



CONTRA COSTA COUNTY  
**EMERGENCY  
OPERATIONS  
PLAN**

2022



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# Introductory Elements

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*These elements provide a record of plan development, approval, and maintenance.*

## *Preface*

This plan was developed and is maintained by the Contra Costa County Sheriff's Office of Emergency Services in collaboration with our emergency management partners. It facilitates preparation, response operations, and short-term recovery activity for emergencies. The plan includes guidelines supported by law, highlights emergency management best practices, and provides a scalable and flexible approach to different types of incidents that may affect Contra Costa County. However, this plan cannot anticipate all possible events and situations in an emergency response. Conditions will develop in operations where standard methods will not suffice. Nothing in this Plan shall be interpreted as an obstacle to the staff's experience, initiative, and ingenuity in overcoming the complexities under actual emergency conditions



## *Letter of Approval*

*The 2022 EOP Update was approved by the Contra Costa County (the County) Board of Supervisors on November 29, 2022 (Resolution No. 2022/412) This letter from the County Board of Supervisors serves as a dated resolution recognizing and adopting this document as the County all-hazards emergency operations plan (EOP), updated letter to come.*

Approval Date: June 16, 2015

To: Community of Contra Costa County

The preservation of life, property and the environment is an inherent responsibility of local, state, and federal government. Contra Costa County, in cooperation with the cities, towns, special districts and partners in the county have prepared this emergency operations plan to ensure the most effective response to emergencies.

This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for the coordination of planning efforts of the various emergency staff and service elements utilizing the California Standardized Emergency Management System (SEMS).

The Contra Costa County Board of Supervisors gives its full support to this plan and urges all officials, employees and the residents, individually and collectively, to do their share in the total emergency effort of Contra Costa County. The Resolution adopting this plan supersedes prior plans.

Contra Costa County recognizes the work by the many individuals and organizations that collaborated to revise the Contra Costa County Emergency Operations Plan. Through the coordinated efforts, this plan provides the framework for the best possible management of emergencies and assistance to the residents of Contra Costa County when disaster strikes.

A handwritten signature in blue ink that reads "John Gioia". The signature is fluid and cursive, with the first name "John" being larger and more prominent than the last name "Gioia".

Chair, Board of Supervisors

Figure 1: Letter of approval

## *Approval and Implementation*

*This section introduces Contra Costa County (the County) Emergency Operations Plan (the Plan), describes how it applies to Contra Costa County, and delegates authority for an emergency proclamation. Circumstances under which an emergency may be proclaimed are reviewed.*

The Plan will take effect upon the approval by the Contra Costa County Board of Supervisors. The Plan will be officially adopted and promulgated. The Plan will be distributed to those county departments, supporting agencies, and community organizations assigned primary functions or responsibilities within Emergency Operations.

## *Emergency Proclamations*

An emergency proclamation may serve multiple purposes depending on the incident and the affected entity. Being a prerequisite for a Governor or Presidential Declaration of emergency, an emergency proclamation:

- Provides for multi-agency or multi-jurisdictional coordination in response to an event where County resources are insufficient
- Provides for the use of emergency powers and expenditures
- Offers legal protection for public employees serving as Disaster Service Workers and governing bodies engaged in the response
- Allows for the issuance of orders and regulations to protect life and property (e.g., curfews)

County Ordinance §42-2.802 clarifies the authority to proclaim an emergency. To the extent that the County Ordinance may conflict with the provisions of the State Emergency Services Act, §8558, the latter shall prevail. When the Board is not in session, the County Administrator has the authority to proclaim a local emergency after conferring, if possible, with one or more members of the Board, including the Board Chairperson. If a conference with the Board Chairperson is impossible, a proclamation in writing is required. Proclaiming authorities include:

- The **Board of Supervisors**
- Incorporated jurisdictions as provided under their municipal codes.
- The jurisdiction shall advise the Contra Costa County Office of the Sheriff's Emergency Services Division of the proclamation. Health and Safety Code §101080 authorizes the County Health Officer to declare a local health emergency in, 'situations involving the release or spillage of hazardous medical

waste if the hazard or medical waste spilled is determined to be an immediate threat to the public health, or whenever 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, the director may declare a health emergency and the local health officer may declare a local health emergency in the jurisdiction or any area thereof affected by the threat to the public health.’

When an emergency is proclaimed, the Contra Costa County Emergency Operations Plan serves as the framework for guiding response, led by the Administrator of Emergency Services (CAO), collaborating with the Director of OES or their designated alternates.

### *Roles and Responsibilities*

The Director of the Office of Emergency Services (OES) or their designee oversees the County’s emergency operations center (EOC)(County Ordinance Code, Article 42-2.6. The Director assumes the ultimate responsibility for implementing the Plan, and directs the County’s emergency management organization, referred to as an Operational Area when there is an emergency. The Director of Emergency Services, as supported by the Sheriff’s Office of Emergency Services, has responsibility for the following:

- All phases of the emergency management cycle for the unincorporated areas of the County
- Organizing, staffing, and operating the County Emergency Operations Center (EOC)
- Coordinating emergency communications and messaging to the public
- Providing subject matter expertise and guidance to elected officials and other organizations
- Maintaining information on the status of resources, services, and operations
- Obtaining support for the Contra Costa County Operational Area and providing support to other jurisdictions as needed

### *Emergency Services Policy Board (ESPB)*

The Contra Costa County Emergency Services Policy Board (ESPB) is an advisory body to the County Administrator providing assistance and advice on emergency preparedness planning efforts and the coordination of such planning efforts throughout the county. The ESPB functions as the Contra Costa County Disaster Council. The ESPB reviews and makes recommendations on the following as necessary for plan and agreement implementation; Emergency Mutual Aid Plans and Agreements, Ordinances, Resolutions, and Regulations. The County Administrator serves as the chair, and the Sheriff serves as the vice-chair of the ESPB.

### Operational Area Council (OAC)

The Operational Area Council is created as an advisory council to the ESPB and is coordinated by the Sheriff's Office, Office of Emergency Services. The Operational Area Council consists of emergency managers from incorporated cities, special districts, key utilities, businesses, and staff of the Sheriff's Office, Office of Emergency Services. .

The OAC meets at least quarterly to discuss and consider countywide emergency management areas, issues, and to make recommendations to the ESPB through the Office of Emergency Services. OAC members may meet more frequently during an emergency operations center activation for increased situational awareness. These meetings may also be called Multi-Agency Coordination (MAC) meetings.

## Plan Concurrence

*This section demonstrates concurrence among County Agencies and represents agreement with how the Plan assigns tasks among those agencies. It includes a distribution record and a history of changes made to the Plan.*

The following agencies represent the Emergency Services Policy Board of Contra Costa County and agree with how this plan describes their tasks.

Figure 2: Emergency Services Policy Board record of concurrence

Agency	Signatory
Contra Costa County Administrator's Office	
Contra Costa County Office of the Sheriff	
Contra Costa County Counsel	
Contra Costa County Health Services	
Contra Costa County Public Works	
Contra Costa County Fire Protection District	
Contra Costa County Risk Management	
Contra Costa County Department of Conservation and Development	
Contra Costa County Employment and Human Services	
Contra Costa County Superintendent of Schools	
Contra Costa County Department of Information Technology	
Contra Costa County Public Manager's Association	





# Plan Development and Maintenance

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*This section explains why the plan was developed and how it is maintained and implemented. An overview of the planning process is provided. The County emergency management organization is described, and planning assumptions are listed.*

Contra Costa County’s emergency management organization brings together diverse stakeholders with varied roles and responsibilities throughout all stages of the emergency management cycle. County departments, incorporated jurisdictions, special districts, private-sector, and non-profit organizations together comprise the Contra Costa County Operational Area, under the direction of the County Administrator’s Office and the leadership of the Sheriff’s Office of Emergency Services.

This plan was developed to guide the County through all phases of the emergency management cycle by outlining underlying assumptions and providing a framework for interagency and inter-jurisdictional coordination. The document represents a single component of the emergency planning process, developed, maintained, and administered through the Sheriff's Office of Emergency Services as described in this document's *Approval and Implementation* section. The Sheriff's Office of Emergency Services is responsible for implementing revisions that keep this plan current. Revisions will be documented on the “Record of Changes” form in this plan.

Contra Costa County takes a “**whole community approach**” to the development and maintenance of the Plan. Whole Community encompasses individuals, private and public sector partners, faith-based organizations, community groups, and all levels of government.

**Access & Functional Needs**  
*A Whole Community Approach*

The **Whole Community** includes individuals, including those who may have **access or functional needs**. The California Office of Emergency Services characterizes the following individuals as having access or functional needs:

- Live in institutionalized settings
- Are elderly or unaccompanied children
- Are from diverse cultures
- Have limited English proficiency or are non-English speaking
- Are transportation or communication disadvantaged
- Have no access to a shelter and/or may need to be assigned a Functional Access Service Team (FAST) member
- Have disabilities – temporary or lifelong
- Have sight or hearing impairments
- May require medical care or supervision
- Other situations that would ensure maintaining independence

Figure 5: The whole community approach and describing access and functional needs

Coordination with partners begins with this document and extends to all aspects of emergency management in Contra Costa County.

### *Steps in the Planning Process*

The planning process below is flexible and adaptable. Considerations should be made at each step of the planning process regarding; training, exercises, equipment, and other requirements within the jurisdiction.

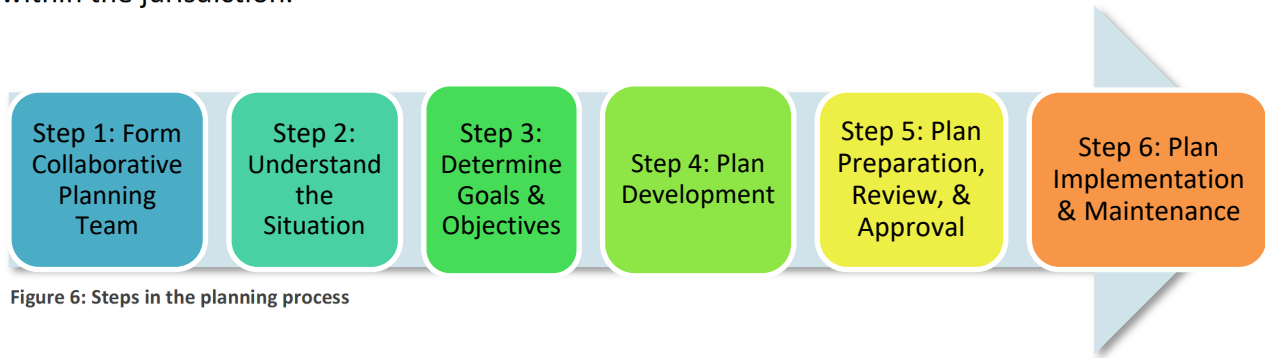


Figure 6: Steps in the planning process

### *Planning Assumptions*

Planning assumptions are generally accepted facts that allow the EOP to be executed with a shared understanding of what can happen in an emergency. The following assumptions were considered in the development of this Plan:

- All incidents are local, may occur at any time with little or no warning, and may exceed the capabilities of local government
- Emergencies may cause casualties, fatalities, and population displacement
- An emergency can cause damage to property, critical infrastructure, the environment, and the economy
- An emergency may interrupt public and private sector services
- The more significant the complexity, impact, and geographic scope of an emergency, the more multiagency coordination will be required
- Mutual aid resources from outside the county may be required
- Events affecting the Bay Area region may affect the availability of needed response resources from outside Contra Costa County, including staff who work in Contra Costa living outside the County

- Contra Costa County’s Whole Community approach serves and integrates people with Access and Functional Needs
- This document will be utilized in coordination with applicable local, state, and federal contingency plans
- This plan does not supplant field incident command decisions or tactics in an emergency

### *Mitigation*

Hazard mitigation refers to action taken to lessen or eliminate long-term risk to people and property from different hazards to which they may be vulnerable. In addition to reducing the impact of a disaster, mitigation activities help to create safer communities by interrupting a cycle of repeated damage and reconstruction. Examples of mitigation activities include projects to reduce risk, increase the strength of critical infrastructure and identify and protect lifelines into communities.



Figure 7: The emergency management cycle

### *Preparedness*

Activities related to developing and improving response and recovery capabilities are part of a comprehensive preparedness program. Preparedness refers to a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action to ensure effective coordination during incident response. Examples of preparedness activities include establishing mutual aid agreements, developing plans, training EOC personnel, and public outreach and education. Within NIMS, preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

## *Response*

Response activities are those elements undertaken when a disaster occurs or threatens to occur. Response activities include identifying goals and strategies, coordinating operations, public notification, public information, mutual aid, and planning during a disaster.

## *Recovery*

Activities aimed at re-establishing normalcy within affected communities to restore the county to its pre-disaster condition are recovery activities. Examples of recovery activities may be short-term when they focus on stabilizing the situation, removing debris, restoring services, and re-establishing different community functions. Longer-term recovery activities grow out of short-term recovery. They include facility and infrastructure restoration, community planning and rebuilding assistance, and mitigation strategies into rebuilding efforts.

# Purpose and Scope

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*This section describes the purpose of the Plan and the scope of where it is applicable. The plan is considered active upon approval. The conditions under which an emergency may be proclaimed are described in the [Approval and Implementation section](#).*

## *Purpose*

The Emergency Operations Plan is intended to:

- Provide the basis for coordination during all phases of the emergency management cycle through an all-hazards, whole community approach.
- Establish operational concepts and standard operating procedures associated with Emergency Operations Center (EOC) activities.
- Describe the relationship between EOC activities and other emergency response agencies
- Establish the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) within Contra Costa County.
- Address the needs of people with disabilities and others with access and functional needs who may be disproportionately affected during and after an emergency. See California Government Code section 8593.3, which defines access and functional needs.

