sites such as communications, transportation, equipment, and/or facilities</li> <li>• Provide staffing to support a multi-agency donations warehouse if requested by the Stanislaus County EOC</li> </ul>

Supporting Agencies	
<i>Agency</i>	<i>Responsibilities</i>
2-1-1 / United Way	<ul style="list-style-type: none"> <li>• Activate the Emergency Volunteer Coordination Center if requested by the Stanislaus County EOC</li> <li>• Track all volunteer coordination activities</li> <li>• Provide a liaison to the Stanislaus County EOC</li> <li>• Provide public information through 2-1-1 service</li> </ul>



Supporting Agencies	
Advancing Vibrant Communities (AVC)	<ul style="list-style-type: none"> <li>• Provide a point of contact for liaison between responders from the religious community and government and other voluntary agencies</li> <li>• Facilitate cooperative, coordinated response in relief and recovery by the religious community in affected areas</li> <li>• Assist with the identification of unmet needs in local communities</li> <li>• Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services</li> </ul>
Amateur Radio Emergency Service (ARES)	<ul style="list-style-type: none"> <li>• Provide emergency communications support as needed</li> <li>• Provide a liaison to the Stanislaus County EOC</li> </ul>
American Red Cross (ARC)	<ul style="list-style-type: none"> <li>• Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services</li> <li>• Provide the American Red Cross toll-free telephone numbers to the Public Information Officer</li> <li>• Coordinate with the chapter offices and other disaster relief operations to identify unmet needs</li> <li>• Provide a liaison to the Stanislaus County EOC</li> </ul>
Cal OES	<ul style="list-style-type: none"> <li>• Work with the Statewide Volunteer Coordinator to assess the need for donations management and work with the State VOAD to provide technical assistance to local jurisdictions</li> </ul>
California Volunteers	<ul style="list-style-type: none"> <li>• Provide technical assistance to local jurisdictions for volunteer and donations management coordination</li> </ul>
Catholic Charities	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs in local communities with a particular emphasis on diverse populations</li> <li>• Provide coordinated assistance to needy communities and populations</li> <li>• Participate in long-term recovery activities</li> <li>• Provide a liaison to the Stanislaus County EOC</li> </ul>
Chamber of Commerce	<ul style="list-style-type: none"> <li>• Assist with the coordination and dissemination of public information providing instructions for private local businesses and industries desiring to donate items or services</li> </ul>
Church of Jesus Christ of Latter-Day Saints	<ul style="list-style-type: none"> <li>• Provide volunteers to gather and assemble supplies to distribute to the community</li> </ul>



Supporting Agencies	
	<ul style="list-style-type: none"> <li>Assist with clean-up of homes, parks, and other facilities</li> </ul>
City Emergency Managers	<ul style="list-style-type: none"> <li>Provide logistical support to distribution sites such as communications, transportation, and/or facilities</li> <li>Assist with the identification of unmet needs in local communities</li> <li>Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services</li> </ul>
City Emergency Operation Centers	<ul style="list-style-type: none"> <li>Provide logistical support to distribution sites such as communications, transportation, and/or facilities</li> <li>Assist with the identification of unmet needs in local communities</li> <li>Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services</li> </ul>
Community Emergency Response Teams (CERT)	<ul style="list-style-type: none"> <li>Assist with the identification of unmet needs in local communities</li> <li>Provide volunteers to sort, assemble, and warehouse donated items</li> <li>Provide volunteers to assist with the distribution of donated items to the community</li> </ul>
Delta Blood Bank	<ul style="list-style-type: none"> <li>Establish communication with the Stanislaus County EOC</li> <li>Assess the need for blood</li> <li>Confirm the number of units available for immediate release</li> <li>Determine ability to meet demand and coordinate public appeal if necessary</li> <li>Organize the collection, testing, storage, and transportation of blood product donations</li> </ul>
Disaster Service Workers	<ul style="list-style-type: none"> <li>All government employees are Disaster Service Workers and may be assigned where needed</li> <li>Provide volunteers to sort, assemble, and warehouse donated items</li> <li>Provide volunteers to assist with the distribution of donated items to the community</li> <li>Provide volunteers to assist with cleanup and donation debris removal</li> </ul>
Goodwill Industries	<ul style="list-style-type: none"> <li>Coordinate with county emergency management officials to identify materials and the appropriate level</li> </ul>



