

# COUNTY OF SANTA CRUZ

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## Office of Emergency Services

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## OPERATIONAL AREA EMERGENCY MANAGEMENT PLAN (EMP)



September 2005

## Table of Contents

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Table of Contents .....	2
AUTHORITIES .....	5
INTRODUCTION .....	6
Purpose .....	6
Scope .....	6
Objectives .....	6
ADMINISTRATION .....	7
Plan Implementation.....	7
Plan Review .....	7
Inputs .....	7
Distribution .....	7
Training.....	7
After Action Review .....	8
EMERGENCY PHASES .....	9
Planning Phase.....	9
Response Phase .....	9
Initial Response.....	10
Extended Response.....	10
Recovery Phase.....	10
Mitigation Phase .....	11
ORGANIZATIONAL CONCEPTS .....	12
National Incident Management System (NIMS).....	12
Legal Basis and Intent of NIMS Directive.....	12
Standardized Emergency Management System (SEMS) .....	12
Legal Basis and Intent of SEMS Law.....	12
Operational Area .....	14
Incident Command System (ICS).....	14
Unified Command.....	15
Emergency Response Agency .....	15
Mutual Aid.....	15
CONCEPT OF OPERATIONS .....	16
General.....	16
National Incident Management System (NIMS) .....	16
Standardized Emergency Management System (SEMS) .....	16
Unified Command.....	16
Mutual Aid.....	17
SEMS RESPONSE LEVELS.....	18
Field (Incident Location).....	18
Local Government .....	18
Operational Area .....	18
Region .....	18
State .....	18
MUTUAL AID .....	20
Mutual Aid System .....	20
Mutual Aid Regions .....	20
Mutual Aid Coordinators .....	20

Volunteer and Private Agencies in Mutual Aid .....	21
Emergency Facilities Used for Mutual Aid.....	21
Mutual Aid Policy.....	22
Flow of Requests and Resources .....	22
OPERATIONS.....	23
Organizational Concept.....	23
Emergency Operations Center (EOC).....	23
Emergency Levels .....	24
Activation Policy .....	24
Local Emergency Proclamations.....	25
Organizational Structure .....	25
EOC Locations and Description .....	26
Alternate EOC.....	26
Deactivation/Demobilization .....	26
OPERATIONAL AREA EOC .....	27
ROLES AND RESPONSIBILITIES .....	27
EOC Management Section .....	27
Operations Section.....	28
Planning Section .....	29
RIMS.....	29
Incident Action Plan .....	29
Logistics Section .....	30
Finance Section.....	30
CONTINUITY OF GOVERNMENT.....	31
Continuity of Government .....	31
Responsibilities .....	31
Preservation of Local Government.....	31
Preservation of Vital Records.....	31
SANTA CRUZ COUNTY .....	32
Natural Hazards.....	33
Earthquake.....	33
Landslide .....	36
Flood.....	37
Wildland Fire .....	38
Extreme Weather .....	39
Tsunami.....	40
Infectious Disease.....	41
Technological Hazards .....	41
Hazardous Materials.....	41
Transportation Accidents .....	41
Dam Failure.....	42
Domestic Security Threats .....	43
Civil Unrest.....	43
Terrorism .....	43
Public Awareness and Education.....	43
GLOSSARY OF TERMS .....	44
Attachment A: Memorandum of Understanding.....	51
Attachment B: Master Mutual Aid Agreement.....	52

Attachment C: Operational Area EOC Activation Guide..... 58  
ANNEX 1: Coastal Incident Response Plan..... 59  
ANNEX 2: Communications ..... 60  
ANNEX 3: Terrorism..... 61  
ANNEX 4: Tsunami ..... 62  
ANNEX 5: Oil Spill Contingency Plan..... 63

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## AUTHORITIES

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The following provides emergency authorities for conducting and/or supporting emergency operations:

Federal	<ul style="list-style-type: none"> <li>• Federal Civil Defense Act of 1950 (Public Law 920, as amended).</li> <li>• Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended).</li> <li>• Army Corps of Engineers Flood Fighting (Public Law 84-99).</li> <li>• Federal Communications Corporation (RACES)</li> <li>• Public Health Service Act (42 U.S.C. 264)</li> </ul>
State	<ul style="list-style-type: none"> <li>• California Emergency Services Act (Chapter 7 of Division 1, Title 2 of the Government Code)</li> <li>• Natural Disaster Assistance Act (Chapter 7.5 of Division 1, Title 2 of the Government Code), commencing with section 8680</li> <li>• Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations) and (California Government Code §8607 et sec)</li> <li>• Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19, Article 3, §2720-2728 of the California Code of Regulations) and (California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5)</li> <li>• Isolation/Quarantine (California Health and Safety Code, Sections 120130, 120145, 100180, 101030, 120140, 120195, and 120175)</li> <li>• Title 17. Public Health (California Code of Regulation)</li> <li>• California Department of Water Resources Flood Control (California Water Code §128)</li> <li>• Orders and regulations that may be selectively promulgated by the Governor during a STATE OF EMERGENCY.</li> <li>• Orders and regulations, which may be selectively promulgated by the Governor to take affect upon the Existence of a STATE OF WAR.</li> </ul>
Local	<ul style="list-style-type: none"> <li>• Emergency organization and disaster procedures ordinance No. 2532 adopted February 21, 1978 by the Santa Cruz County Board of Supervisors.</li> <li>• Resolution adopting the California Master Mutual Aid Agreement, adopted July 1958 by the Santa Cruz County Board of Supervisors.</li> <li>• Santa Cruz County Code Title 2, Chapter 2.26 Emergency services.</li> <li>• SEMS Memorandum of Understanding for the Santa Cruz Operational Area adopted October 25, 1994 by the Board of Supervisors.</li> </ul>

# INTRODUCTION

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The Santa Cruz Operational Area Emergency Management Plan addresses the planned response to extraordinary situations associated with large-scale emergency incidents affecting the unincorporated area of Santa Cruz County. The Santa Cruz Operational Area is an intermediate level of the state emergency organization, consisting of all political subdivisions within the county boundaries. The County of Santa Cruz Operational Area was formed under a Memorandum of Understanding between the County and the cities of Watsonville, Capitola, Santa Cruz, and Scotts Valley in 1994 (Appendix A).

## **Purpose**

The purpose of the Santa Cruz Operational Area Emergency Management Plan is to establish a comprehensive, all-hazards approach to incident management across a spectrum of activities including prevention, preparedness, response, and recovery. It will address the planned response to extraordinary situations associated with large-scale emergency incidents in or affecting Santa Cruz County. In addition, this Management Plan outlines the emergency management organizational structure for the Santa Cruz County Operational Area.

## **Scope**

This plan provides guidance to operational area agencies involved in protecting public health and safety, and preparing for and responding to all-hazards. It is intended as reference information for federal, state, and local agencies and is intended to clarify the roles and relationships of agencies at the operational area level in dealing with emergency situations. The support annexes provide guidance and describe the how the roles and responsibilities may change in the event of a specific type of incident. It is not intended to act as a Field Operations Guide (FOG) for individual agencies or positions.

## **Objectives**

The overall objective of Santa Cruz Operational Area Emergency Management Plan is to ensure the effective management of response resources in preparing for, responding to and recovering from the impacts of extraordinary emergency situations in or affecting Santa Cruz County. Additional objectives of this plan are to:

- Identify the organizational structure, responsibilities, and operational concepts required to preserve the health and safety of county residents and visitors, property, and the environment from the effects of emergencies and disasters.
- Provide planning, response, and recovery guidance that is consistent with the Standardized Emergency Management System (SEMS), the Federal Response Plan and the National Incident Management System (NIMS) as outlined in Presidential Homeland Security Directives 5 & 8.
- Address the natural and technological hazards, and security threats that could impact the County of Santa Cruz.

# ADMINISTRATION

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## **Plan Implementation**

This revision of the Santa Cruz County Operational Area Emergency Management Plan is effective upon receipt and supersedes all previous revisions.

## **Plan Review**

The County Office of Emergency Services will be responsible for updates and maintenance of the Emergency Management Plan. The plan may be modified as a result of post-incident analyses and/or post-exercise critiques. It may be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change. The Emergency Services Administrator, County Emergency Management Council, and County Administrative Officer will review modifications to the Santa Cruz County Operational Area Emergency Management Plan prior to recommendation to the Board of Supervisors for final approval.