## *Scope*

This Plan applies to all emergencies in unincorporated areas of Contra Costa County when coordination is required between multiple organizations or county departments, or both. This plan also applies to emergencies within incorporated areas as requested by those jurisdictions. According to this document, county departments and special districts are responsible for carrying out emergency planning. Local jurisdictions are responsible for carrying out local emergency operations planning per the California Standardized Emergency Management System (SEMS). Local jurisdictions, special districts, and emergency response agencies *outside* the Office of Emergency Services are responsible for coordinating with the Office of Emergency Services for emergency plans and standard operating procedure integration.

## Situation Overview

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*This section provides an overview of the hazards and threats that may affect Contra Costa County. It summarizes the county's locale, risks, and threats and justifies prioritizing emergency preparedness and planning efforts for specific hazards.*

### *History*

Contra Costa County was founded in 1850 as one of the original 27 counties of California. It is one of nine San Francisco Bay Area counties and is California's ninth most populous county.

### *Population*

According to the 2020 U.S. Census, Contra Costa County has 1,165,927 residents, of which more than 77 percent are over the age of 18. The census report shows that 178,527 of those residents live in unincorporated areas. Most of the county's population resides along the urban corridors of state highways 4 and 24 and interstates 80 and 680.

### *Local Setting*

Contra Costa County encompasses 804 square miles, of which 716 are land, and 88 are water. Contra Costa County's physical geography is dominated by the bayside plain, the Oakland and Berkeley hills in the west, agricultural land, and the Delta waterways in the east. In between are several inland valleys and Mt. Diablo, which at an elevation of 3,849 feet, is the most notable natural landmark in the central county area.

Parts of Contra Costa County are connected to neighboring counties by bridges; the Richmond/San Rafael Bridge in the northwest, the Carquinez Bridge in the north, the Antioch Bridge in the northeast, and the Middle River Bridge in the east. The Caldecott Tunnel in the west is another primary transportation connector to neighboring Alameda County.

**Martinez** is the county seat and is in the northern central portion of the county. There are 19 incorporated jurisdictions in Contra Costa County and 34 unincorporated jurisdictions, divided among 5 (five) supervisorial districts.

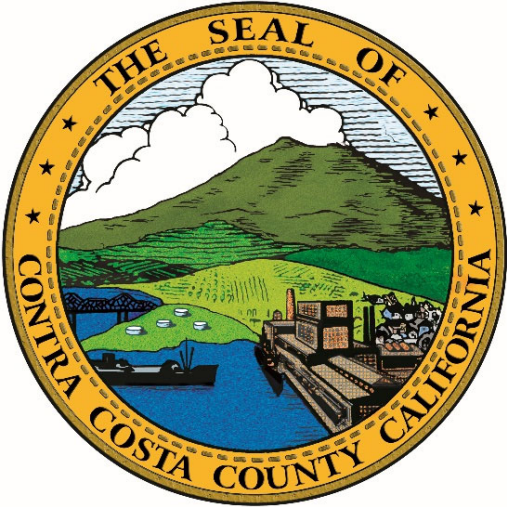
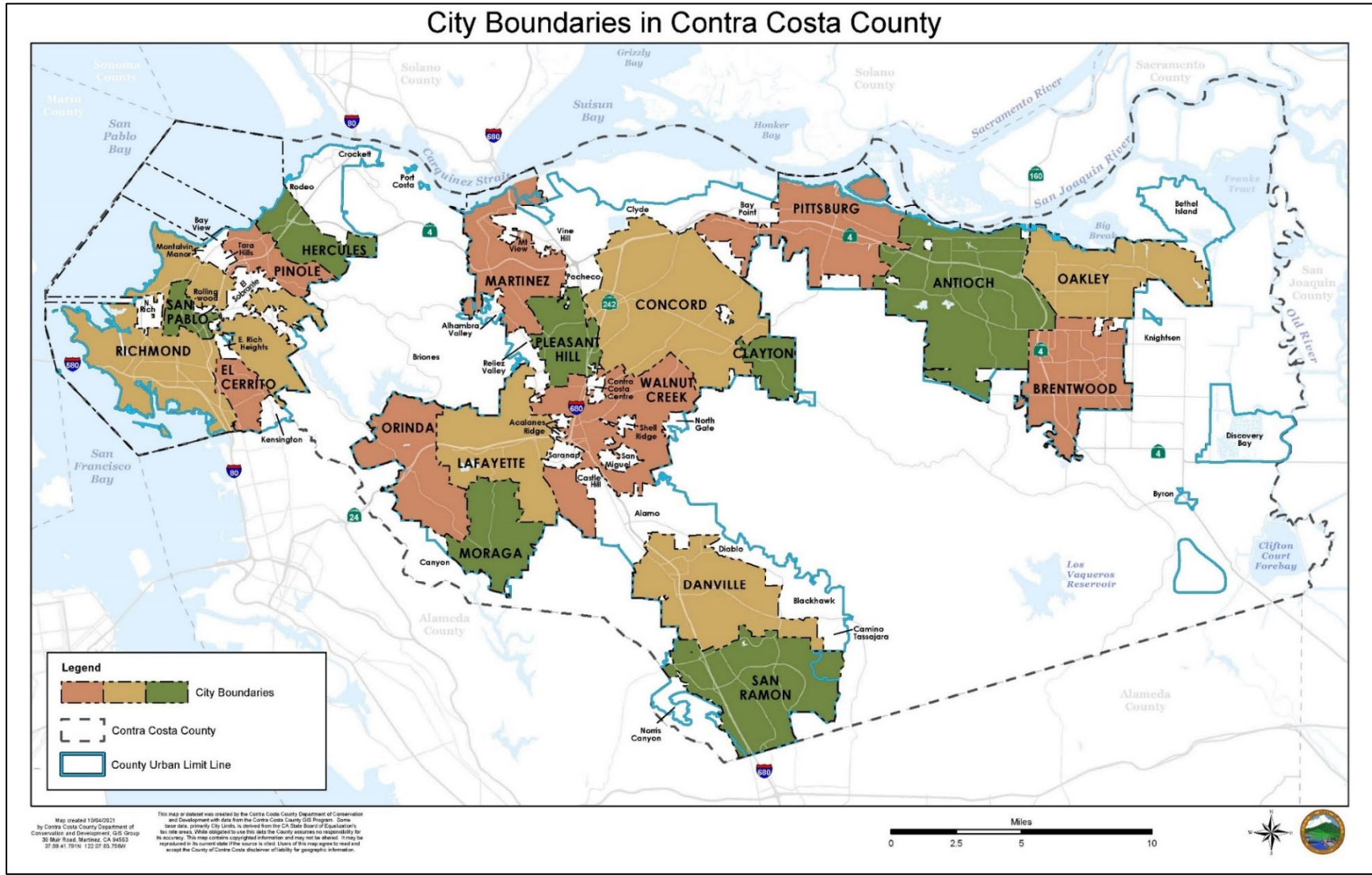
Total County Population for Contra Costa County – 2020 Census			
Incorporated Jurisdictions & Population Estimate		Unincorporated Jurisdictions & Population Estimate	
Antioch city	115,291	Acalanes Ridge	1,285
Brentwood city	64,292	Alamo	15,314
Clayton city	11,070	Alhambra Valley	805
Concord city	125,410	Bay Point	23,896
Danville town	43,582	Bayview	1,782
El Cerrito city	25,962	Bethel Island	2,131
Hercules city	26,016	Blackhawk	9,637
Lafayette city	25,391	Byron	1,140
Martinez city	37,287	Camino Tassajara	4,951
Moraga town	16,870	Castle Hill	1,271
Oakley city	43,357	Clyde	729
Orinda city	19,514	Contra Costa Centre	6,808
Pinole city	19,022	Crockett	3,242
Pittsburg city	76,416	Diablo	1,255
Pleasant Hill city	34,613	Discovery Bay	15,358
Richmond city	116,448	East Richmond Heights	3,460
San Pablo city	32,127	El Sobrante	15,524
San Ramon city	84,605	Kensington	5,428
Walnut Creek city	70,127	Knightsen	1,596
<b>Total City</b>	<b>987,400</b>	Montalvin Manor	3,099
 <p>For additional Census information, please go to:  <a href="https://www.contracosta.ca.gov/5342/Demographics">https://www.contracosta.ca.gov/5342/Demographics</a>  * Population-based on 2020 Decennial Census Results</p>		Mountain View	2,622
		Norris Canyon	1,313
		North Gate	667
		North Richmond	4,175
		Pacheco	4,183
		Port Costa	190
		Reliez Valley	3,354
		Rodeo	9,653
		Rollingwood	3,015
		San Miguel	3,591
		Saranap	5,830
		Shell Ridge	1,014
		Tara Hills	5,364
		Vine Hill	4,323
		Other Unincorporated	10,522
		<b>Total Unincorporated</b>	<b>178,527</b>

Figure 9: Population table by jurisdiction

Figure 10: Map of jurisdictions in Contra Costa County



## Hazards in Contra Costa County

*This section of the EOP consists of a series of threat summaries beginning with those threats identified in the Contra Costa County Local Hazard Mitigation Plan. It describes the local area, risk factors, and the anticipated nature of situations, which could threaten or occur in the County.*

If future APPENDIX or hazard mitigation plan development results in a more current or robust hazard or threat analysis data, future EOP revisions will incorporate that data into this section.

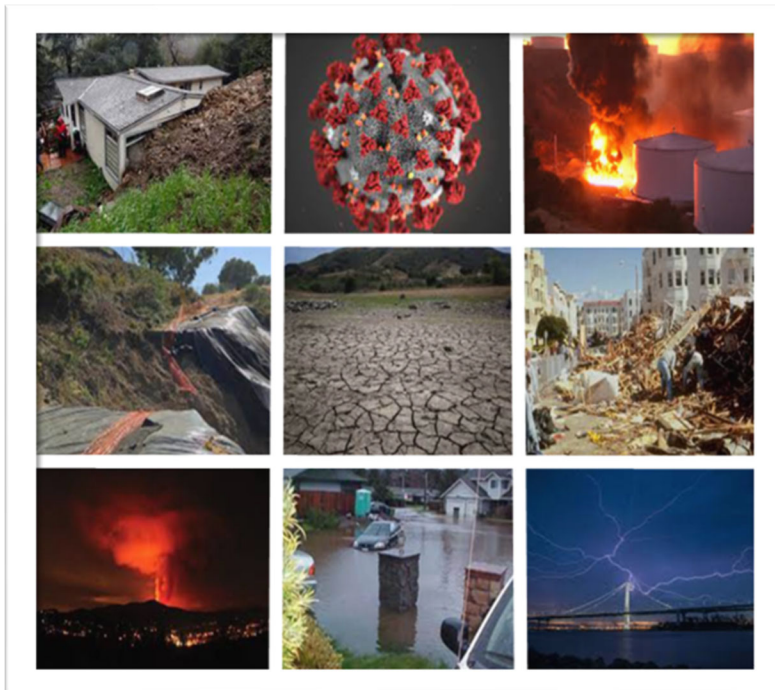


Figure 11: Images of potential hazards

Hazards are not mutually exclusive, and one or more of these events may co-occur. Action accomplishments in response to hazards and hazard details are provided in this document's Appendix, separate from this Plan and department-specific Standard Operating Procedures.

In 2018 Contra Costa County prepared a hazard mitigation plan in compliance with the Disaster Mitigation Act (DMA - DMA; Public Law 106-390) passed in 2000. This analysis aimed to identify and discuss the

natural threats confronting Contra Costa County communities and the mitigation efforts.

Contra Costa County is vulnerable to a wide range of threats. An all-hazards threat perspective considers a complete range of threats including, but not limited to, natural hazards, technological and structural vulnerabilities, biological and man-made threats. Emergency planning should consider historical events and accommodate new planning assumptions as the County population grows and threats evolve.