Supporting Agencies	
	<p>of disaster operations/activities needed for disaster survivors</p> <ul style="list-style-type: none"> <li>• Coordinate with the JIC to provide public information following a disaster on the types of material donations accepted to help disaster survivors</li> <li>• Provide vouchers to disaster survivors that will be honored at all participating Goodwill stores</li> <li>• Coordinate with other organizations to provide transportation, volunteers, communications, and facilities used to support Goodwill’s disaster response operations</li> </ul>
Habitat for Humanity Stanislaus	<ul style="list-style-type: none"> <li>• Coordinate with county emergency management officials to identify materials and the appropriate level of disaster operations/activities needed for disaster survivors</li> <li>• Coordinate with the JIC to provide public information following a disaster on the types of material donations accepted to help disaster survivors</li> <li>• Provide building/rebuilding construction management and safety training</li> <li>• Provide volunteers for emergency yard cleanup, tree removal, and gutting of homes</li> <li>• Assist with debris removal</li> </ul>
Haven Women Center of Stanislaus	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs for women in local communities</li> <li>• Distribute donated goods to women in need</li> </ul>
JS West Milling	<ul style="list-style-type: none"> <li>• Assist in identifying unmet animal/pet needs</li> <li>• Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services for animals</li> <li>• Assist with the collection and distribution of food donations for animals</li> </ul>
Latino Emergency Council (LEC)	<ul style="list-style-type: none"> <li>• Provide a point of contact for liaison between responders from the Latino community and government and other voluntary agencies</li> <li>• Assist with the identification of unmet needs in local communities with emphasis in Latino communities</li> <li>• Coordinate with the JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> </ul>



Supporting Agencies	
	<ul style="list-style-type: none"><li>• Assist with the translation and dissemination of public information and messaging to the Latino community</li><li>• Support the Local Assistance Center</li></ul>





Supporting Agencies	
Modesto Gospel Mission	<ul style="list-style-type: none"> <li>• Coordinate with the JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> <li>• Provide management of a Multi-Agency Donations Warehouse if requested by the Stanislaus County EOC</li> <li>• Provide distribution of food, clothing, water, and other needed items</li> <li>• Produce a resource directory of available items that will be shared with points of dispensing operations and the public</li> <li>• Provide coordinated assistance to needy communities and populations</li> <li>• Participate in long-term recovery activities</li> </ul>
Modesto Love Center	<ul style="list-style-type: none"> <li>• Coordinate with the JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> <li>• Provide management of a Multi-Agency Donations Warehouse if requested by the Stanislaus County EOC</li> <li>• Provide distribution of food, clothing, water, and other needed items</li> <li>• Produce a resource directory of available items that will be shared with points of dispensing operations and the public</li> <li>• Provide coordinated assistance to needy communities and populations</li> <li>• Participate in long-term recovery activities</li> </ul>
Private Sector	<ul style="list-style-type: none"> <li>• Coordinate with the JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> <li>• Assist with the solicitation and collection of monetary and in-kind donations from the private sector</li> </ul>
Public Information Officer	<ul style="list-style-type: none"> <li>• Provide coordinated information to the public and partner agencies on volunteering and responsible donations</li> <li>• Develop accessible public information messages</li> <li>• Monitor social media</li> </ul>
Sacramento Regional VOAD	<ul style="list-style-type: none"> <li>• Provide technical assistance for volunteer and donations management coordination</li> </ul>



Supporting Agencies	
Salvation Army	<ul style="list-style-type: none"> <li>• Provide staging areas, warehouse, points of distribution, and points of collection for donations</li> <li>• Facilitate cooperative, coordinated response in relief and recovery by the religious community in affected areas</li> <li>• Assist with the identification of unmet needs in local communities</li> <li>• Assist with the coordination and dissemination of public information providing instructions for private individuals and groups desiring to donate items or services</li> </ul>
Second Harvest Foodbank	<ul style="list-style-type: none"> <li>• Coordinate with the JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> <li>• Provide management of a Multi-agency Donations Warehouse if requested by the Stanislaus County EOC</li> <li>• Provide distribution of food, clothing, water, and other needed items</li> <li>• Produce a resource directory of available items that will be shared with points of dispensing operations and the public</li> <li>• Provide coordinated assistance to needy communities and populations</li> <li>• Participate in long-term recovery activities</li> </ul>
Stanislaus Community Foundation	<ul style="list-style-type: none"> <li>• Establish a disaster donations fund</li> <li>• Collect and track all monetary donations</li> <li>• Distribute monetary donations to disaster victims</li> </ul>
Stanislaus County Board of Supervisors	<ul style="list-style-type: none"> <li>• Approve disaster proclamations</li> <li>• Support the Stanislaus County EOC as needed</li> </ul>
Team Rubicon USA	<ul style="list-style-type: none"> <li>• Conduct emergency roof repairs with the installation of tarps and other materials</li> <li>• Provide building/rebuilding construction management and safety training</li> <li>• Conduct emergency yard cleanup, tree removal, and gutting of homes</li> <li>• Assist with debris removal</li> </ul>
United Cerebral Palsy of Stanislaus County	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs in local communities with a particular emphasis on diverse populations</li> <li>• Provide coordinated assistance to needy communities and populations</li> </ul>