Every four years, the entire emergency management plan will be reviewed, updated, republished, and redistributed. The Santa Cruz County Office of Emergency Services will maintain records of revisions to this plan.

## **Inputs**

All public safety agencies are welcome and encouraged to submit written comments and recommendations for the purpose of improving this plan. The Santa Cruz County Office of Emergency Services (Emergency Services Administrator) will act as a collecting agent for all inputs.

## **Distribution**

The plan is intended for distribution to all public safety agencies within and outside of Santa Cruz County who may have operational response or coordination responsibilities. It is the responsibility of the Santa Cruz County Office of Emergency Services to promulgate the plan and any revisions thereto.

## **Training**

OES will inform Operational Area jurisdictions, emergency response agencies, NGO's, and private sector organizations of training opportunities associated with emergency management. Emergency response agencies with responsibilities under this plan must ensure their personnel are properly trained to carry out these responsibilities.

County OES will ensure that emergency response personnel can demonstrate and maintain, to the level deemed appropriate, the minimum NIMS standards and SEMS performance objectives.

Because of its limited resources, County OES will only assist emergency response agencies in the coordination of emergency exercises planned and conducted within the Operational Area. OES will assist with coordination of exercise activities, allocation of resources, and work with agencies to review current exercise plans and schedules. In addition, OES will assist agencies with designing, developing, conducting, and evaluating exercises. County OES will document exercises by conducting a critique and using the information obtained to revise the Emergency Management Plan (EMP). Exercises will include as many Operational Area emergency response agencies as practical.

### **After Action Review**

An After Action Review (AAR) should be conducted for all significant incidents and/or emergencies in which this plan is employed to identify areas requiring greater emphasis, or to correct or revise the plan. An AAR may be requested by any participating agency, including the Santa Cruz County Office of Emergency Services. It is in the best interest of all agencies involved in an incident to attend the AAR. The elapsed time between the incident and the critique is at the discretion of the host agencies; however, it will normally be held as soon as practicable after the incident. All agencies involved in the incident will be invited to the review. Following the After Action Review, the host agency will issue an After Action Evaluation for distribution to all applicable agencies and departments. The report may include recommendations for corrective actions and projected plan revisions as appropriate.

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## **EMERGENCY PHASES**

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Emergency management activities are often conducted within four generally defined phases. However, because each disaster is unique, individual disasters may not include all indicated phases:

- Planning
- Response
- Recovery
- Mitigation

### **Planning Phase**

The planning phase involves activities that are undertaken in advance of an emergency or disaster. These activities assess threats, develop operational capabilities, and design effective responses to potential events.

Planning activities include:

- Completing hazard analyses;
- Designing and implementing hazard mitigation projects consistent with the hazard analyses;
- Developing and maintaining emergency plans and procedures;
- Developing mutual aid agreements;
- Conducting general and specialized training;
- Conducting exercises; and
- Improving emergency public education and warning systems.

### **Response Phase**

The response phase includes increased readiness and initial and extended response activities. Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur, the Operational Area and member jurisdictions will initiate actions to increase their readiness.

Events that may trigger increased readiness activities include:

- Receipt of a flood advisory or other special weather statement;
- Conditions conducive to wild land fires, such as the combination of high heat, strong winds, and low humidity;
- A hazardous materials incident; or
- Information or circumstances indicating the potential for acts of violence or civil disturbance.

Increased readiness activities may include, but are not limited to the following:

- Briefing of key members of the Santa Cruz County Operation Area organization;
- Reviewing and updating Emergency Operations Plans and Standard Operating Procedures (SOPs);
- Increasing public information efforts; and
- Accelerating training efforts.

### ***Initial Response***

The county's initial response activities are primarily performed at the field response level. Emphasis is placed on minimizing the effects of the emergency or disaster. Support and coordination activities take place in the Operational Area Emergency Operations Center with operation links to field response units.

Examples of initial response activities include:

- Making all necessary notifications, including county departments and personnel, the Santa Cruz Operational Area member jurisdictions, and the State OES Coastal Region;
- Disseminating warnings, emergency public information, and instructions to the citizens of Santa Cruz County;
- Conducting evacuations and/or rescue operations;
- Caring for displaced persons and treating the injured;
- Conducting initial damage assessments and surveys;
- Assessing need for mutual aid assistance;
- Restricting movement of traffic/people and unnecessary access to affected areas;
- Developing and implementing Initial Action Plans;
- Securing event sites;
- Conducting search and rescue operations; and
- Fire suppression.

### ***Extended Response***

Extended response operations involve the coordination and management of resources and information necessary to facilitate the transition to recovery. Although not a specific action, but rather an evolutionary transition in the response timeline, extended operations generally begin 72 hours after the initial disaster event.

Examples of extended response activities include:

- Declaring a local emergency;
- Coordinating with state and federal agencies working within the county;
- Preparing initial damage assessments;
- Operating mass care facilities;
- Conducting coroner operations,
- Procuring, allocating and monitoring resources required to sustain operations;
- Coordinating mutual aid resources;
- Restoring essential services;
- Initiating advance planning activities;
- Documenting expenditures;
- Developing and implementing Action Plans for extended operations; and
- Disseminating emergency public information.

### **Recovery Phase**

Recovery activities involve the restoration of the affected area(s) to pre-emergency conditions. Recovery activities may be both short-term and long-term, ranging from restoration of essential utilities

such as water and power, to implementation of mitigation measures designed to minimize the impact of future occurrences of a given threat.

Examples of recovery activities include:

- Restoring utilities and infrastructure;
- Applying for state and federal assistance programs;
- Reconstructing damaged property;
- Conducting hazard assessment analyses; and
- Determining and recovering costs associated with response and recovery

### **Mitigation Phase**

Mitigation efforts occur both before and after emergencies or disasters. The goal of mitigation is to reduce or eliminate the future impact of threats consistent with the objectives of the state or federal hazard mitigation plan developed specifically in response to each declared disaster.

Mitigation efforts include:

- Amending local development regulations, such as zoning ordinances, building codes, and other land use codes;
- Initiating structural retrofitting measures;
- Forming Hazard Abatement Districts;
- Emphasizing public education and awareness; and
- Incorporating hazard mitigation into long-term development policies such as the General Plan.

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## **ORGANIZATIONAL CONCEPTS**

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### **National Incident Management System (NIMS)**

The Santa Cruz Operational Area will be transitioning to a Standardized Emergency Management System (SEMS) that is compliant with the National Incident Management System (NIMS). NIMS integrates existing best practices into a consistent, nationwide approach to domestic incident management that is applicable at all jurisdictional levels and across functional disciplines in an all-hazards context. Six major components make up this systems approach:

- Command and Management
- Preparedness
- Resource Management
- Communications and Information Management
- Supporting Technologies
- Ongoing Management and Maintenance

### **Legal Basis and Intent of NIMS Directive**

NIMS was designed to improve national readiness to respond to not only terrorist events but all types of disasters. NIMS is similar to the Standardized Emergency Management System (SEMS) currently used in the state of California. The similarities are most evident in the NIMS version of the Incident Command System (ICS) and the adoption of the concept of mutual aid.

The Department of Homeland Security (DHS) developed NIMS under Homeland Security Presidential Directive (HSPD)-5, *Management of Domestic Incidents*. DHS will phase in NIMS over time, from FY 2005 to FY 2007. All federal departments, agencies, state, local and tribal governments, and emergency response agencies have been directed to fully comply with NIMS by FY 2007. Presidential Directive 5 mandates adoption of the NIMS.

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

The Santa Cruz County Operational Area is currently organized under the Standardized Emergency Management System (SEMS), which is intended to standardize response to emergencies involving multiple jurisdictions or multiple agencies. SEMS is intended to be flexible and adaptable to the needs of all emergency responders in California. SEMS requires emergency response agencies to use basic principles and components of emergency management, including the Incident Command System, multi-agency or inter-agency coordination, the operational area concept, and established mutual aid systems.

### **Legal Basis and Intent of SEMS Law**

SEMS was originally established to improve the coordination of state and local emergency response. Section 8607 of the Government Code directed the Governor's Office of Emergency Services (OES), in coordination with local emergency management agencies, to establish by regulation the Standardized Emergency Management System (SEMS). SEMS regulations took effect in September of 1994.