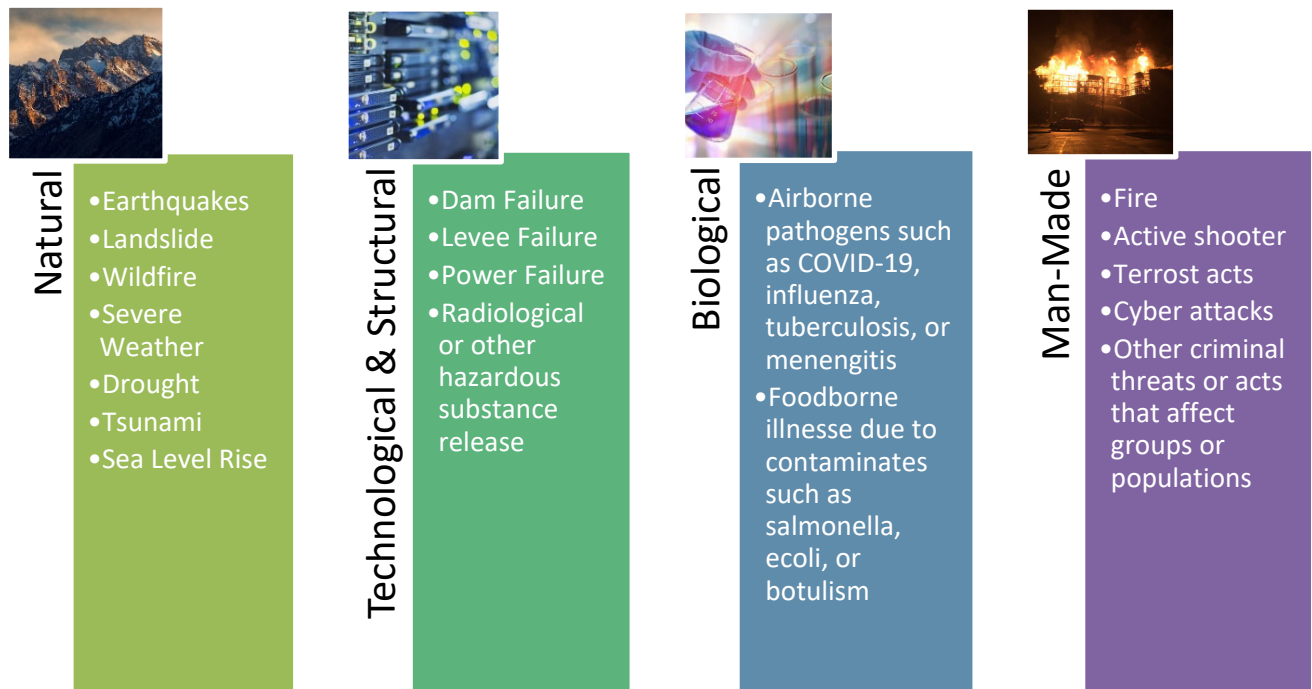


Figure 12: Examples of types of hazards

The Local Hazard Mitigation Plan utilizes Hazards United States (HAZUS), a nationally applicable standardized methodology containing models and other specific disaster data, to estimate potential losses from earthquakes, floods, tsunamis, and hurricanes.

### *Probability and Impact*

The criteria below were used to evaluate hazards and identify the highest risk hazard in Contra Costa County.

The probability of occurrence of a hazard is based on the likelihood of an annual occurrence. The possibility of annual occurrence is assessed using past hazard events in the area and the potential for changes in the frequency of these events due to climate change.

Hazard impact is assessed based on effects on people, property, and the local economy. The following chart assigns the value based on the total population exposed to the hazard event.

Probability	Impact
<b>High</b> – Hazard event is likely to occur within 25 years	<b>High</b> – 25 percent or more of the population is exposed to the hazard
<b>Medium</b> – Hazard event likely to occur within 100 years	<b>Medium</b> – 10 percent to 25 percent of the population is exposed to the hazard
<b>Low</b> – Hazard event not likely to occur within 100 years	<b>Low</b> – 10 percent or less of the population is exposed to the hazard

		Impact		
		Low	Medium	High
Probability	High	Drought    Flood	Landslide Severe Weather Wildfire	Earthquake
	Medium	Sea Level Rise Tsunami	Dam & Levee Failure	
	Low			

Figure 13: Hazard probability and impact matrix from p322 of the County LHMP

## Earthquake

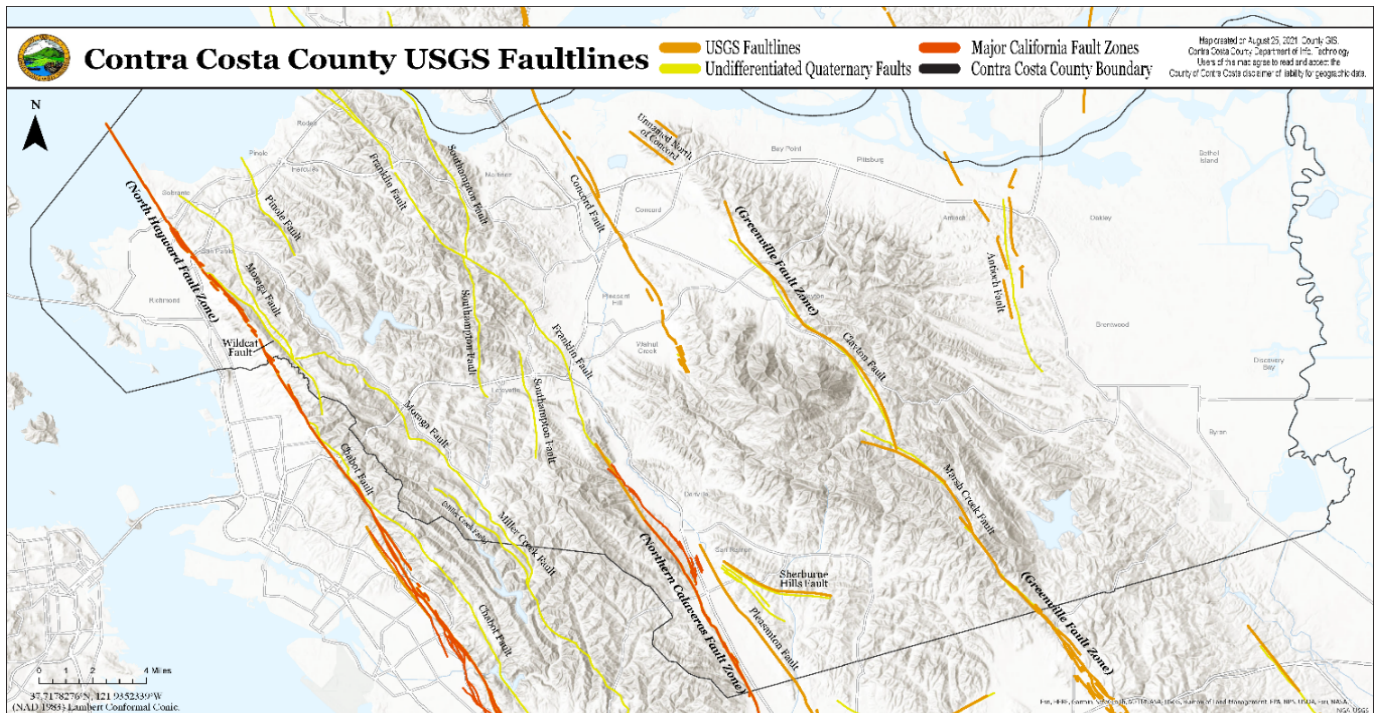
Earthquakes are unpredictable. They vary significantly in size and intensity and can cause devastation. Although infrequent, significant earthquakes have tremendous potential for loss of life, property damage, and the environment.

Major fault lines that could potentially impact Contra Costa County and surrounding counties include:

- The Hayward Fault, which runs along the west end of the County
- The Rogers Creek Fault is in the north-central area of the County and runs under the Buchanan Airport
- The Concord Green Valley Fault, which is in the east end of the County
- The Mount Diablo Thrust Fault, along the southwest perimeter of Mount Diablo
- The Greenville Fault in the east end of the County and under several of the levee protected islands
- The Calaveras Fault runs through the south-central corridor near the I-680 Freeway
- The San Andreas Fault is west of Contra Costa County

Critical petrochemical businesses located along the industrial corridor and other essential facilities in the County can create additional hazards if severely damaged during a large earthquake.

Figure 14: Faultlines in Contra Costa County



## Landslide

The U.S. Geological Survey definition of landslides includes many ground movements, such as rockfalls, profound failure of slopes, and shallow debris flows. Although gravity acting on an over-steepened pitch is the primary reason for a landslide, other contributing factors exist. Landslides commonly occur with other major natural disasters such as earthquakes, wildfires, and floods. However, average seasonal rainfall, erosion, and occasionally wildlife may also contribute to landslide events.

Landslides have occurred in conjunction with heavy rains events in Contra Costa County. There are no records of fatalities attributed to mass ground movement in the county. However, deaths have occurred across the west coast because of landslides and slope collapses.

## Severe Weather

Severe weather refers to any dangerous meteorological phenomena that can cause damage, severe social disruption, or loss of human life. It includes thunderstorms, downbursts, tornadoes, waterspouts, snowstorms, ice storms, and dust storms. *It is important to note that when "severe weather" is used, it refers to many sub-hazards in aggregate.* Severe weather refers to dangerous conditions such as extreme hot or cold temperatures, high winds, or excessive rainfall. All weather-related emergencies can cause damage, severe social disruption, or loss of human life, especially amongst those experiencing homelessness, those considered medically fragile, and the elderly population.

## Wildland Fire

The combination of highly flammable fuel, long dry summers, and steep slopes create a significant natural hazard of large wildland fires in many areas of Contra Costa County. A wildland fire is a fire whose primary fuel is natural vegetation. Wildland fires can consume thousands of acres of vegetation, timber, and agricultural lands. Fires ignited in wildland areas can quickly spread to places where residential or commercial structures intermingle with wildland vegetation. Similarly, fires that start in urbanized areas can grow into wildland fires. The pronounced Wildland Urban Interface (WUI) significantly increases fire hazards in populations with high structure densities adjacent to undeveloped open space areas narrow roads with dense vegetation. WUI fires may result in death, injury, economic loss, and a significant public investment in firefighting activities. July through November have the greatest potential for wildland fires as vegetation dries out, humidity levels fall, and off-shore winds blow. Weather, topography, and fuel are the top three factors that affect wildland fire behavior. Such fires expose residential and other development within the County to an increased risk of conflagration or extensive fire, which destroys a great deal of land or property.

## Dam Failure

Although rare, dam failures can cause sudden and catastrophic flooding in communities downstream, leading to injury, loss of life, and significant property damage. Some of the primary causes of a dam's collapse and structural failure include severe storms, earthquakes, internal erosion of piping, and foundation leakage. According to the 2013 State of California Multi-Hazard Mitigation Plan, there have been nine failed Federally regulated dams in the state since 1950, none of them in Contra Costa County. The most likely disaster-related causes of dam failure in Contra Costa County are earthquakes, excessive rainfall, and landslides.

## Levee Failure

Two types of levees are present in the San Joaquin-Sacramento River Delta area of Contra Costa County:

- Project levees are part of an authorized federal flood control project on the Sacramento-San Joaquin River Delta system; these levees deliver irrigation and drinking water. The County maintains over 385 miles of project levees built to the highest level of flood protection standards and inspected by the U.S. Army Corps of Engineers.
- All other levees in the Delta are "non-project" or "local" levels. These levees, totaling 730 miles in length, are maintained by local reclamation districts.

Levees are considered manufactured structures, usually earthen embankments, and are constructed to contain, control, or divert a water flow to protect the land from peak flood levels or to protect land below sea level. The most severe flood hazard in Contra Costa County relates to the system of levees that protect the islands and adjacent mainland in the San Joaquin Sacramento River Delta area in eastern Contra Costa.

## Flood

Flooding poses a severe risk to life, property, the environment, public health and safety, and the economic impact of affected areas. The majority of the County's creeks and shoreline areas are within the 100-year flood plain. During heavy rainstorms, water levels can rise quickly, especially in small streams and near the headwaters of river basins. Flash floods can begin before the rain stops falling. The most severe flood hazard in Contra Costa County relates to levees that protect the islands and adjacent mainland in the San Joaquin-Sacramento River Delta area in eastern Contra Costa County. Levees are subject to failure without warning; however, the threat increases during an earthquake or severe flooding. .

## Sea Level Rise

Sea level rise is caused primarily by two factors related to global warming: the added water from melting ice sheets and glaciers and the expansion of seawater as it warms. Sea level rise

will cause currently dry areas to be permanently or chronically inundated. Temporary inundation from extreme tide events and storm surges also will change. Unlike many other impacts resulting from climate change, sea-level rise will have a defined extent and location. Although the magnitude and timing of sea-level rise are uncertain, assessing potential areas at risk provides information appropriate for planning purposes.

### Tsunami

A tsunami is a wave, or series of waves, generated by an earthquake, landslide, volcanic eruption, or even giant meteor hitting the ocean. What typically happens is that a sizeable submarine earthquake creates an upward movement of the seafloor, lifting the overlying seawater. This uplifted water then falls and radiates away from this center in all directions as a tsunami. A tsunami can travel across the open ocean at about 500-miles per hour. As the wave approaches land, the ocean shallows, slowing down to about 30 miles per hour and growing significantly in height. While damaging tsunamis have occurred infrequently in California, they are a possibility that our coastal communities must consider. The most likely site of tsunami impacts in Contra Costa County is along San Pablo Bay.

### Drought

The National Integrated Drought Information System characterizes drought as "a deficiency of precipitation over an extended period (usually a season or more), resulting in a water shortage." Multi-year droughts may result in water shortages, impacting water available for human consumption and agriculture production within the County.

Drought is a gradual phenomenon that often takes several consecutive winters with less than average precipitation to produce a significant impact. Drought creates a complex web of environmental and economic effects that spans many sectors. Drought impacts include a reduction in food crops, increased livestock and wildlife mortality rates, increased fire hazards, and decreased water levels, leading to rationing. The consequences of these impacts illustrate indirect effects. For example, a reduction in crops, rangeland, and forest productivity may result in reduced income for farmers and agribusiness, increased prices for food and timber, unemployment, reduced tax revenues, and an increase in crime.

Drought cycles occur every 7-11 years. During periods of drought, emergency response measures will consist of land use planning practices consistent with water conservation goals and various water conservation measures.

## Pandemic

A pandemic is an epidemic of an infectious disease that has spread across a large region, for instance multiple continents or worldwide. Past viral pandemics have gravely impacted economic systems, and overwhelmed health care systems.