Supporting Agencies	
	<ul style="list-style-type: none"> <li>• Participate in long-term recovery activities</li> <li>• Assist with solicitation and collection of monetary donations to support the needs of the community with an emphasis on diverse populations</li> </ul>
United Samaritans Foundation	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs in local communities with a particular emphasis on diverse populations</li> <li>• Provide coordinated assistance to needy communities and populations</li> <li>• Provide distribution of food, clothing, water, and other needed items</li> <li>• Participate in long-term recovery activities</li> </ul>
Veterans Foundation of Stanislaus County	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs in local communities with a particular emphasis on veteran populations</li> <li>• Provide coordinated assistance to veterans</li> <li>• Provide distribution of food, clothing, water, and other needed items to veterans</li> <li>• Participate in long-term recovery activities</li> </ul>
Volunteer Unit Coordinator	<ul style="list-style-type: none"> <li>• Identify the need for volunteers</li> <li>• Establish communication with the Emergency Volunteer Coordination Center</li> <li>• Assess volunteer needs throughout the incident</li> <li>• Develop volunteer staffing schedules</li> <li>• Prepare volunteers for mobilization/demobilization</li> </ul>
Women Infants and Children	<ul style="list-style-type: none"> <li>• Assist with the identification of unmet needs for women and children in local communities</li> <li>• Participate in long-term recovery activities</li> </ul>
World Relief Modesto	<ul style="list-style-type: none"> <li>• Provide a point of contact for liaison between responders from the refugee community and government and other voluntary agencies</li> <li>• Assist with the identification of unmet needs in local communities with emphasis in refugee communities</li> <li>• Coordinate with the JIC to develop and disseminate public information and instructions for private individuals and groups desiring to donate items or services</li> <li>• Assist with the translation and dissemination of public information and messaging to the refugee community</li> </ul>



## Section 3: EOC Structure

---

ESF 17 is organized in accordance with the National Incident Management System (NIMS), and the functional structure is based on the elements developed within the Standardized Emergency Management System (SEMS) and Incident Command System (ICS). The organizational structure is compatible with that of surrounding public agencies at the local, state, and federal levels. Non-government organizations that regularly participate in the emergency management process are also trained and proficient in this system.

**Management:** ESF 17 supports the Management Section by providing trained staff to the command structure to support functional activities within the response, mitigation and recovery phases. ESF 17 Lead Agency and Coordinator will participate as a member of the Decision Process (StanMAC). The Public Information Office is a position of the Management Section and will provide and coordinate consistent messaging with media, the EOC, and public.

**Operations:** When appropriate, ESF 17 will supply trained staff to the Operations Section to support functional activities within the response, mitigation and recovery phases. ESF 17 will provide assistance in opening the Emergency Volunteer Center, coordinating donations, volunteers, and volunteer activities.

**Planning:** When appropriate, ESF 17 will supply trained staff to the planning and intelligence section to support functional activities within the response, mitigation and recovery phases. Staff may provide assistance or leadership in various areas including GIS mapping support, contributing situation information about the incident, and also by participating in incident planning meetings, maintaining the status of resources, and maintaining accurate documentation records.

**Logistics:** When appropriate, ESF 17 will supply trained staff to the logistics section to support functional activities within the response, mitigation and recovery phases. Staff may provide assistance or leadership in various areas. In Stanislaus County, the United Way is the principle partner in volunteer management and can provide an Emergency Volunteer Center for volunteer intake, vetting, assignments, and point of contact. Salvation Army is the principle partner in donations management and can provide warehouses, staging, points of collection, and points of distribution for donations.

**Finance:** When appropriate, ESF 17 will supply trained staff to the Finance Section to support the functional activities within the response, mitigation and recovery phases. The Agricultural Commissioner staff may provide assistance or leadership in various areas including purchasing, procuring, payroll documentation, and State or Federal government contracts.



## Section 4: Reference and Resources

---

### 4.1 References

---

Stanislaus County Emergency Operations Plan (EOP)

State of California Emergency Plan (2017)

*National Response Framework: Volunteers and Donations Management Support Annex*,  
Department of Homeland Security, (2008)

State of California Emergency Support Function #17

FEMA Emergency Support Function #17

Memorandum of Understanding Between United Way and Stanislaus County for an  
Emergency Volunteer Center

Memorandum of Understanding Between Salvation Army and Stanislaus County for  
Donations Management and Mass Feeding (In development)

### 4.2 Resources

---

United Way Emergency Volunteer Center

Salvation Army Warehouse

City Emergency Managers

City Emergency Operation Center's

County Public Information Officer

Disaster Service Workers

Stanislaus County EOC Management Team

Medical Reserve Corp

Amateur Radio Emergency Services (ARES)

Voluntary Organizations Active in Disaster (VOAD)

Stanislaus County STARS (Sheriff's Office)

Community Emergency Response Team (CERT – City of Patterson)



This Page Intentionally Left Blank.