SEMS provides for a five level emergency response organization, activated as needed, but particularly in response to multi-agency or multi-jurisdiction emergencies. The five SEMS levels are:

- Field
- Local government

- Operational area
- Region
- State

By law, state agencies must use SEMS when responding to emergencies involving multiple jurisdictions or multiple agencies. Local governments must use SEMS in order to be eligible for state funding of response-related personnel costs. Furthermore, local governments are required under SEMS to maintain minimum training competencies in SEMS. Under SEMS, the Operational Area serves as the emergency management function, and the Incident Command System (ICS) is the on-scene incident field command function.

Following is a brief summary of the functions found at all SEMS levels:

<b>Primary SEMS Function</b>	<b>Field Response Level</b>	<b>EOCs</b>
Command & Management	<u>Command</u> is responsible for the directing, ordering, and/or controlling of resources by virtue of explicit legal, agency, or delegated authority.	<u>Management</u> is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations.
Operations	Responsible for the coordinated tactical response of all field operations directly applicable to, or in support of, the mission(s) in accordance with the Incident Action Plan	Responsible for coordinating all jurisdictional operations in support of the response to the emergency through implementation of the organizational level's action plan.
Planning/Intelligence	Responsible for the collection, evaluation, documentation, and use of information about the development of the incident, and the status of resources.	Responsible for collecting, evaluating, and disseminating information; developing the organizational level's action plan in coordination with the other functions, and maintaining documentation.
Logistics	Responsible for providing facilities, personnel, services, equipment, and materials in support of the incident.	Responsible for providing facilities, services, personnel, equipment, and materials.
Finance/Administration	Responsible for all financial and cost analysis aspects of the incident, and for any administrative aspects not handled by the other functions.	Responsible for financial activities and administrative aspects not assigned to the other functions.

## **Operational Area**

An Operational Area consists of a county and all political subdivisions within the county. The county is the lead agency for the Operational Area unless another arrangement is established by agreement. The Operational Area manages and coordinates information, resources, and priorities among local governments within its area and serves as the communication and coordination conduit between the state's Regional Emergency Operations Center, the emergency operation centers in each jurisdiction, or field command centers within the County. While an Operational Area always encompasses the entire county area, it does not mean that the county government directly manages the response and recovery activities of jurisdictions within the county. The county Operational Area staff may be coordinating information and resources between the state and jurisdictions within the county, but the Operational Area EOC staff is not directly managing the work taking place within those jurisdictions. The work taking place within each jurisdiction is a function of the respective individual or unified command structures created by the disciplines/agencies of jurisdiction within the county.

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

ICS is the model tool for command, control, and coordination of a response and provides a means to coordinate the efforts of individual agencies as they work toward the common goal of stabilizing the incident and protecting life, property, and the environment. ICS is a standardized, on-scene emergency command system used nationally by fire, law enforcement, and other response agencies of jurisdiction. ICS provides a common organizational framework within which agencies can work collectively at the scene of an emergency.

ICS was developed in the 1970s in response to a series of major wildland fires in southern California. At that time, municipal, county, state, and federal fire authorities collaborated to form the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE). FIRESCOPE identified several recurring problems involving multi-agency responses:

- Nonstandard terminology among responding agencies
- Lack of capability to expand and contract as required by the situation
- Nonstandard and nonintegrated communications
- Lack of consolidated action plans
- Lack of designated facilities

Efforts to address these difficulties resulted in the development of the original ICS model for effective incident management. Although originally developed in response to wildfires, ICS has evolved into an all-risk system that is appropriate for all types of fire and non-fire emergencies. Much of the success of ICS has resulted directly from applying a common organizational structure and key management principles in a standardized way.

Many incidents—whether major accidents (such as HazMat spills), minor incidents (such as house fires and utility outages), or emergencies and major disasters (such as landslides, floods, and earthquakes)—require a response from a number of different agencies. Regardless of the size of the incident or the number of agencies involved in the response, all incidents require a coordinated effort to ensure an effective response and the efficient, safe use of resources.

No single agency or department can handle an emergency situation of any scale alone. Everyone must work together to manage the emergency. To coordinate the effective use of all of the available resources, agencies need a formalized management structure that lends consistency, fosters efficiency, and provides direction during a response. The ICS organization is built around five major components:

- Command
- Planning
- Operations
- Logistics
- Finance/Administration

ICS is a field tool that can be used independently outside of SEMS, but when SEMS has been activated, it will operate under the assumption that field units will function in ICS. In the field, the use of SEMS is intended to standardize the response to emergencies involving multiple jurisdictions or multiple agencies. SEMS requires emergency response agencies to use the Incident Command System (ICS) as the basic emergency management system.

### **Unified Command**

Unified Command is a procedure used at incidents that allows all agencies with geographic, legal, or functional jurisdiction to establish a common set of incident objectives and strategies, and a single Incident Action Plan. Unified Command is an integral function of the Incident Command System.

### **Emergency Response Agency**

Any organization, such as fire, law enforcement, public works, and other agencies responding to an emergency or providing mutual aid to such an organization, whether in the field, at the scene of an incident, or to an operations center is an Emergency Response Agency.

### **Mutual Aid**

The foundation of California's emergency planning and response is a statewide mutual aid system which is designed to ensure adequate resources, facilities, and other support for jurisdictions whenever their own resources prove to be inadequate to cope with a given situation. The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement (Appendix B), as provided for in the California Emergency Services Act. This agreement was developed in 1950 and has been adopted by the state, all 58 counties, and most incorporated cities in the State of California. The Master Mutual Aid Agreement creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state. State government is obligated to provide available resources to assist local jurisdictions in emergencies.

# CONCEPT OF OPERATIONS

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## **General**

All jurisdictions and agencies in the county must be prepared to respond promptly and effectively to any foreseeable emergency. This Emergency Management Plan addresses a wide spectrum of contingencies, ranging from a relatively minor incident to a large-scale disaster, such as an earthquake. A buildup or warning period, providing sufficient time to warn the public, will precede some emergencies and allow time to implement mitigation measures designed to reduce loss of life, property damage, and effects on the environment. Other emergencies occur with little or no advance warning, thus requiring immediate activation of the plan with simultaneous mobilization and deployment of resources.

Various systems have been developed to standardize response to emergencies involving multiple jurisdictions or multiple agencies. All jurisdictions and agencies in the Santa Cruz County Operational Area will be organized utilizing NIMS, SEMS, ICS, and Mutual Aid.

## **National Incident Management System (NIMS)**

The Operational Area will utilize the six major components that make up NIMS in the event of a large-scale incident involving multiple agencies and multiple jurisdictions. NIMS provides a standardized, nationwide approach to incident management. Required by the Department of Homeland Security, NIMS provides a framework for effective incident management operations. The use of NIMS would be critical in the event of a large-scale incident that required a federal declaration.

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

In addition to NIMS, the Operational Area is required by California state law to activate SEMS in the event of a large-scale incident involving multiple jurisdictions or multiple agencies. Local governments must use SEMS in order to be eligible for state funding of response related personnel costs. Under SEMS, the Operational Area EOC will provide a central point for the coordination of information, resources, and priorities among the local, regional, and state agencies.

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

ICS provides a common organizational framework within which agencies can work collectively at the scene of an emergency. ICS will be used to coordinate the effective use of all of the available resources at the scene of an incident.

The five major components that make up ICS apply during a routine emergency, when preparing for a major event, or when managing a response to a major disaster. In small-scale incidents, all of the components may be managed by one person, the Incident Commander. Large-scale incidents usually require that each component or section be set up separately. The ICS organization has the capability to expand or contract to meet the needs of the incident, but all incidents, regardless of size or complexity, will have an Incident Commander. A basic ICS operating guideline is that the Incident Commander is responsible for on-scene management until command authority is transferred to another person who then becomes the Incident Commander.

## **Unified Command**

Unified Command is a procedure used at incidents which allows all agencies to establish a common set of incident objectives and strategies, and a single Incident Action Plan. A single Operations Section

Chief will have responsibility for implementing and managing the operations portion of the Incident Action Plan under Unified Command.

### **Mutual Aid**

The mutual aid system will be used to ensure adequate resources, facilities, and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

Written plans and operating procedures have been developed for mutual aid systems that function on a statewide level. The most widely known mutual aid plans include those for fire and law enforcement, but also exist for emergency medical service providers, sheriff-coroner, public health, public works, emergency management, and search and rescue teams. Any emergency management agency can request mutual aid through the SEMS structure.