Pandemics are unlike other public health emergencies or community disasters in that:

- There may be a minimal warning. Most experts believe that we will have between one and six months before identifying a novel virus strain and the time that outbreaks begin to occur in the U.S.
- Simultaneous outbreaks have a high probability of occurring throughout much of our Country, preventing sharing of human and material resources that generally occur with other natural disasters.
- The effect of the particular virus on individual communities will be relatively prolonged - weeks to months -- compared to minutes to hours observed in most other natural disasters.
- Effective preventive and therapeutic measures will likely be in short supply.

Widespread illness in the community will also increase the likelihood of sudden and significant personnel shortages in sectors that provide critical community services: healthcare workers, military personnel, police, emergency medical technicians and paramedics, firefighters, utility workers, child-care providers, and transportation workers are especially vulnerable.

## *Capability Assessment*

A capability assessment provides part of the foundation for determining emergency management, preparedness, and mitigation strategy. The assessment process also identifies gaps or weaknesses that may need to be addressed through preparedness planning goals and practical actions considering the jurisdiction's capabilities to implement them. Finally, the capability assessment highlights the positive measures that are in place or underway for continued support and enhancement of the jurisdiction's preparedness and response efforts.

Contra Costa County has implemented many capabilities to prepare for, respond to, recover from, and mitigate the effects of an emergency or disaster. In addition to the county, cities, and towns within the county maintain local response capabilities and mutual aid agreements to assist when resources are exhausted.

As outlined in the County Ordinance Code §42-2.204, Contra Costa County has committed to:

- The preparation and effectuation of plans to protect persons and property in this county in emergencies
- The creation, direction, and operation of the county emergency organization
- The coordination of the county's emergency services and functions with those of other public and private entities, organizations, and persons (Contra Costa County Ords. 82-55 § 1, 72-83)

### *Mitigation Overview*

Many jurisdictions have taken mitigation measures to minimize the impact likely to result from the hazards. Contra Costa County's Local Hazard Mitigation Plan identifies mitigation efforts to reduce the likelihood that a defined hazard will impact our communities. As the cost of damage from disasters increases, the County recognizes the importance of identifying effective ways to reduce vulnerability to disastrous events.

# PART I: BASIC PLAN

## Concept of Operations

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*This section explains the County's intent during the response phase of the emergency management cycle concerning emergency operations. It outlines the guiding frameworks within which emergency management operations are carried out and assists in reviewing operational priorities.*

Local jurisdictions are responsible for protecting life, property, the environment, and restoration of services. This is achieved through the Emergency Management Cycle: Disasters do not appear one day – they exist throughout time and have a life cycle of occurrence. A series of management phases match this cycle: establish strategies to mitigate hazards, prepare for and respond to emergencies, and recover from effects.

The OES staff and EOC staff routinely monitor events and the environment to identify specific threats that may affect the operational area. The increase in the awareness level of emergency personnel and the community improves operational readiness when a threat is approaching or imminent.

Ongoing awareness allows operational area response agencies to enhance leadership decision-making. Examples of readiness and response efforts include:

- Testing tools, such as the Community Warning System
- Reviewing plans, procedures, and resource checklists
- Preparing and disseminating information to the community Briefing government officials
- Activating emergency operations centers or department operations centers

Incident goals govern resource allocation and the response strategies for the County and its local jurisdictions during an emergency. Below is a list of operational priorities:

- **Save Lives** – The preservation of life is the top priority of emergency managers and first responders and takes precedence over all other considerations.
- **Protect Property** – Efforts must be made to protect public and private property and resources, including critical infrastructure, from damage during and after an emergency.
- **Preserve the Environment** – Efforts must be made to preserve Contra Costa County's environment and protect it from damage during an emergency.

- **Restore Essential Services** – Power, water, sanitation, communication, transportation, and other essential services must be restored as rapidly as possible to assist the community in returning to normal daily activities.

### *Standardized Emergency Management System (SEMS) Coordination Levels*

The Standardized Emergency Management System (SEMS) is required by Government Code Section 8607(a) to manage emergencies involving multiple jurisdictions and agencies. SEMS consists of five organizational sections (management, plans/intelligence, operations, logistics, and finance/administration). These sections aid coordination and communication between the five levels of the system (State, Regional, Operational Area, Local, and Field).

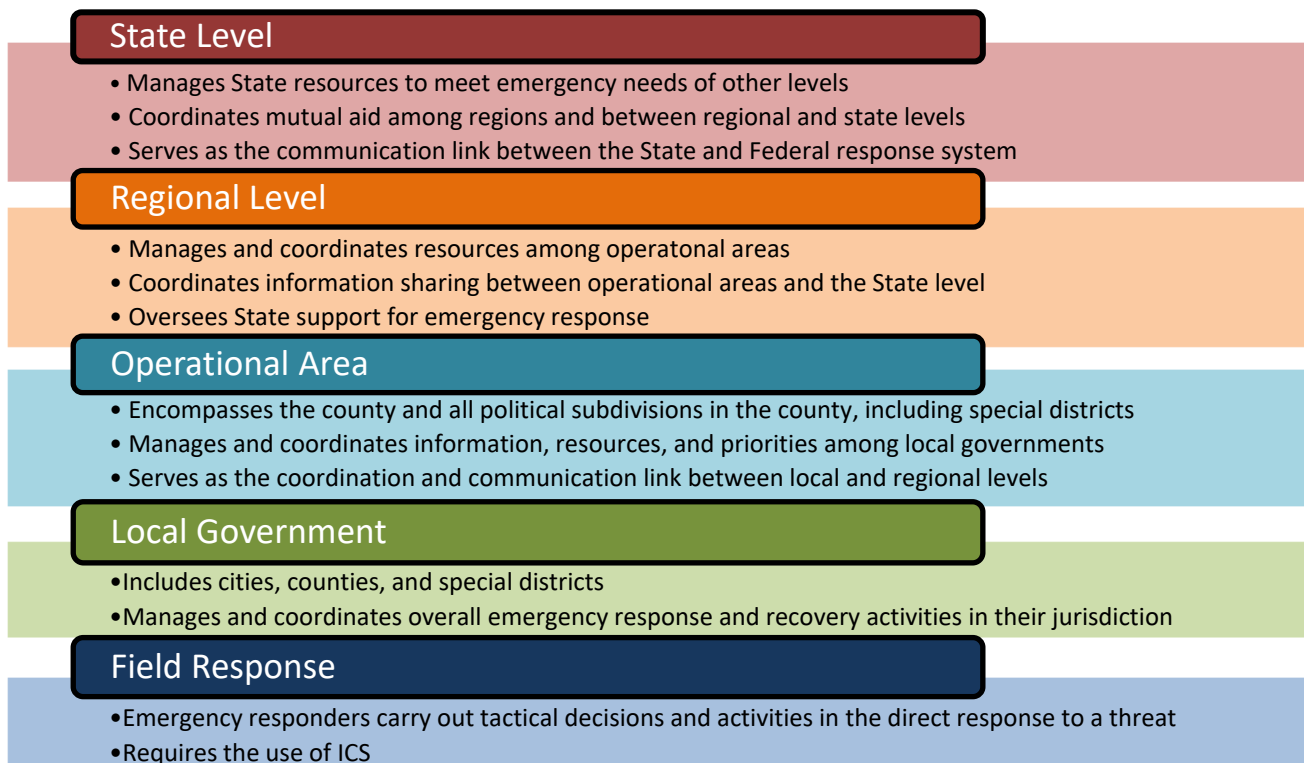


Figure 15: SEMS management levels of response

SEMS incorporates the Incident Command System (ICS), the Master Mutual Aid Agreement (MMAA), existing mutual aid systems, the operational area concept, and multi-agency or inter-agency coordination. Local governments must use SEMS to be eligible for funding of their response-related costs under state disaster assistance programs.

In compliance with the SEMS Regulations, the County has EOC staff to manage emergency responses within the County’s jurisdiction. The EOC Director in collaboration with department

heads and OES staff requests team members, as needed, to the County EOC to carry out their duties. The Contra Costa County EOC staff is responsible for coordinating resources, strategies, and policy for any event in the Operational Area (OA) that exceeds the capabilities of first responders. Tactical control remains the responsibility of field Incident Commanders (ICs) at all times. SEMS is intended to:

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

Improve the mobilization, deployment, utilization, tracking, and demobilization of mutual aid resources SEMS Field and EOC Functions and how they relate are further illustrated in the following chart:

Primary SEMS Function	Field Level	EOC Level
Command/Field Management/EOC	Command is responsible for the directing, ordering, and/or controlling resources.	Management is responsible for facilitation of overall policy, coordination and support of the incident
Operations	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.
Planning and Intelligence	The collection, evaluation, documentation and use of intelligence related to the incident.	Collecting, evaluating, and disseminating information and maintaining documentation relative to all jurisdictional activities.
Logistics	Providing facilities, services, personnel, equipment and materials in support of the incident.	Providing facilities, services, personnel, equipment and materials in support of all jurisdictional activities as required.
Finance and Administration	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, including recovery.

## *Incident Command System (ICS) and National Incident Management System (NIMS)*

The **Incident Command System (ICS)** is used for the command, control, and coordination of emergency response. ICS incorporates personnel, policies, procedures, facilities, and equipment, integrated into a common organizational structure designed to improve emergency response operations of all types and complexities.

. . A few characteristics of ICS include:

- Span of control – one supervisor for every 3 to 7 staff members
  - Personal accountability – identifying roles and responsibilities
  - Common terminology – a language shared among agencies and jurisdictions
  - Resource management – coordinated distribution of resources based on priorities
  - Integrated communications – ensuring communication systems are interoperable
- First responders – tactical control remains the responsibility of field Incident Commanders at all times

The **National Incident Management System (NIMS)** is a comprehensive, national approach to incident management applicable at all jurisdictional levels and across functional disciplines. It is intended to: Be applicable across a full spectrum of potential incidents, hazards, and impacts, regardless of size, location, or complexity. Improve coordination and cooperation between public and private entities in various incident management activities. Provide a common standard for overall incident management.

## *California Emergency Support Functions*

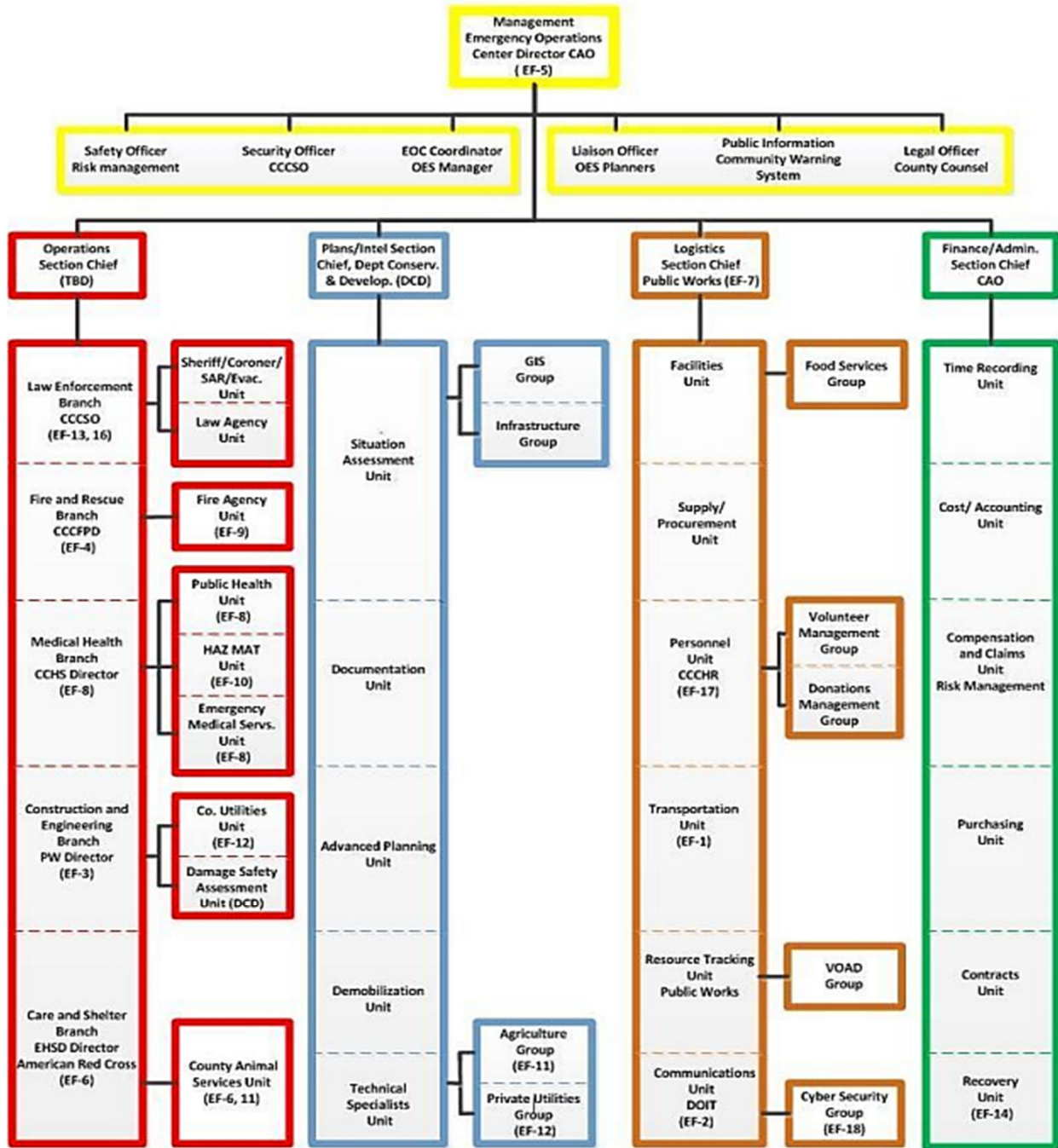
The California Emergency Support Functions (CA-ESFs) are a grouping of functions with activities and responsibilities, which lend themselves to improving the state's ability to prepare for, effectively mitigate, cohesively respond to collaboratively, and rapidly recover from any emergency. CA-ESFs unify a broad spectrum of stakeholders with various capabilities, resources, and authorities to improve coordination for a discipline.