To facilitate mutual aid, discipline-specific mutual aid systems work through designated mutual aid coordinators at the operational area, regional, and state levels. The basic role of the mutual aid coordinator is to receive mutual aid requests, coordinate the provision resources from within the coordinator's geographic area of responsibility, and pass on unfilled requests to the next level. Mutual aid coordinators may function from an EOC, their normal departmental location, or other locations depending on circumstances. If the Operational Area EOC is activated and the mutual coordinator is not operating out of the EOC, communication must be established between the mutual coordinator and the Operational Area EOC.

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## **SEMS RESPONSE LEVELS**

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### **Field (Incident Location)**

At the field response level, emergency personnel carry out activities under the command of an appropriate authority in direct response to an incident or threat. SEMS regulations require the use of the Incident Command System at the field response level of an incident. A key component of field operations involves having legal jurisdiction for the scene and, therefore, the authority to command local resources.

### **Local Government**

Local government includes cities, counties, and special districts. Each is responsible to manage and coordinate emergency response and recovery activities within their jurisdiction. In the event that an incident occurs where jurisdictions overlap, unified command or a joint operations center should be activated to facilitate a coordinated response to the incident.

### **Operational Area**

The county is the lead agency for the Operational Area unless another arrangement is established by agreement. In this county, the Operational Area is managed by the County's Office of Emergency Services. (Appendix C: Operational Area agreement designating county as lead agency)

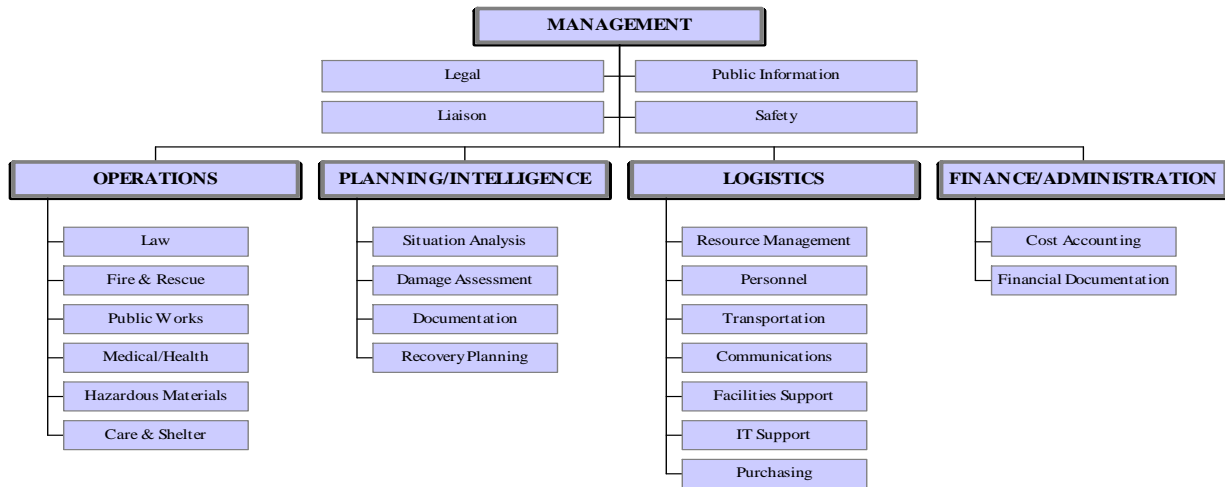
### **Region**

The state is divided into six Mutual Aid Regions. The Governor's Office of Emergency Services (OES) manages these regions through three regional offices. The regional level manages and coordinates information and resources among operational areas within the mutual aid region, and also between the operational areas and the state level. The Santa Cruz County Operational Area is in the OES Coastal Region.

### **State**

The state level coordinates mutual aid among the mutual aid regions and between the regional level and the state level. It also serves as the initial coordination and communication link between the state and federal disaster response system.

**Figure 2: Typical SEMS Organization**



# MUTUAL AID

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## **Mutual Aid System**

A statewide mutual aid system, operating within the framework of the Master Mutual Aid Agreement, allows for the progressive mobilization of resources to and from emergency response agencies, local governments, operational areas, regions, and the state with the intent to provide requesting agencies with adequate resources.

The statewide mutual aid systems include several discipline-specific mutual aid systems such as fire and rescue, law, health, and public works. The adoption of SEMS does not alter existing mutual aid systems. These systems work through local government, operation area, regional, and state levels consistent with SEMS.

## **Mutual Aid Regions**

Mutual aid regions are established under the Emergency Services Act (Government Code Section 8600). Six mutual aid regions have been established within California. Santa Cruz County is within Region II.

## **Mutual Aid Coordinators**

To facilitate mutual aid, discipline-specific mutual aid systems work through designated mutual aid coordinators at the operational area, regional, and state levels. The basic role of a mutual aid coordinator is to receive mutual aid requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility, and pass on unfilled requests to the next level. In the Santa Cruz Operational Area, Mutual Aid Coordinators have the authority to determine the most effective allocation of available mutual aid resources to provide optimum consistency with current incident priorities and objectives.

Mutual aid requests that do not fall into one of the discipline-specific systems are handled through the emergency services mutual aid system by emergency management staff at the local government, operational area, regional, and state levels.

Mutual aid coordinators may function from an EOC, their normal departmental location, or other locations depending on circumstances. Some incidents require mutual aid but do not necessitate activation of the affected local government or operational area EOCs because of the incident's limited scope or impact. In such cases, mutual aid coordinators typically handle requests from their normal work location. When EOCs are activated, all activated discipline-specific mutual aid systems should establish coordination and communications with EOCs.

- When an operational area EOC is activated, operational area mutual aid system representatives should be at the operational area EOC to facilitate coordination and information flow. Representatives should include key management personnel from emergency services, law, fire, health, and public works. Any agency in the Operational Area may be requested to send representatives to the Operational Area EOC to assist OES staff in handling mutual aid requests for disciplines or functions that do not have designated mutual aid coordinators.

- When the OES Coastal Region EOC (REOC) is activated, regional mutual aid coordinators should have representatives in the REOC unless it is mutually agreed that effective coordination can be accomplished through telecommunications. State agencies may be requested to send representatives to the REOC to assist OES regional staff in handling mutual aid requests for disciplines or functions that do not have designated mutual aid coordinators.
- When the State Operations Center (SOC) is activated, state agencies with mutual aid coordination responsibilities will be requested to send representatives to the SOC.

Mutual aid systems representatives at an EOC may be located in various functional elements (sections, branches, groups, or units) or serve as an agency representative, depending on how the EOC is organized and the extent to which it is activated.

### **Volunteer and Private Agencies in Mutual Aid**

Volunteer agencies and private agencies may participate in the mutual aid system along with governmental agencies. For example, the disaster medical mutual aid system relies heavily on private sector involvement for medical/health resources. Some volunteer agencies such as the American Red Cross, Salvation Army, 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. Volunteer agencies with extensive involvement in the emergency response should provide representation in the EOC as requested.

Some private agencies have established mutual aid arrangements to assist other private agencies within their functional area. For example, electric and gas utilities have mutual aid agreements within their industry and established procedures for coordinating with governmental EOCs. Mutual aid arrangements may include both governmental and private agencies.

### **Emergency Facilities Used for Mutual Aid**

Incoming mutual aid resources may be received and processed at several types of facilities including marshaling areas, mobilization centers, and incident facilities. Each type of facility is described briefly below.

- ***Mobilization Center:*** Off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release, or reassignment. For major area-wide disasters, mobilization centers may be located in or on the periphery of the disaster area.
- ***Marshaling Area:*** Defined in the Federal Response Plan as an area used to complete the assembly of personnel and other resources prior to their being sent directly to the disaster affected area. Marshaling areas may be established in other states for a catastrophic incident affecting California.
- ***Incident Facilities/Staging Areas:*** Incoming resources may be sent to staging areas, other incident facilities, or directly to an incident, depending on the circumstances. Staging areas are temporary locations at an incident where personnel and equipment are kept while awaiting tactical assignments.

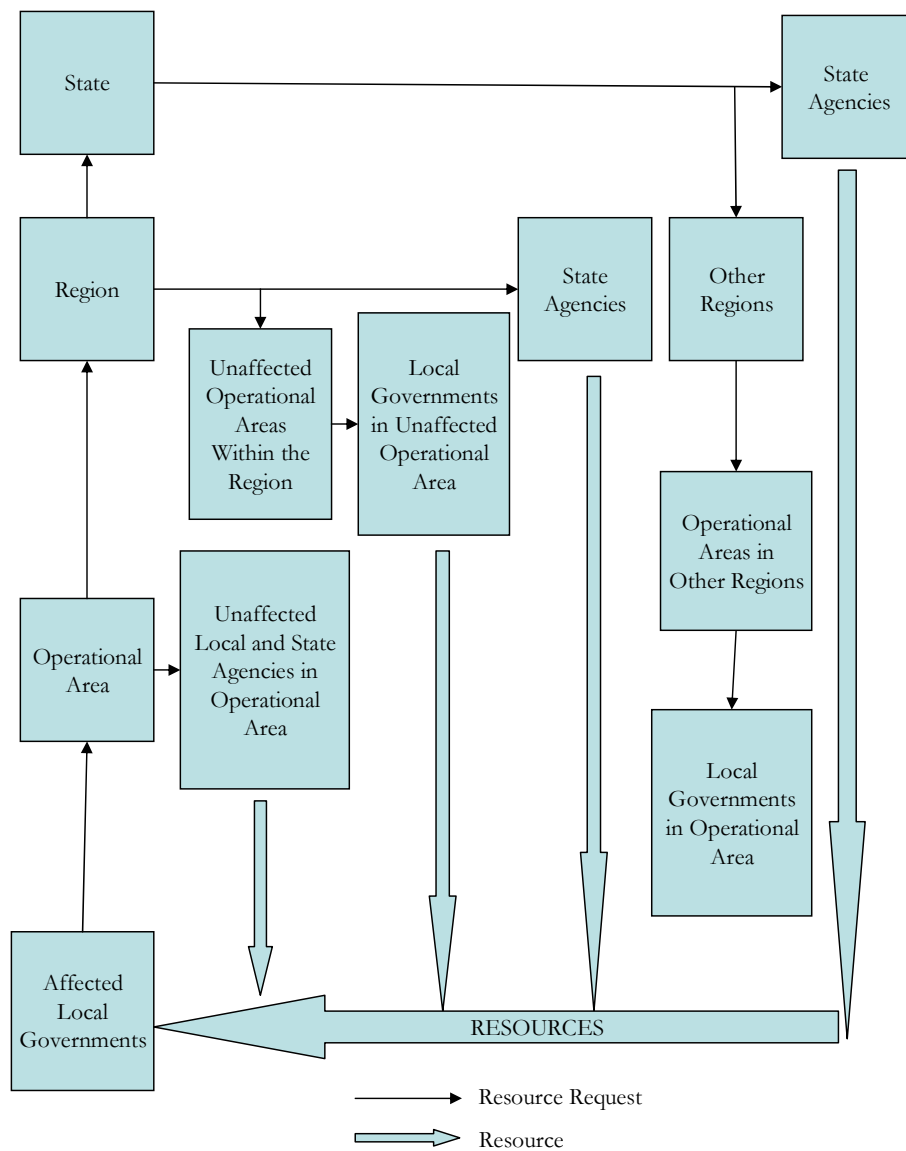
## Mutual Aid Policy

Mutual aid resources will be provided and utilized in accordance with the California Master Mutual Aid Agreement. During a declared emergency, inter-jurisdictional mutual aid will be coordinated at the operational area or mutual aid regional level.

## Flow of Requests and Resources

### MUTUAL AID CONCEPT:

#### Flow of Resource Requests



# OPERATIONS

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## **Organizational Concept**

The principal functional components of Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) will be used to manage and control response activities. During initial response, Santa Cruz County field responders, operating under ICS, will place emphasis on saving lives and property, controlling the situation, and minimizing the environmental impact of the emergency. Santa Cruz County Operational Area agencies, volunteer agencies, and private sector services may be utilized in initial response operations. The disaster/incident may be controlled solely by County Operational Area emergency responders or with assistance from other agencies through the mutual aid system if the resources available at the field response level are not sufficient to mitigate the situation.

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

An EOC is a location from which centralized emergency management can be performed during an emergency incident. This facilitates a coordinated response by the organizations that are assigned emergency management responsibilities.

An EOC provides a central location of authority and information, and allows for face-to-face coordination among personnel who must make emergency decisions. The following functions are performed in the Santa Cruz County Operational Area EOC:

- Managing the strategic coordination of emergency operations;
- Receiving and disseminating warning information;
- Developing emergency policies and procedures specific to the incident;
- Collecting intelligence from, and disseminating information to, the various EOC representatives, and as appropriate to other county, city, special district, state, and federal agencies;
- Preparing intelligence/information summaries, situation reports, operational reports, and other reports as required;
- Preparing, analyzing, and maintaining general and specific maps, information displays, and other data pertinent to management of the emergency;
- Directing, controlling and coordinating the operational and logistical support of resources committed to the emergency;
- Maintaining contact and coordination with supporting DOCs, other local government EOCs, neighboring Operational Areas, and the Coastal Region of State OES; and
- Providing emergency information and instructions to the public, making official releases to the news media and the scheduling of press conferences as necessary.

## **Emergency Levels**

Emergency events will be managed in one of three modes, depending on the magnitude of the emergency.

### **Decentralized Coordination and Direction (Level I)**

This management mode is similar to day-to-day operations and would be used for those emergency situations in which normal management procedures and local resources are adequate. Local public safety and emergency function coordinators provide necessary support, as established by appropriate agreements and ordinances. The Operational Area Emergency Operations Center (EOC) may be activated upon the discretion of the county's Emergency Services Director or upon the request of a local agency which has activated its own EOC. Inter-agency coordination (i.e., fire, medical, law enforcement) is accomplished via pre-established radio and telephone communications systems and procedures at the incident site and at agency dispatch facilities.

### **Centralized Coordination (Level II)**

This mode of operation is used for emergencies that involve several jurisdictions requiring close coordination between local, Operational Area, or state resources. In these situations, the Operational Area EOC would be partially activated on a context specific basis and key management level personnel from the principally involved agencies would be located in the Emergency Operations Center (EOC), to provide jurisdictional or multi-jurisdictional coordination for the emergency. Their activities could include but are not necessarily limited to:

- Establishing an area-wide assessment function;
- Determining resource requirements for the affected area and coordinating resource requests;
- Establishing and coordinating the logistical systems necessary to support multi-incident management;
- Establishing priorities for resource allocation.

Information is provided to the Emergency Operations Center (EOC) by agency dispatch facilities and/or by liaison personnel.

### **Centralized Coordination and Direction (Level III)**

This mode of operation would be utilized in an event impacting all or a major portion of the Operational Area. In this situation, the local Emergency Operations Center (EOC) would be fully activated and all coordination and direction activities would be accomplished from the Emergency Operations Center (EOC).

## **Activation Policy**

The county Operational Area EOC is activated when field response agencies need support. Activation may involve partial or full staffing, depending on the support required. The following list depicts the circumstances when the Operational Area EOC must be activated:

- A state of emergency is proclaimed by the Governor for the county;

- The Operational Area is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements such as fire or law enforcement mutual aid; and
- The Operational Area has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations, which are obtained through existing agreements such as fire or law enforcement mutual aid.

The three circumstances listed above require an automatic activation of the Santa Cruz County EOC (See Appendix C for Operational Area EOC Activation Guide). Other than under these circumstances, the activation of the Santa Cruz County EOC must be authorized. The Santa Cruz County Director of Emergency Services, the Emergency Services Administrator or Deputy EOC Coordinators are authorized to activate the county EOC.

The EOC coordinates activities and augments, but does not replace any county department's emergency operations. It also serves as the communications link between the state's Coastal Region Emergency Operating Center and the emergency operations centers of the Santa Cruz Operational Area member jurisdictions. It provides a single point of contact for information on the emergency situation, as well as resource needs and priorities.