The County's emergency management organization follows the Standardized Emergency Management System (SEMS) structure and principles, including organization around Emergency Support Functions (ESFs). The County also follows the federal Incident Command System (ICS). The daily planning process brings together partners and stakeholders through a whole

community approach under the ESF structure. During an emergency, the ESF format is incorporated into an ICS response structure following SEMS.

## Emergency Operations Center Organizational Chart

### Contra Costa County EOC ORGANIZATIONAL CHART



Contra Costa County uses CA-ESF's as a guide in local planning efforts. Each function is led by a County department and supported by stakeholders who work within the scope of that function. These include special districts, private, and non-profit organizations. Together, these ESFs are responsible for developing functional plans and documentation.

The following table illustrates the CA-ESF's and the appropriate county department leads:

Emergency Support Function (ESF)	County Lead	Description
ESF #1 Transportation	<i>County Department of Public Works</i>	Manages Contra Costa County transportation systems & infrastructure, including roads, bridges, railways, aviation, and marine.
	<i>Department of Conservation &amp; Development</i>	Further scope includes identifying movement restrictions as well as damage and impact assessment
ESF #2 Communications	<i>County Department of Information Technology</i>	Provides resources, coordination, support, and restoration of Contra Costa County voice and data communications, including emergency communications
	<i>County Office of Emergency Services, Community Warning System</i>	
ESF #3 Construction & Engineering	<i>County Department of Public Works</i>	Provides technical advice, evaluation, management, and inspection of critical infrastructure
ESF #4 Fire & Rescue	<i>Contra Costa Fire Protection District</i>	Coordinates and supports wildfire, rural and urban fire detection, and suppression
		Lends expertise and support in emergency scene rescue (ground urban and rural search operations) activities by providing personnel, equipment, and supplies
		<i>Urban Search and Rescue * Formerly ESF #9</i>
ESF #5 Management	<i>County Office of Emergency Services</i>	Supports communicates and coordinates the collection, analysis, and processing of information ensures EOC readiness
	<i>County Administrator's Office</i>	

<b>ESF #6 Care &amp; Shelter</b>	<i>County Employment and Human Services</i>	Coordinates and organizes disaster housing, emergency food assistance, minor medical care, and family reunification of displaced survivors
<b>ESF #7 Resources</b>	<i>County Department of Public Works</i>	Coordinates and plans activities to locate, procure, and pre-position logistical support such as space, personnel, equipment, and supplies
<b>ESF #8 Public Health &amp; Medical</b>	<i>County Department of Health Services</i>	Responds to infectious disease outbreaks, human-caused bioterrorism events, and health consequences resulting from a disaster
		Oversees the restoration of medical facilities and associated healthcare services
		Coordinates and deploys Disaster Healthcare Volunteers including Medical Reserve Corp
		Coordinates all medical and behavioral health programs and their mutual aid
<b>ESF #10 Hazardous Materials</b>	<i>County Department of Health Services, HazMat Division</i>	Provides a coordinated response to actual or potential discharge and release of oil, chemical, biological, radiological, or other hazardous substances in Contra Costa County
<b>ESF #11 Food &amp; Agriculture</b>	<i>County Department of Agriculture</i>	Performs animal, plant disease, and pest response
		Provides food safety and security and protection and restoration of natural and cultural resources and historic properties.
		Manages weights and measures regulations
<b>ESF #12 Utilities</b>	<i>County Department of Public Works</i>	Provides assessment and restoration of gas, electric, water, wastewater, and telecommunications to include energy industry coordination and forecast
<b>ESF #13 Law Enforcement</b>	<i>County Sheriff's Office</i>	Provides for public safety and security of property, coordinates coroner activities, and supports access, traffic, and crowd control

		Includes enforcement of state and local laws as well as some Search and Rescue responsibility in addition to evacuation operations
		<i>Evacuation* Formerly ESF #16</i>
		<i>Wilderness Search &amp; Rescue* Formerly ESF #9</i>
<b>ESF #14 Long-Term Recovery</b>	<i>County Administrator's Office</i>	Performs social and economic community impact assessment and analysis and review of mitigation program implementation
		Recovery Plan to be developed utilizing the 6 FEMA Recovery Support Functions
		Community Planning and Capacity Building
		Economic
		Health and Social Services
		Housing
		Infrastructure Systems
		Natural and Cultural Resources
<b>EF #15 Public Information</b>	<i>County Administrator's Office</i>	Supports the accurate, coordinated, timely, and accessible release of information to affected audiences
		Performs media and community relations while operating within a Joint Information System/Center
<b>ESF #17 Volunteer &amp; Donations Management</b>	<i>County Public Works</i>	Coordinates the services of affiliated volunteers, non-profit organizations and manages spontaneous volunteers. Contains monetary and in-kind donated goods
	<i>County Human Resources Office</i>	
<b>ESF #18 Cybersecurity</b>	<i>County Department of Information Technology</i>	Responsible for re-establishing a stable, safe, and resilient cyberspace and the protection of secure cyber network

Figure 16: County emergency support functions table of roles and responsibilities

# Emergency Operations Center Organization

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*This section describes the organizational structure of the Emergency Operations Center (EOC). Communications and coordination between the EOC and with operational area partners are outlined. The ways that the EOC coordinates resources and facilitates information sharing among active area partners are described.*

Incidents begin locally at the field level. Field personnel activated different organizational components as incidents grow in complexity. Field offices, departments, department operations centers (DOCs), and emergency operations centers (EOCs) activate in support of the field operations. These principles adhere to the Standardized Emergency Management System process (SEMS). Local jurisdictions activate their EOCs based on the need for greater coordination in an emergency. When activated, local EOCs help form a common operating picture of the incident by collecting, analyzing, disseminating emergency information, and supporting field operations through resource coordination. Local EOCs may activate in support of local DOCs. Local EOCs may be established by cities, towns, and special districts.

*This hybrid ICS and SEMS organizational chart describes the involvement of special districts, private and non-profit agencies. Further explanation of the roles played by these groups within the County Emergency Management Organization is provided in the ESF chart on pages 24-27*

## *Field/ EOC Communications and Coordination*

**The Field and EOC Communication and Coordination are further illustrated in the following chart:**

ICS Section	Functions
Command/Field Management/EOC	<ul style="list-style-type: none"> <li>• Overall EOC management</li> <li>• Public information: provides for public safety communications</li> <li>• Identification of a media center</li> <li>• Rumor control and management of public inquires</li> <li>• Identification of a Safety Officer</li> <li>• Facility security</li> <li>• Agency liaison</li> <li>• State/Federal field activity coordination</li> </ul>
Operations	<ul style="list-style-type: none"> <li>• General warning</li> <li>• Special population warning</li> <li>• Authority to activate Emergency Alert System(s)</li> <li>• Evacuation, including inmates, unique populations</li> <li>• Traffic direction and control</li> </ul>

	<ul style="list-style-type: none"> <li>• Debris removal</li> <li>• Evacuation and care for pets and livestock</li> <li>• Access control of evacuated areas</li> <li>• Hazardous materials management</li> <li>• Coroner operations</li> <li>• Emergency medical care</li> <li>• Transportation management</li> <li>• Crisis counseling for emergency responders</li> <li>• Urban search and rescue</li> <li>• Disease prevention and control</li> <li>• Utility restoration</li> <li>• Flood operations</li> <li>• Initial damage assessments</li> <li>• Safety assessments</li> <li>• Shelter and feeding operations</li> <li>• Emergency food and water distribution</li> </ul>
Planning and Intelligence	<ul style="list-style-type: none"> <li>• Situation Status</li> <li>• Situation Analysis</li> <li>• Information display</li> <li>• Documentation</li> <li>• Advance Planning</li> <li>• Technical Specialist</li> <li>• EOC Action Planning</li> <li>• Demobilization</li> </ul>
Logistics	<ul style="list-style-type: none"> <li>• Field incident support</li> <li>• Communications support</li> <li>• Transportation support</li> <li>• Personnel</li> <li>• Supply and procurement</li> <li>• Resource tracking</li> <li>• Sanitation services</li> <li>• Computer support</li> </ul>
Finance and Administration	<ul style="list-style-type: none"> <li>• Fiscal management</li> <li>• Timekeeping</li> <li>• Purchasing</li> <li>• Compensation and claims</li> <li>• Cost recovery</li> <li>• Travel requests, forms, and claims</li> </ul>

Figure 17: ICS section responsibilities

### *Primary and Alternate EOC*

OES designates the location of the Emergency Operation Center. The primary site is at the Contra Costa Office of the Sheriff Administration building at 1850 Muir Road in the City of Martinez. Additional EOC space is available at the exact location. In the case of an inoperable primary EOC, an alternate EOC may be identified and established based on the site, size, and scope of an incident. Day-to-day functions will be maintained in the most appropriate government facility

available with involvement from other organizations, special districts, private and nonprofit entities.

### *Response, Resource Coordination, and Mutual Aid*

During the response phase, emphasis is placed on saving lives, protecting property and the environment, and restoring services to minimize the effects of the disaster. Below are key actions to be taken:

- **Alert and Notification** - Local response agencies are alerted about an incident. Notifications go out to first responders as well as the public.
- **Mobilization** - As an incident escalates and expands, additional resources are activated by the Operational Area and mobilized to support the response. This includes resources from within the county or, when resources are exhausted, from surrounding jurisdictions through mutual aid agreements.
- **Resource Coordination** - The Contra Costa County EOC staff will coordinate resource requests from the local municipalities within the Operational Area (OA). If demands exceed the supply in the OA, the Operations Section will provide resources based on established Operational Area priorities. If resources are not available within the OA, requests will be made according to SEMS.
- **Mutual Aid** – Under California’s Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), statewide emergency assistance is provided voluntarily from one jurisdiction to another at no cost to the receiving jurisdiction. Mutual aid ensures that adequate resources, facilities, and other emergency support are provided to jurisdictions whenever their resources prove inadequate to cope with a given situation.
- **Documentation** - Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation is critical in establishing eligibility for disaster assistance programs. . Responsibility for maintaining Emergency Operations Center records rests with the entire Contra Costa County EOC staff.

### *Operational Area (OA) EOC Activation*

The purpose of the OA EOC is to acquire and coordinate resources within the Operational Area as requested by field operations, DOCs, or local EOCs. This may involve coordinating resources from one local jurisdiction to another or coordinating resources from other operational areas, the state, or the federal government. The Operational Area EOC may also activate to coordinate the deployment of resources to other operational areas.

The County EOC operates at different levels depending on the requirements of an incident:

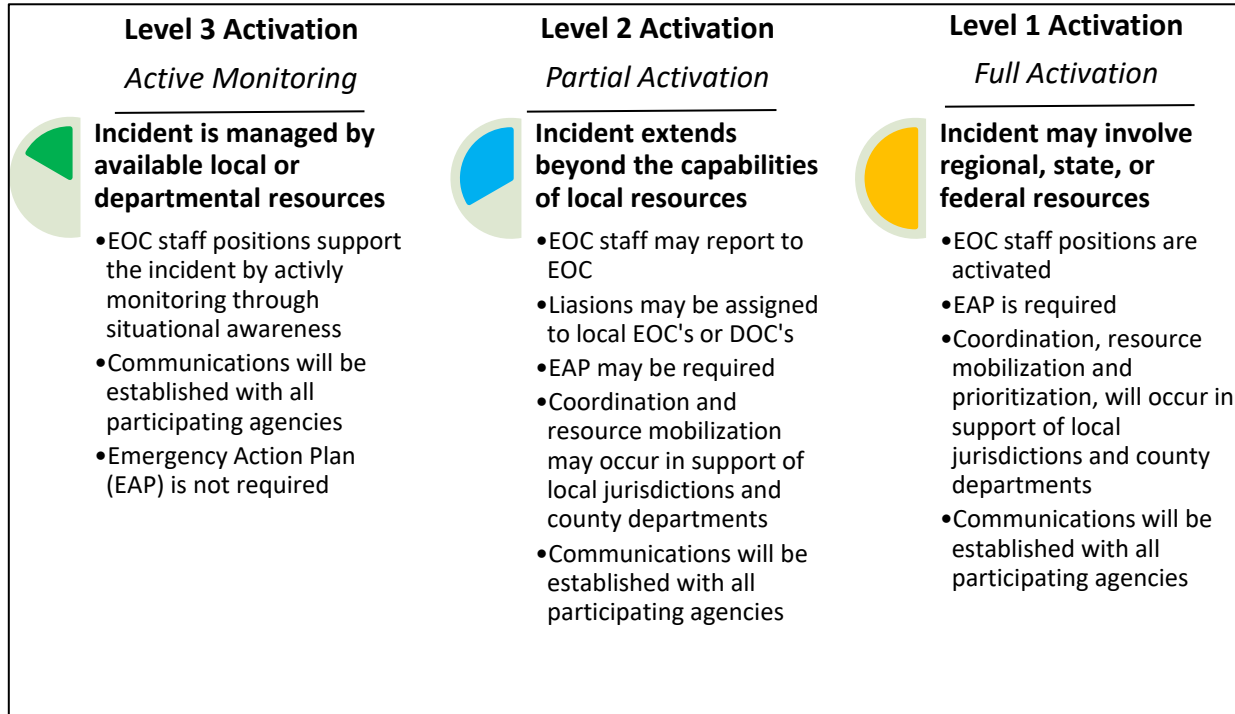


Figure 18: EOC levels of activation

### *Department Operation Center Activation*

Departments within jurisdictions may activate DOCs based on the needs of field operations during a disaster. Their primary function is to coordinate and control actions specific to that department during an emergency event. . DOCs may activate in conjunction with EOCs or may activate independently.