### **Local Emergency Proclamations**

Definition of Local Emergency: "The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant and animal infestation or disease, the Governor's warning of an earthquake or volcanic prediction, or an earthquake...or other conditions, other than conditions resulting from a labor controversy, which are likely to be beyond the control of the services, personnel, equipment, and facilities of that political; subdivision and require the combined forces of other political subdivisions to combat..." *Section 8558 (c), Chapter 7 of Division 1 of Title 2 of the Government Code*

A declaration of local emergency enables the Santa Cruz County to request state assistance under the Natural Disaster Assistance Act (NDAA). To qualify for permanent restoration assistance, the Director of the Governor's Office of Emergency Services must concur with the local emergency declaration. The Governor must proclaim a state of emergency for disaster response and permanent restoration assistance. For matching fund assistance for cost sharing required under federal public assistance programs, the President must declare a major disaster or emergency.

Local emergency proclamations must be issued within 10 days of the occurrence of a disaster if assistance will be requested through the California Disaster Assistance Act (CDAA).

### **Organizational Structure**

Santa Cruz County OES will be responsible for management of the Operational Area EOC. The Santa Cruz County Operational Area EOC Manager will activate the appropriate SEMS function(s) based upon an assessment of the specific issues generated by an emergency incident.

### **EOC Locations and Description**

The County Operational Area EOC is located in the Santa Cruz Consolidated Emergency Communications Center. The EOC is well supplied with a computer network, Internet access, telephones, dedicated fax lines, copy machines, televisions, and all county communications systems. The staffing pattern is SEMS based, and operational periods are determined during the initial stages of an incident. The CAO, Emergency Services Administrator, or specifically designated staff may serve as the EOC Director with additional staffing provided by county department heads (or other designated department personnel) and other supporting agencies, including the California Highway Patrol, CALTrans, PG&E, American Red Cross, and other organizations as needed.

### **Alternate EOC**

Emergency response coordination may be conducted from the EOC or from other locations depending on the situation. The EOC may be partially or fully staffed to meet the demands of the situation.

The Office of Emergency Services is currently developing an inventory of multiple sites that could function as the county's alternate EOC in different incident scenarios. The operational capabilities of the alternate EOC are similar to those of the primary EOC. Direction and control authority will be transferred from the primary EOC to the alternate EOC when deemed necessary.

### **Deactivation/Demobilization**

The County Operational Area EOC is deactivated when resources are declared surplus, and field response agencies no longer need support. Deactivation may involve partial or complete demobilization, depending on the situation. Deactivation of the Operational Area EOC must be authorized. The Santa Cruz County Director of Emergency Services, the Emergency Services Administrator or Deputy EOC Coordinators are authorized to deactivate the Operational Area EOC.

## OPERATIONAL AREA EOC ROLES AND RESPONSIBILITIES

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### EOC Management Section

The management section is responsible for the overall coordination and administration of the EOC operations. Management also includes certain support functions required to support the EOC. The county is the lead agency for the Operational Area and would normally be the lead agency in the event of an incident that required EOC activation. In the event that the county is unable to fulfill that role, other local jurisdictions would be expected to assist in the management section. The EOC management section is responsible for the overall coordination and administration of the incident.

- **Director of Emergency Services:** In the event of a large-scale emergency incident, the County Administrative Officer (CAO) will direct the emergency management organization, serving as the Director of Emergency Services. The Director of Emergency Services is responsible for implementing the emergency operations plan through the efforts of the Santa Cruz County Office of Emergency Services.
- **EOC Coordinator:** The Emergency Services Administrator is the EOC Coordinator. The EOC Coordinator is responsible for coordinating and planning EOC operations; for maintaining liaison with state, federal, private sector and other disaster response agencies and organizations as needed; and for managing mutual aid. In the Emergency Services Administrator's absence, one of the four designated backup staff may serve as Deputy EOC Coordinator.
- **Legal Officer:** The Legal Officer is the County Counsel or his or her designee. The Legal Officer provides advice to the CAO and the EOC Coordinator in all legal matters relating to the emergency.
- **Public Information Officer:** The Public Information Officer (PIO) acts under the direction of the Director of Emergency Services and the EOC Coordinator in coordinating the county's media interactions and dissemination of information to the public. Designated staff of the County's Administrative Office is assigned primary PIO duties.
- **Safety Officer:** Primarily staffed by the County's Safety Officer, the EOC Safety Officer acts as an advisor to the EOC Coordinator. He or she monitors the emergency organization to ensure the safety and security of all personnel involved.
- **Liaison Officer:** The Liaison Officer acts under the direction of the EOC Coordinator and is responsible for coordinating with representatives from cooperating and assisting agencies. This assignment is made by the EOC Coordinator based upon the demands and objectives of the current incident.

## Operations Section

The Operations Section coordinates mutual aid resources. In addition, the Operations Section is responsible for coordinating with incident commanders in the field. The following are typical branches in an Operations Section although other branches can also be activated as dictated by the incident. Typically, the Santa Cruz County Operational Area EOC will not assign a specific Operations Section leader. Rather, the objectives of the Incident Planning process will be used by the EOC Coordinator to determine an Operations lead agency for the next action period.

- **Law:** In consultation with the EOC Coordinator, the Law Branch coordinates all law mutual aid requests and resources. Staffed primarily by the Sheriff/Coroner, the Law Branch also directs the response activities of the Sheriff's Office, reserves, search and rescue, evacuation, and coroner functions.
- **Fire:** In consultation with the EOC Coordinator, this branch coordinates all fire mutual aid requests and resources. Staffed primarily by CDF/County Fire, the Fire Branch directs the response activities of county fire and mutual aid fire resources, coordinates heavy rescue missions with other Operational Section branch leaders.
- **Medical/Health:** This Branch manages all medical mutual aid requests and resources in consultation with the EOC Coordinator. Staffed by the Health Services Agency, the Medical/Health Branch functions as a liaison with medical resources throughout the County. The branch must also manage disaster medical resources, patient distribution, and evacuation; support the provision of hospital care; support out of hospital disaster-designated emergency services; coordinate pre-hospital emergency services; and support temporary field treatment sites. This branch is responsible for ensuring public health, controlling outbreaks of diseases, and maintaining the safe supply of food and water. This branch also coordinates the mental health dimensions of crisis and public panic.
- **Public Works:** In consultation with the EOC Coordinator, this branch will coordinate Public Works mutual aid requests and resources. Staffed by the Department of Public Works, the Public Works Branch coordinates repair of damage to public infrastructure (e.g., sanitation, roadways, and drainage) along with estimates of associated costs. Public Works will also assist other units with traffic control, materials supply, and heavy equipment as needed.
- **Human Services:** In consultation with the EOC Coordinator, this branch will coordinate care and shelter mutual aid requests and resources. Staffed by the Human Resources Agency, this branch coordinates the mobilization, supply, operation, and demobilization of care and shelter sites and coordinates registration and utilization of volunteer resources throughout the county. This involves close cooperation with other emergency organizations such as the American Red Cross, Salvation Army, and a variety of community-based human care organizations as well as state and federal agencies involved in disaster assistance.

## **Planning Section**

The Planning Section is under the direction of the Emergency Services Administrator or his or her designee. The duties and responsibilities of the Planning Section are gathering, condensing, and analyzing all information regarding the incident. The section is responsible for gathering damage assessment estimates, completing Initial Damage Estimates utilizing the RIMS reporting system, providing situation reports, conducting planning meetings, documenting EOC activities, and assisting in preparation of the EOC Incident Action Plan.

### ***RIMS***

California's Response Information Management System (RIMS) is an internet-based system used to coordinate and manage the state's response to disasters and emergencies. This system increases the level of service and efficiency by improving the ability to respond, manage, and coordinate the incident, and improves the ability to respond to major disasters by communicating directly with the state's Office of Emergency Services Coastal Region.

### ***Incident Action Plan***

The Incident Action Plan is developed around a specific operational period, and states the objectives to be achieved and describes the strategy, tactics, resources, and support required to achieve the objectives within the time frame of the incident. The Incident Action Plan is used to pass critical information to field command centers and the Regional Emergency Operations Center.

The following units are typically established in the Planning Section as necessary:

- ***Situation Analysis Unit:*** Initially staffed by the Office of Emergency Services, this unit's primary role is to collect, condense, and analyze all information about the incident. Situation Analysis is also responsible for maintaining the Master Incident Record and map data.
- ***Damage Assessment Unit:*** Staffed by the Assessor's Office and the Planning Department, the Damage Assessment Unit collects data on damage to public and private property, casualties, loss of infrastructure, and related information. Staff in the unit prepares periodic damage reports for the EOC management staff and for the Coastal Region of OES through the RIMS reporting system.
- ***Documentation Unit:*** Staffed by the Auditor/Controller and General Services Department, the Documentation Unit maintains and files all EOC action reports and maintains a history of the emergency response to provide complete documentation for the purpose of recovery of funds.
- ***Technical Unit:*** Staffed by various departments, the Technical Unit provides expert information and analysis in areas such as Geographic Information System products, analysis, and liaison; stream levels and flood forecasting; hazardous materials; and geologic analysis.

- ***Recovery Planning Unit:*** Staffed by various departments and initially lead by the Office of Emergency Services, the Recovery Planning Unit would be activated and charged with developing initial recommendations for mid- to long-term reconstruction and recovery plans when the emergency incident has caused significant widespread damage to infrastructure, public, and private property.

### **Logistics Section**

The purpose of the logistics function is to plan, direct, and provide logistical support to the emergency response and recovery operations. The Logistics Section is staffed by the General Services Department and provides for all EOC support needs. The section orders all resources, provides communications, facilities, transportation, supplies, equipment, fuel, food, and makes arrangement for support of mutual aid resources as necessary. Commonly used logistics units which may be activated as needed:

- Communications
- Computer/Network Technical Support
- Food
- Supply
- Facilities
- Ground Support
- Transportation
- Site Security

### **Finance Section**

The Finance Section is staffed by the Auditor/Controllers Office and provides for the tracking of time worked by all emergency personnel involved in the incident, provides cost analyses and projections, and establishes cost accounting systems to monitor and provide documentation of county expenses.

The Office of Emergency Services provides follow up support to the finance section on monitoring long term recovery.

# CONTINUITY OF GOVERNMENT

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## **Continuity of Government**

A major disaster could result in the incapacitation or death of key government officials, the partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operation of government.

Governments at all levels are responsible for providing continuity of effective leadership and authority, as well as the direction of emergency response and recovery functions. The California Government Code and the Constitution of California provide the authority for state and local government to reconstitute itself in the event incumbents are unable to serve pursuant to Government Code, Title 2, Article 15, commencing with section 8635.F

## **Responsibilities**

Government at all levels is responsible for providing continuous, effective leadership and authority under all aspects of emergency management. Under California's concept of mutual aid, local officials remain in control of their jurisdiction's emergency operations while others may provide additional resources upon request. A key aspect of this control is the ability to communicate official requests, situation reports, and emergency information throughout any disaster a community might face.

## **Preservation of Local Government**

Article 15 of the California Emergency Services Act (Chapter 7 of Division 1 or Title 2 of the Government Code) provides the authority, as well as the procedures to be employed to ensure continued functioning of political subdivisions within the State of California. Article 15 provides for the succession of officers who head departments responsible for maintaining law and order, or in furnishing public services related to health and safety.

## **Preservation of Vital Records**

Each agency within the county Operational Area should adhere to its own retention of records policy and identify, maintain, and protect its own essential records. Vital records 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 and land and tax records.
- Conduct emergency response and recovery operations. Records of this type include utility system maps, locations of emergency supplies and equipment, emergency management plans, personnel rosters, computer records, etc.
- Re-establish normal governmental functions and protect the rights, decisions, and interests of government; decisions, findings, ordinances, and other regulations; legal records; official proceedings; and financial records would be examples.

## SANTA CRUZ COUNTY

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Santa Cruz County is located on the central coast of California in the southern portion of the Governor's Office of Emergency Services' Coastal Region. It extends from the Pacific Ocean on the west, to the crest of the Santa Cruz Mountains on the east, the Pajaro River to the south and to the San Mateo County line in the north. It is adjacent to Santa Clara, San Mateo, San Benito, and Monterey Counties. Santa Cruz County covers an area of 441 square miles and has a population of approximately 250,633 inhabitants according to U.S. Census Bureau 2004 data. . The main population centers are along the coast from the city of Santa Cruz eastward to Aptos and Rio del Mar, and the city of Watsonville near the Monterey County border. About 65% of county residents are white non-Hispanics, and over 25% are Hispanics; other minority populations are small. Hispanic populations are very heavily concentrated in the city of Watsonville, and secondarily in the rest of the South County and in the Santa Cruz area. Those areas are also the areas with the highest proportions of residents who report that they do not speak English well, and in general they are also the areas with lowest median income. The county's population includes slightly lower than statewide percentages of elderly residents and, especially, children. Residents who report disabilities tend to live in the population centers, especially in the Watsonville area. Agriculture, tourism, education, technology, manufacturing, and service sectors are the major local industries.

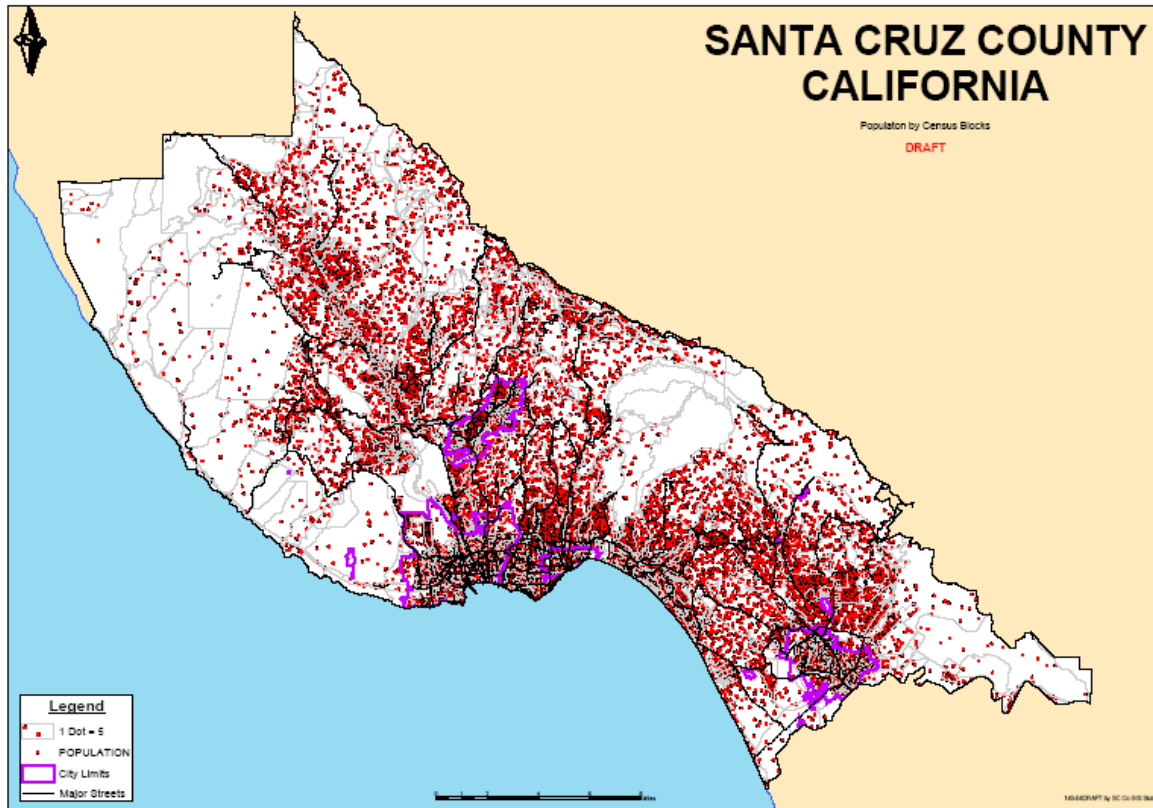
There are two major highways that run through the county; State Highway 1, which runs north/south along the coastline and State Highway 17, which runs northeast through the Santa Cruz Mountains to the Santa Clara Valley. There are several secondary highways: State Highway 9 connects Santa Cruz and the San Lorenzo Valley to Los Gatos and Saratoga in Santa Clara County; State Highway 152 connects the communities of the Pajaro Valley to the City of Gilroy in South Santa Clara County; and State Highway 129 connects the communities of the Pajaro Valley to San Benito County.

The county's single rail line originates in Monterey County and roughly follows the coastline and terminates at the Lone Star Cement plant in the community of Davenport. This line is owned by Union Pacific Railroad and is utilized on a limited basis to carry lumber, coal, iron oxide, and gypsum inbound and cement outbound.