### *EOC Reporting System*

Contra Costa County currently has a web-based crisis management reporting system (Web EOC) during emergencies. Web EOC aims to improve the county’s ability to respond to major disasters. The county’s Web EOC includes all incorporated jurisdictions and special districts in the Operational Area (OA). Web EOC assists in increasing the level of service and efficiency by improving the county’s ability to respond to, manage, coordinate requests for resources, and disseminate information throughout the emergency management process during a disaster.

## Field Coordination with Department Operations Centers and EOCs

Field units communicate their operational needs to their organization or department, DOC or EOC. By liaising with other operational levels, a common operating picture is created.

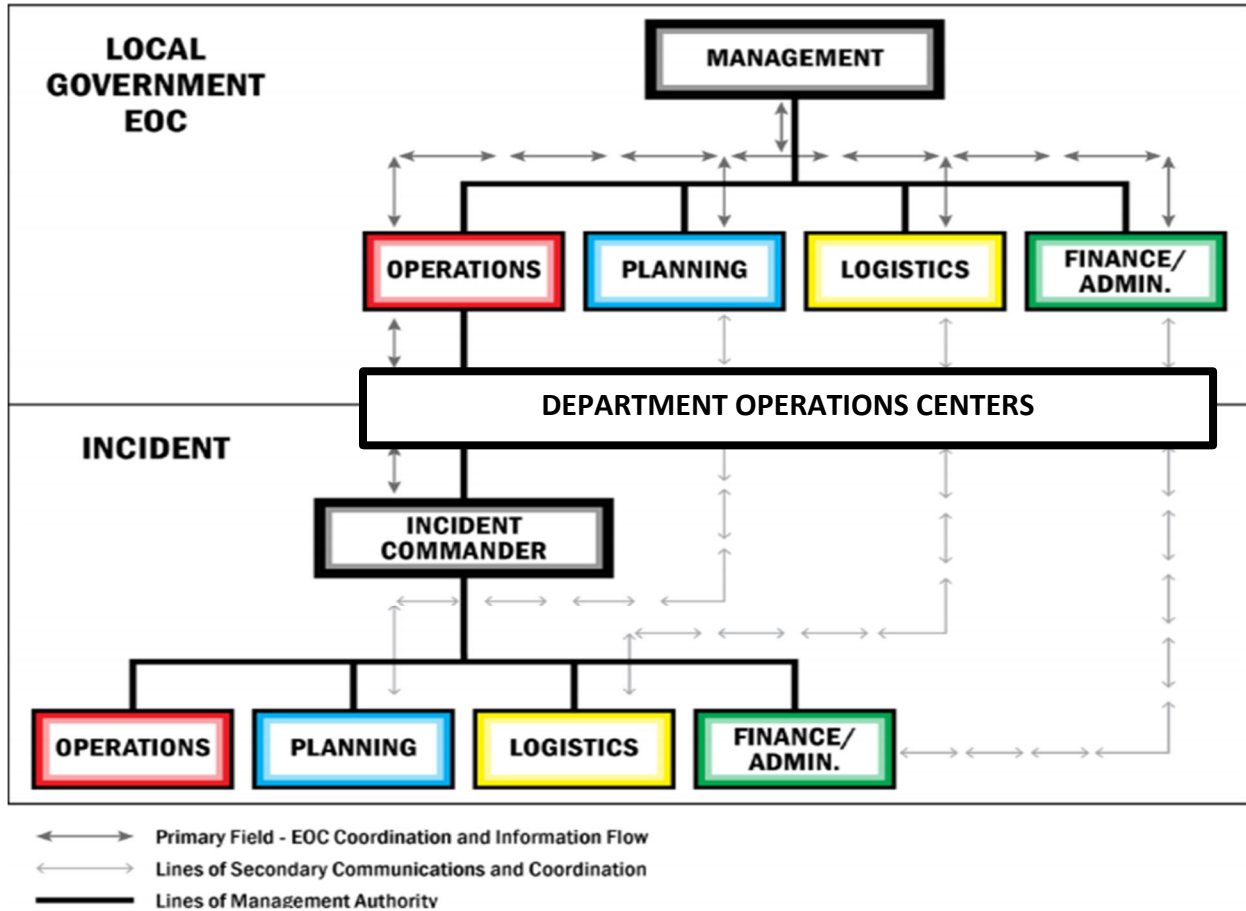


Figure19: EOC direction of control and coordination

## Continuity of Government

Provisions for continuity of government and the retention of vital records are outlined in this section.

Threats to Contra Costa County have a single commonality: the interruption of one or more critical government functions vital to the public's health, safety, or welfare. The fundamental mission of Contra Costa County is the reliability of service, particularly in times of emergency. Public trust is based on the delivery of vital government services. Planning authority is accomplished by

preparing for a succession of officers, designation of standby officers, administration of oaths of office, and continuation of duties of the governing body. See the county continuity of government and department continuity of operations plans for additional information.

### *Vital Records Retention*

In Contra Costa County, the County Recorder is responsible for preserving vital statistics.

Vital statistics are defined as those records that are essential to:

- Protect and preserve the rights and interests of individuals, governments, corporations, and other entities. Examples include vital statistics, land and tax records, license registers, and articles of incorporation
- Conduct emergency response and recovery operations. Records of this type include utility system maps, emergency supplies, equipment locations, emergency operations plans and procedures, personnel rosters, etc.
- Re-establish normal governmental functions and protect the rights and interests of government: constitutions and charters, statutes and ordinances, court records, official proceedings, and financial records.

Contra Costa County's vital records are routinely stored in the County Recorder's Office. Electronic and computerized data is backed up nightly by an off-site vendor specializing in data protection and recovery. Microfilmed records and other backup data are stored in an off-site vault with a vendor specializing in information protection and recovery.

Contra Costa's birth and death records are managed and maintained by the Vital Registration Department in Public Health. This information is coordinated with the Coroner's Office.

Each department within the county will identify, maintain and protect its vital records. Protection includes but is not limited to archival preservation, offsite storage, and maintaining redundant backup copies.

# Recovery

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## Overview

Recovery refers to re-establishing a new state of normalcy in the affected areas of the county. The transition from response operations to recovery is a gradual shift to assisting individuals, households, businesses, and governments in meeting basic needs and returning to self-sufficiency.

Recovery operations begin concurrently with or shortly after the commencement of response operations. Short-term recovery activities intended to return vital life-support systems to operation begin with restoring services after stabilizing the situation.

Long-term recovery focuses on rebuilding the community as outlined in the National Disaster Recovery Framework (NDRF) and the California Disaster Recovery Framework (CDRF). Modeled after the NDRF, the CDRF guides federal, state, local, private, community-based organizations, and other nonprofit entities in effectively supporting disaster impacted jurisdictions to address gaps and rebuild resiliently. .

Recovery activities are categorized by the NDRF/CDRF designated Recovery Support Functions as follows:

Recovery Support Function	Description	Example	Responsibility
Community Planning and Capacity Building	Develops resources and tools to support partner agencies for managing and implementing recovery post-disaster	Enact zoning variances	County Administrator's Office
Economic	The ability to return business activities and develop new opportunities that result in a sustainable, viable community	Identify temporary business space, provide access to financial assistance where needed, assist in placement for housing	County Administrator's Office
Health & Social Services	Support program development which addresses public health, health care facilities, coalitions, and essential community needs especially at-risk children and vulnerable children, individuals, and families affected by the disaster	Activate local assistance centers	County Health Services Department

Housing	Coordinates and facilitates the delivery of resources to implement adequate, affordable, and accessible solutions that effectively support the whole community's needs and contribute to resilience.	Needs assessments, identify solutions and support required	County Health Services Department  Employment & Human Services Department
Infrastructure Systems	Efficiently facilitates scalable and collaborative restoration of services and protects from future hazards	Damage assessment, debris removal, open transportation routes, issue permits, restore power, water, sewer, and communications, and initiate temporary repairs	Department of Public Works  Department of Conservation and Development
Natural & Cultural Resources	Facilitates the integration of capabilities to support the protection of historic properties through recovery actions to preserve, conserve, rehabilitate, and restoration consistent with community priorities and in compliance with applicable environmental and historic preservation laws and Executive orders	Coordinate program assistance for farmers and ranchers	Department of Agriculture

Figure 20: Recovery support functions. See individual Recovery Support Function Appendes for additional information. \*

### *Damage Assessment*

A jurisdiction's Initial Damage Estimate (IDE) estimates the severity and extent of the damage caused by the emergency. . The Preliminary Damage Assessment (PDA) determines if an incident is beyond the capabilities of the affected jurisdiction requiring both State and Federal assistance.

### *Documentation*

Within the Planning and Intelligence Section, this functional unit is responsible for collecting, distributing, recording, and safeguarding all documents relevant to an incident or within an EOC. The Finance and Administration Section obtains the appropriate information to compile required reimbursement applications.

### *After Action Reporting*

The After Action Report (AAR) will serve as a source for documenting the County or local jurisdictions' successes and areas needing improvement. Additionally, the AAR will effectively identify resource gaps. County OES staff will assist in coordinating with appropriate operational area jurisdictions in compiling an AAR after any emergency or exercise. All EOC staff are responsible for participating in the AAR process. AARs lead to improvement plans and contain corrective actions that are continually monitored and implemented to improve readiness. All After Action Review documents for real life incidents are submitted to Cal OES via CALEOC, CAL OES's web platform.

## PART II: SUPPORTING ELEMENTS

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*The supporting elements are variations of functional components tailored to the Plan. While the basic plan provides broad overarching information relevant to the Plan, these supporting elements focus on specific areas requiring an emergency operation focus. Supporting Elements include both Authorities and Appendices to the EOP.*

Appendices may include additional critical operational functions, including Emergency Response strategies that apply to a specific hazard.

Appendices include a glossary, references, definitions, and any supporting documentation.

## APPENDICES

### APPENDIX A: Integrating People with Disabilities and with Access & Functional Needs

Contra Costa County takes a whole community approach to serve the needs of the residents. This is accomplished by engaging critical stakeholders with expertise in transportation and sheltering. Populations with access and functional needs include community members who may have additional requirements before, during, and after an incident in functional areas.

Individuals in need of additional response assistance may include those who:

- Live in institutionalized settings
- Are elderly
- Are unaccompanied children
- Are from diverse cultures
- Have limited English proficiency or are non-English speaking
- Are transportation disadvantaged
- Have no access to communication devices
- Have no access to a shelter
- Have temporary and lifelong disabilities
- Have sight or hearing impairments
- Require medical care and supervision
- Other situations that would ensure maintaining independence

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

- Communications /Warning (See CWS Appendix)
- Sheltering
- Evacuation/Transportation
- Recovery

Essential facilities such as shelters, those facilities utilized during evacuations and movement of the population, and alert and warning tools accommodate the Americans with Disabilities Act.

## Appendix B: Alert and Warning

The County's Community Warning System (CWS) may provide time-sensitive alerts and warnings to affected members of the public about imminent hazards to human life or health for which specific protective action is recommended. These alerts and warnings include hazardous material incidents, public health emergencies, law enforcement emergencies, fires threatening populated areas, severe flooding, or "at-risk" missing persons. The most common protective actions for these types of hazards are shelter in place/lockdown, evacuation/prepare to evacuate, or be-on-the-lookout.

The Community Warning System automatically coordinates the transmission of alerts and warnings over a variety of delivery systems, including:

- Sirens near major industrial facilities and in other special safety zones
- Telephone Emergency Notification System (TENS) that includes both landlines (Reverse 911) throughout the county, and pre-registered mobile devices (cell phones, text, and email messages)
- CWS website and social media, including Facebook and Twitter
- California's Emergency Digital Information System (EDIS)
- Federal Integrated Public Alert and Warning System (IPAWS)
  - Emergency Alert System (EAS)
  - NOAA weather radios
  - Wireless Emergency Alerts (WEA)

The Community Warning System has predesigned templates for various warning messages to expedite the message development process. Although templates exist for many of the hazards common in Contra Costa County, it is essential to remember that all messages should include:

- What authority is issuing the warning
- What the hazard is
- A specific affected area for which the warning is in effect
- Who, specifically, is affected by this warning and what protective action they should take
- How long the warning is in effect/when it expires

## Appendix C: Population Protection

Evacuations and “shelter-in-place” orders will be handled according to the Office of the Sheriff's Policies and Procedures, with the Incident Commander balancing the immediate hazards associated with remaining on the scene against the risks of moving people in a dangerous environment.

- The Incident Commander or other authority will recommend a protective action based on discussion with the appropriate personnel regarding the nature of the incident.
- The Incident Commander has the authority to initiate an evacuation or a shelter-in-place order based upon their assessment of the situation.
- Area resources and, when available, additional resources, including personnel, transport, etc., may assist with the evacuation effort to provide security and facilitate an organized transition to a safe environment.
- Early/Advanced evacuations will generally be conducted by available law enforcement working in the affected area.
- Unaccompanied minors will be evacuated to a safe, contained location and supervised by a responsible adult/official until reunited with their parents.
- Parents will be directed to the evacuation location to pick up children.
- Area resources and, when available, additional resources may be allocated to provide temporary security to at-risk groups when a credible threat to safety exists.
- Detention facility transportation units will move incarcerated individuals to pre-determined, secure locations in the event of an evacuation.
- The Community Warning System may notify the public about existing hazards and protective actions.
- At the request of the Incident Commander, by policies and procedures. The Community Warning System can be used to notify the public at the end of a shelter-in-place action.
- Animal Control Services coordinates the care and shelter of evacuees' pets considering American Red Cross shelters' location(s).
- California State Law does not provide language to support mandatory evacuations. Residents have the right to make independent decisions about evacuation,

## Appendix D: Prevention and Protection

### Prevention Activities

The Sheriff's Office of Homeland Security Unit is responsible for developing and maintaining positive partnerships between the Sheriff's Office, its infrastructure partners, and other local, state, and federal agencies to share critical information to safeguard persons and property. HSU reviews tips and leads to ensure appropriate agencies and resources are notified.

### Protection Activities

The Northern California Regional Intelligence Center (NCRIC) position serves within the terrorism liaison officer outreach program. This position also directly links to the FBI's Joint Terrorism Task Force (JTTF) and other state and federal agencies, facilitating information dissemination.

### Eight Signs of Terrorism

Information gathering by suspicious persons	Tests of security by suspicious persons	Suspicious financial activity	Acquiring supplies in preparation for an attack
Suspicious persons out of place	Dry or trial run to test infrastructure vulnerabilities	Surveillance of critical infrastructure	Deploying assets in suspicious locations near critical infrastructure

## Appendix E: Worker Safety and Health

The County Risk Management Department guides each department on the OSHA worker safety and health program, including injury illness and prevention protocols.

## Appendix F: Public Information

### **Purpose:**

This supporting element is to establish uniform guidelines and practices for the effective development, coordination, and dissemination of emergency information to the public in the case of an emergency or disaster. It establishes the parameters for the Contra Costa County Joint Information System procedures for:

- Rapid delivery of accurate information and instructions to the public and media
- response to public and media inquiries
- Dissemination of critical information to internal and external partners
- Establishment of a Joint Information System (JIS) and Joint Information Center (JIC)

### **Assumptions:**

During emergencies:

- The public and media will need information about the situation and instructions on what actions to take.
- Residents will make better decisions if given updated information regularly.
- Local media can provide an essential role in delivering information and instructions to the public; regional or national media may also play a role and need to be considered.
- Many communication channels exist, but not all may be available in an emergency. The situation will drive the media and tools to be used.
- Monitoring of the media will require advanced planning to know which methods they are using to disseminate information besides their primary channels.
- Social media will be the most challenging to monitor and control but have significant value to the public.
- Perception is the key; Joint Information System team members must convey calm presence, authority, and situational understanding to the media and the public.

### **Objectives:**

- To guide public action as determined by the EOC Director in an Emergency Operations Center or the Incident Commander if in the field.
- To gain public confidence by providing timely, accurate, credible, and actionable information.
- To keep the public calm by building trust, providing them with the process to find answers, specific actions to take, and reassuring them.
- To meet the needs of the news media and social media influencers.

- To meet the needs of internal and external partners and stakeholders.
- To meet the needs of people with disabilities, others with access and functional needs, and others who would be considered vulnerable in an emergency.
- To provide information to the public in coordination with the city, state, and federal agencies and community-based and non-government organizations. .

**Practices and Guidelines:**

- It is the policy of Contra Costa County to develop plans and procedures to address public information needs during an emergency or disaster response within the County.
- The lead Public Information Officer (PIO) and additional designated PIOs will coordinate efforts to provide timely and practical information before, during, and following a significant emergency or crisis that affects public safety, public health, community well-being, and continuity of operations.
- The PIO is responsible for disseminating accurate and timely information to affected populations, considering people with Access and Functional Needs.
- Multi-lingual support such as translation services and non-English broadcast media cooperation may be explored to communicate more effectively with a diverse public.
- Information released to the media and public will be verified by the EOC Director's public information staff.
- Contra Costa County will use the concept of a JIC to coordinate the release of information, and a Joint Information System or virtual Joint Information Center when physically co-locating is not possible or practical.
- A joint information center will be opened when more than one agency is involved or impacted in an emergency incident.

**Media Access:**

- Media access to PIOs during an emergency/disaster will be provided through contacts within the EOC or a field JIC. Physical access to the EOC will not be permitted without the permission of the EOC Director, and a PIO must always accompany the media.
- Disaster and accident scenes may be closed to the public under the authority of 409.5(a) P.C., which states, "...a menace to the public health or safety is created by a calamity such as a flood, storm, fire, earthquake, explosion or other disasters...."
- It is essential to note that 409.5(d) P.C. states, "Nothing in this section shall prevent a duly authorized representative of any news service from entering the area closed...." After being advised of any existing danger, news media members are permitted free movement in the area if they do not hamper, deter, or interfere with law enforcement or public safety functions."

### **Primary Responsibilities for the Public Information Officer:**

- Evaluate the need for and, as appropriate, establish and operate a Joint Information System.
- Establish a JIC as necessary to coordinate and disseminate accurate and timely information.
- Determine from the EOC Director or Incident Commander if limits on information available and the release scope.
- Develop material for use in media briefings.
- Obtain approval of media releases.
- Inform the media and moderate media briefings, whether in person, conference call, or other means.
- Arrange for tours, interviews, or briefings as needed.
- Maintain current information summaries and display boards about the incident.
- Maintain an Activity log for PIOs.
- Manage media and public inquiries.
- Coordinate emergency public information and warnings.
- Monitor media and social media reporting for accuracy and take corrective action where needed.
- Ensure that all required agency forms, reports, and documents have been completed before demobilizing a Joint Information Center or System.

### **PIO Roles and Functions within a JIC:**

- Lead PIO with overall responsibility for Joint Information Center operations
- Information Gathering
- Information Verification
- Coordination and Production of Messaging
- Information Dissemination
- Media Monitoring
- Social Media Monitoring
- Liaison
- Provides coordinated communication with crucial program areas and other entities involved in response and recovery operations
- Coordinates with elected officials, community leaders, VIPs, and other governmental and non-governmental organization support agencies

### **Documents available in the EOC go-box and PIO electronic go-materials:**

- Lead PIO Checklist
- PIO Checklist by Role and Function
- PIO Contacts
- Media Contacts
- JIC Templates

### **Special Districts**

A local government unit with authority or responsibility to own, operate, and maintain systems, programs, services, or projects for natural disaster assistance. This may include joint powers authority established in the California Code of Regulations.

## Appendix G: Private Sector Coordination

The involvement of NGOs, special districts, and private sector organizations with Contra Costa County will vary according to the incident type, resources that may be made available, and the types of resources needed. Some organizations may use internally established mutual aid systems/arrangements in order to acquire needed resources. For example, the American Red Cross will utilize the American Red Cross Disaster Services Human Resources System (DSHR) when a disaster response requires greater resourcing than can be provided from the local chapter.

Volunteer agencies and private agencies may participate in the mutual aid system along with governmental agencies. Some volunteer agencies such as the American Red Cross, Salvation Army, Auxiliary Communication Services, Community Emergency Response Teams, Volunteer Organizations Active in Disasters (VOAD), faith-based organizations and others are an essential element of the statewide emergency response to meet the needs of disaster victims. Volunteer agencies mobilize volunteers and other resources through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the mutual aid system.

### **Partnership Organizations: Non-Profit Agencies**

- American Red Cross exists to provide compassionate care to those in need. The network of donors, volunteers, and employees share a mission of preventing and relieving suffering through disaster relief efforts. In addition, the Red Cross supports the EOC Care and Shelter Branch.
- Volunteer Organizations Active in Disasters (VOAD) improve outcomes for people affected by disasters by facilitating cooperation, communication, coordination, and collaboration among nonprofit organizations, community-based groups, government agencies, and for-profit companies.
- Community Emergency Response Teams (CERT) program educates people about disaster preparedness for hazards that may impact their area. The program trains members in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help. CERT members also are encouraged to support emergency response agencies by taking a more active role in emergency preparedness projects in their community.
- Salvation Army is a ministry with a mission to meet human needs without discrimination. In addition, they can provide feeding services in a disaster.
- Saint Vincent de Paul Society is a nonprofit organization that provides direct assistance to anyone suffering or in need. They offer a lifeline to those who want food and clothing, rent assistance, medical aid, help with addiction or incarceration, employment, and shelter.

- Community Awareness and Emergency Response (CAER) is a nonprofit public benefit corporation. CAER is a group of emergency response agencies, local government officials, and businesses. CAER's mission is to actively enhance public health and safety for those that store, handle, produce or transport hazardous materials. They support their mission by focusing on:
  - Facilitation of cooperative safety improvements of industrial plant operations
  - Promotion of coordinated mutual emergency aid
  - Provide emergency preparedness and response information to the public
  - Communication to the public's concerns about the safety of industrial facility operations
  - Offer credible facts and analysis on the efficacy of public policy related to public safety issues and safe facility performance

## Appendix H: Disaster Service Workers, Volunteers, and Donations Management

### **Disaster Service Workers**

Under California Government Code Sections 3100-3109, all public employees are required to serve as Disaster Service Workers (DSW's). Public employees are all persons employed by any county, city, state agency or public district in the State of California. Disaster Service Workers provide services and support during declared emergencies or disasters.

In the event of a major emergency or disaster, the County has the power to assign employees to serve as DSWs assisting with any Disaster Service Activity that promotes the protection of public health and safety, promotes the preservation of lives and property, or is otherwise deemed necessary by the County's Director of Emergency Services in the execution of his or her duties.

Employees may be assigned by the County to fulfill emergency action needs outside the course and scope of their regular job duties and job hours. When serving as a DSW, an employee may also be directed to report to a different supervisor and/or to work at a different location than normal in order to fulfill the DSW role. DSW's may be asked to assist in support shelter operations, staff the Emergency Operations Center, work at a logistics base in the field, etc... Assignments may require service at locations, times and under conditions other than normal work assignments.

Additional Disaster Service Worker designated individuals include medical personnel that may provide medical services if an emergency has been declared, and as requested by a Contra Costa County Official, and Volunteer Community Organizations Active in Disaster (VOAD) staff and volunteers.

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.

### **Volunteer and Donations Management**

The Volunteer and Donations Management Unit is part of the Logistics Section of the County's EOC staff. Organized and trained volunteer groups and non-governmental organizations (NGOs) provide critical services in a disaster. Although it is recommended that volunteers pre-affiliate before any emergency, there may be spontaneous volunteers who will require processing. In addition, organizations have been identified, which can assist with bulk / in-kind donations processing and distribution and monetary donations. Templates with public messaging exist to

notify the community as to what items are needed and where the items can be brought to assist with an emergency.

### **Governmental Volunteer Groups:**

Contra Costa County Area Agency on Aging provides leadership in addressing issues that relate to older residents, to develop community-based systems of care that provide services that support independence within our local community interdependent society, and which protects the quality of life of older adults and persons with functional impairments, and to promote citizen involvement in the planning and delivery of service.

### **Office of the Sheriff - Emergency Services Support Unit and Marine Patrol**

The Emergency Services Support Unit (ESSU) manages volunteer groups that contribute significantly to emergency operations. Activation of the Sheriff's volunteer programs is facilitated through the Law Branch Mutual Aid Coordinator in the Emergency Operations Center. Groups listed are managed by ESSU, except for the Dive Team, which is governed by the Office of the Sheriff's Marine Patrol

- Air Squadron – Pilots and observers provide air operations support to include transportation, surveillance, logistics, and disaster response
- Cadets – Young adults participate in public events, search and rescue, and traffic enforcement
- Communications Unit – Licensed amateur radio operators to provide alternate communication to the operational area in support of an exercise or emergency
- Chaplains – The chaplaincy program provides support, comfort, guidance, and counseling in times of crisis to the law enforcement community and the public.
- Dive Team – Certified rescue divers are available to assist with evidence collection, victim recovery, hazardous object removal, inspections, and disaster response
- Food Service Unit – Volunteers support field operations during training and emergency events by providing nourishing meals
- Ground Search and Rescue Team – Volunteers are requested to assist in locating missing or at-risk persons, evidence collection, public events, and disaster response
- Reserve Deputy Sheriffs – Reserves assist with in-custody transportation, patrol and detention duties, and special assignments such as DUI checkpoints, off-road activities, and special events
- SAVES – Sheriff's All Volunteer Extended Services – This diverse unit of community members with varying skill sets assist with the delivery of logistical and clerical support,

mostly in field operations and administrative assignments. Air Squadron Pilots and observers provide air operations support to include transportation, surveillance, logistics, and disaster response

### **Disaster Service Volunteer Groups**

Contra Costa Health Services Medical Reserve Corps (MRC) was developed as part of the County's emergency planning and response system. It addresses the need for additional medical professionals to respond to a medical surge event or an event requiring the mass distribution of pharmaceuticals. Oversight is provided by the Contra Costa County Emergency Medical Services (EMS) as lead agency with support from Contra Costa Health Services.

MRC is a national network of unpaid volunteers, organized locally to improve the health and safety of their communities. In California, there are 35 MRC Units and 33 are in the Disaster Healthcare Volunteers (DHV) System. These units can include both medical and nonmedical volunteers that support medical missions.

California Healthcare Volunteers (DHV) is a group of licensed healthcare providers, public health professionals, or medical disaster response team members who volunteer for disaster service work throughout the State.

Volunteer and donation groups can significantly enhance and supplement emergency response personnel and materials.

## Appendix I: Training and Exercises

Training, tests, and exercises are essential to ensure public officials, emergency response personnel, and the public are ready in an emergency. As part of the emergency management training curriculum, it is recommended that personnel with emergency responsibilities complete emergency management courses as described by the SEMS Approved Course of Instruction and the NIMS integration criteria. The Governor’s Office of Emergency Services provides emergency managers and first responders training through the California Specialized Training Institute. Each agency maintains activity and exercise records that demonstrate self-certification and compliance with SEMS and NIMS.

### Preparedness Exercises

Exercises provide personnel with an opportunity to become familiar with the procedures, facilities, and systems that will be used in an emergency. County departments should plan for and participate in an exercise program involving emergency management response personnel from multiple disciplines and jurisdictions.

#### Exercises should:

- Be as realistic as possible
- Use the application of SEMS
- Be based on risk assessments
- Include non-governmental organizations and the private sector when appropriate
- Refer to state and federal guidelines for other specifics



The County Office of Emergency Services updates the Multi-Year Training and Exercise Plan annually to include several tabletop exercises, one functional EOC exercise, and ongoing in person and virtual trainings.

### Public Awareness

The County Office of Emergency Services provides public awareness and educational campaigns continually. The Office of Emergency Services maintains a directory of websites for more in-depth follow-up on emergency preparedness efforts such as Community Emergency Response Team, fire safety, health and well-being, and hazardous materials. In addition, presentations, consultations,

and plan reviews are conducted routinely, along with research services and pamphlet distribution. It is well documented that the better prepared our communities are in advance of an emergency, the easier response efforts will be, and the sooner they can transition to recovery.

## Appendix J: Authorities and References

The following references provide authority for the development and utilization of the Plan.

### **Local**

- Contra Costa County Ordinance Code, Title 4 Health and Safety, Chapter 42-2 Disaster Council and Emergency Services
- County Administrators Bulletin 115 Emergency Management Plan
- General Plan, Section 10 – Safety Element
- Sheriff’s Office Policies and Procedures 1.06.22 Emergency Activation of Personnel and 1.06.23 Major Disaster Response

### **State**

- California Emergency Services Act, Chapter 7, Division 1, Title 2 of the Government Code
- Standardized Emergency Management System Guidelines, to include function-specific handbook
- Cal EMA Guidance on Planning and Responding to the Needs of People with Access and Functional Needs
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Coroner’s Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- California Natural Disaster Assistance Act, Chapter 7.5, Division 1, Title 3
- State of California Emergency Plan
- California Public Health and Medical Emergency Operations Manual
- Regional Catastrophic Earthquake Plan
- Regional Emergency Coordination Plan (RECP)

### **Federal**

- Civil Defense Act of 1950
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988
- Homeland Security Presidential Directive, HSPD – 5, NIMS
- Disaster Mitigation Act
- National Response Framework
- National Planning Scenarios
- National Response Recovery Framework
- Americans with Disabilities Act
- Comprehensive Planning Guide – CPG 101

## Appendix K: Individual and Family Emergency Preparedness

Preparation will increase survivability. Individuals and families should have the supplies and plans in place to make it on their own. Everyone should be prepared no matter where they are when a disaster strikes. Below are some ideas that can help prepare for the unexpected.

- **Actions to take**
  - Have a *kit* of emergency supplies
  - Plan for what you will do in an emergency
  - Stay *informed* about what might happen
  - Get *involved* in preparing your community
- **Know your resources**
  - Partner with everyone (fellow parents, neighbors, church members, etc.)
  - Be aware of assets near you; shopping centers, medical facilities, fire stations, etc.
  - Inventory your supplies often
- **Know your hazards**
  - Flood zones where you work
  - House near open space susceptible to fire or landslide
  - Church located near a chemical plant
  - Airport, rail, or other transportation hazards
- **Understand protective actions**
  - Earthquake: Duck, cover, and hold
  - Fire: Stop, drop and roll
  - Flood: Evacuate to higher ground
  - Hazardous Material release: Shelter in place, unless otherwise notified
  - Severe weather: Stay indoors

Remain mindful of age-related needs for both children and seniors, and plan for those with unique medical, physical, and emotional needs. Consider a plan for pets.

Remember, attitude is everything! Rehearse in your mind, have documents in order, and physically practice your plan.

## Appendix L: Emergency Management

The following is a list of questions that may help answer when responding to an incident. Remember, not all questions are mandatory to answer in every situation. This is simply a list to help those arriving at the EOC gain an understanding of the operating picture:

- What happened?
- What is the name of the incident? (Year/Month/Day/Location/Type)
- When did the incident start? (Date/Time)
- What type of incident is it?
- What is the severity of the Incident? (Low, Moderate, High, Catastrophic)
- What was the cause?
- Does the EOC require activation? If yes, what level? (Monitoring, Partial or Full)
- What is the current status of the incident? (Green, Yellow, Red)
- What is the prognosis? (Stable, Worsening, Improving)
- What is the location of the incident? (Address or Map Coordinates)
- Who is the lead agency?
- Who is the Point of Contact (Name, Phone Number, E-mail)?

Incident Summary:

- Who is affected?
- How many, injured, deceased?
- What is the property damage?
- Mutual aid needed?
- Public Information Messaging?
- Any other resources needed?

## Appendix M: Glossary of Terms

**After Action Report (AAR):** Documents identified successes during emergency operations and described a plan to implement improvements.

**California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA):** An agreement entered into by and between the State of California, its various departments and agencies and various political subdivisions, 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 render services to each other in response to any disaster or emergency.

**California Emergency Services Act (CESA):** An Act within the California Government Code to ensure that preparations within the state will be adequate to deal with natural, man-made, or war-caused emergencies which result in conditions of disaster or extreme peril to life, property, and the natural resources of the state and generally to protect the health and safety and preserve the lives and property of the people of the state.

**Continuity of Government (COG):** Activities that address the continuance of constitutional governance. COG planning aims to preserve and reconstitute the government institution and maintain a department or agency's constitutional, legislative, and administrative responsibilities. This is accomplished through a succession of leadership, the pre-delegation of emergency authority, and active command and control during response and recovery operations.

**Continuity of Operations (COOP):** Planning should be instituted (including all levels of government) across the private sector and non-governmental organizations as appropriate to ensure the continued performance of core capabilities and critical government operations during any potential incident.

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

**Department Operations Center (DOC):** A facility used by a distinct discipline, such as flood operations, fire, medical, hazardous material, or a unit, such as the Department of Public Works or Department of Health. DOCs may be used at all SEMS levels above the field response level depending upon the emergency needs.

**Emergency Operations Center (EOC):** The location from which centralized emergency management can be performed. An agency or jurisdiction establishes EOC facilities to coordinate the overall agency or jurisdictional response and support to an emergency.

**Emergency Operations Plan (EOP):** The ongoing plan maintained by various jurisdictional levels for responding to a wide variety of potential hazards.

**HAZUS:** A nationally applicable standardized methodology that contains models for estimating potential losses from earthquakes, floods, and hurricanes. HAZUS uses Geographic Information Systems (GIS) technology to assess disasters' physical, economic, and social impacts.

**Incident:** An occurrence or event, either human-caused or by natural phenomena, requires action by emergency response personnel to prevent or minimize loss of life or damage to property and the environment.

**Incident Command:** Responsible for the overall management of the incident and consists of the Incident Commander, either single or unified command, and any assigned supporting staff.

**Incident Commander (IC):** The individual responsible for all incident activities, including developing strategies and tactics and ordering and releasing resources. The IC has overall authority and responsibility for conducting incident operations and managing all incident operations at the incident site.

**Incident Command Post (ICP):** The field location where the primary functions are performed. The ICP may be co-located with the incident base or other incident facilities.

**Incident Command System (ICS):** A 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.

**Information:** Pieces of raw, unanalyzed data that identifies persons, evidence, events; or illustrates processes that specify the occurrences of an event. It may be objective or subjective and is intended for both internal analysis and external (news media) applications. Information is the “currency” that produces intelligence.

**Intelligence:** The product of an analytical process that evaluates information collected from diverse sources, integrates relevant information into a cohesive package, and produces a conclusion or estimate. The information must be honest, 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 an aspect of information. 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.

**Joint Information Center (JIC):** A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media. General information officials from all participating agencies should co-locate at the JIC.

**Joint Information System (JIS):** A JIS is the information network of all government, volunteer, and private-sector organizations with operations directly related to the incident. A JIS coordinates public information network with shared resources and agreed-upon procedures that link participants through technological means when geographic restrictions, incident management requirements, and other limitations preclude physical attendance at a central location. The JIS allows public information staff to communicate effectively and make joint announcements as if they were in the same facility.

**Jurisdiction:** The range or sphere of authority. Public agencies have jurisdiction over an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political or geographical (e.g., special district, city, county, state, or federal boundary lines) or functional (e.g., police department, health department, etc.).

**Liaison Officer:** A member of the Command Staff responsible for coordinating with representatives from cooperating and assisting agencies. At SEMS EOC levels, a coordinator may perform the function and report directly to the EOC Director within a section or branch.

**Local Government:** Means local agencies per Article 3 of the SEMS regulations. Government Code Section 8680.2 defines local agencies as any city, city and county, county, school district, or special district.

**Mitigation:** Provides a critical foundation to reduce the loss of life and property from natural and man-made disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Mitigation seeks to fix the cycle of disaster damage, reconstruction, and repeated damage. These activities or actions, in most cases, will have a long-term sustained effort.

**Multiagency Coordination System (MACS):** The combination of personnel, facilities, equipment, procedures and communications integrated into a standard system. When activated, MACS are responsible for assisting agency resources and support in a multi-agency or multijurisdictional environment. A MAC Group functions within the MACS.

**National Planning Frameworks:** One for each preparedness mission area (prevention, protection, mitigation, response, and disaster recovery), describe how the whole community works together to achieve the National Preparedness Goal. The Goal is: “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 is the

cornerstone for the implementation of the Presidential Policy Directive / PPD-8: National Preparedness.

**Non-Governmental Organization (NGO):** An entity with an association that is based on the interests of its members, individuals, or institutions. A government does not create it, 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.

**Operational Area (OA):** An intermediate level of the state emergency organization, consisting of a county and all other political subdivisions within the geographical boundaries of the county.

**Operational Period:** The time scheduled for executing a given set of operation actions, as specified in the Incident Action Plan. Operational periods can be of various lengths but typically last 12-24 hours.

**Political Subdivisions:** Includes any city, county, tax, assessment district, or other legally authorized local governmental entity with jurisdictional boundaries.

**Public Information:** Processes, procedures, and systems for communicating timely, accurate, and accessible information on the incident's cause, size, and current situation; resources committed; protective actions to take; and other matters of general interest to the public, responders, and additional stakeholders (both directly and indirectly affected).

**Regional Emergency Operations Center (REOC):** Facilities found at Cal OES Administrative Regions. REOCs coordinate information and resources among operational areas and between the operational areas and the state level.

**Resource Management:** Efficient emergency management and incident response require 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 EOCs. Resources are described by kind and type and may be used in supervisory capacities at an incident or EOCs.

**Section:** The organizational level with responsibility for a major functional area of the incident or at an EOC (e.g., Operations, Planning/Intelligence, Logistics, Finance/Administration).

**Situation Report (SITREP):** Emergency Operations Centers are responsible for gathering timely, accurate, accessible, and consistent intelligence during an emergency. Situation reports should create a common operating picture and adjust the operational goals, priorities, and strategies.

**Special District:** A unit of local government (other than a city, county, city, and county) with authority or responsibility to own, operate and maintain systems, programs, services, or projects (as defined in section 2900, subdivision (hh) of title 19 of the California Code of Regulations) for

purposes of natural disaster assistance. This may include a joint power of authority established under Section 6500 et. seq.

**Stafford Act:** The Robert T. Stafford Disaster Relief and Emergency Assistance Act establishes the programs and processes for the federal government to provide disaster and emergency assistance to states, local governments, tribal nations, individuals, and qualified non-profit organizations. The provision of the Stafford Act covers all hazards, including natural disasters and terrorist events. Relevant provisions of the Stafford Act include a process for Governors to request federal disaster and emergency assistance from the President. The President may declare a major disaster or emergency.

**Standardized Emergency Management System (SEMS):** A system required by California Government Code and established by regulations for managing responses to multiagency and multijurisdictional emergencies in California. SEMS consists of five organizational levels activated as necessary: Field response, Local Government, Operational Area, Region, and State.

**State Operations Center (SOC):** An EOC facility operated by the Governor's Office of Emergency Services at the state level in SEMS.

**Unified Command (UC):** Unified Command is a structure that brings together the Incident Commanders of major organizations involved in an incident to coordinate an effective response while at the same time allowing each to carry out their own jurisdictional, legal, and functional responsibilities. The Unified Command links the organizations responding to the incident and provides a forum for these entities to make consensual decisions. Under the Unified Command, the various jurisdictions, agencies, and non-government responders should blend throughout the Incident Command System to create an integrated response team. Members of the Unified Command work together to develop a standard set of incident objectives and strategies, share information, maximize available resources, and enhance the efficiency of the individual response organizations.