The Watsonville Municipal Airport serves the general aviation community and supports limited freight operations. It provides the only fixed runway facility in the county capable of handling large aircraft and is an essential facility in disaster response.

The county's entire seaward boundary is included in the Monterey Bay National Marine Sanctuary. The sanctuary enjoys special protections to preserve the unique marine environment and species of the bay.

Santa Cruz County, with its varying topography, mix of urban and rural areas, and a mix of permanent, student, and recreational population is subject to a wide variety of impacts from various hazards and threats. There are three broad categories of hazards, which include natural, technological, and domestic security threats:



## Natural Hazards

- Earthquakes
- Landslides
- Floods
- Wildfires
- Extreme weather/storm
- Tsunami
- Infectious Disease

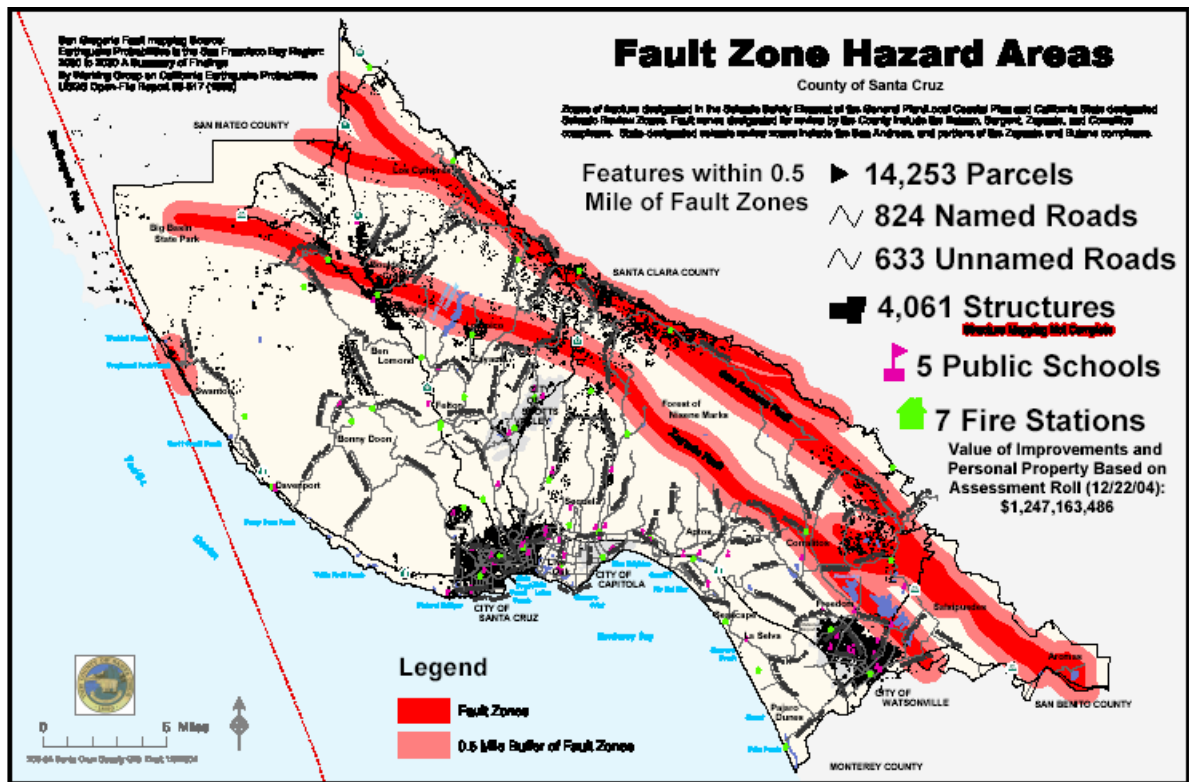
### *Earthquake*

Several active and potentially active earthquake faults are located within Santa Cruz County including the San Andreas, San Gregorio, Corralitos, and Zayante Faults as well as numerous fault complexes and branches of these major faults.

Even a moderate earthquake occurring in or near the areas mentioned above could result in deaths, casualties, property, and environmental damage, as well as disruption of normal economic, government, and community services and activities. The effects could be aggravated by collateral events such as fires, flooding, hazardous material spills, utility disruptions, landslides, and infrastructure collapse.

After any significant earthquake, there may be short and long-term economic impacts to both the public and private sectors. Individuals could lose wages due to the inability of businesses to function because of damaged goods or facilities. Historically, many small businesses fail after a major earthquake due to direct loss of income and inability to remain financially viable after the recovery period. Governments as well suffer loss of tax revenues to support essential services as property values are reduced and sales and other related taxes may take years to recover to their pre-disaster levels.

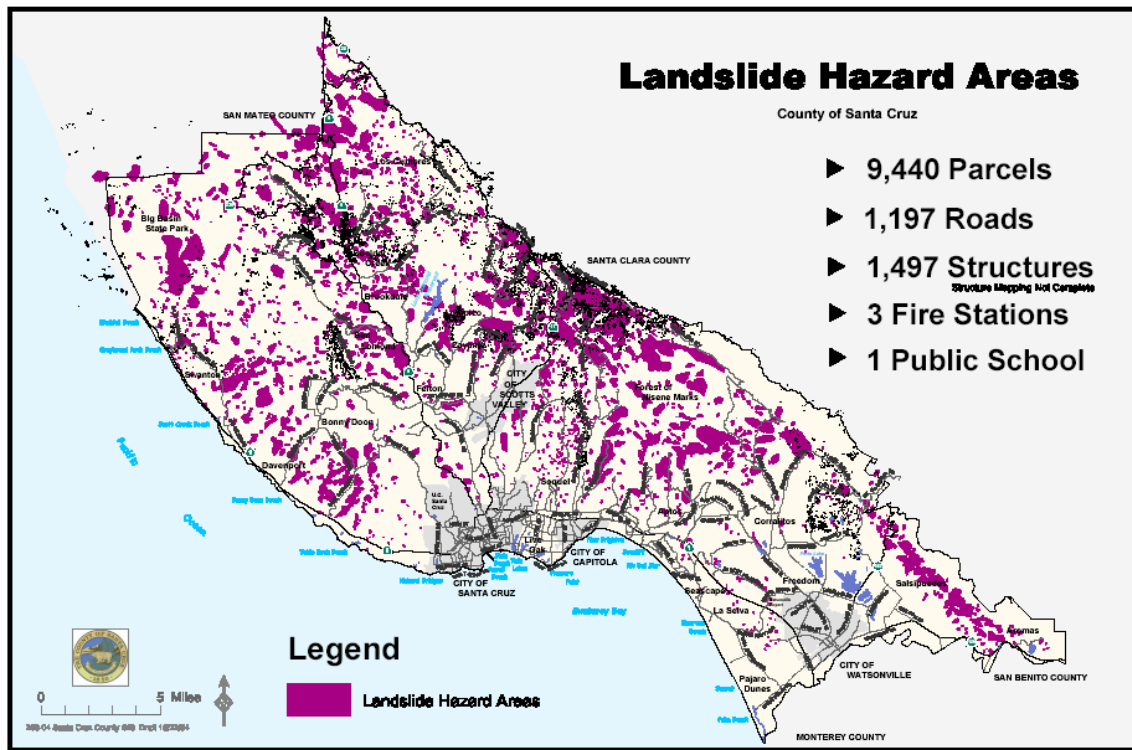
Under severe ground acceleration (ground shaking) and liquefaction, Geographic Information System (GIS) analysis reveals that in Santa Cruz County 14,253 developed parcels, 4,061 structures, 1,457 county roads, and a number of essential facilities, including 7 fire stations and 5 public schools, lie within 1/2 mile of a fault zone and could suffer major damage.





## Landslide

In a strong earthquake, it is extremely likely that landslides will occur simultaneously, depending on ground conditions, or even years later when slide planes reactivated by the earthquake are set in motion by apparently unrelated events such as heavy rains. Santa Cruz County is extremely susceptible to landslides due to the topography and geological soil characteristics. Based on GIS survey analysis, 9,440 developed parcels, 2,694 roads, 1 public school, and 3 fire stations all are within or intersected by landslide-prone areas.



## ***Flood***

Santa Cruz County's geography focuses rainfall into four primary watershed basins: the San Lorenzo River; Soquel Creek; Aptos Creek; and Corralitos/Salsipuedes Creeks. While the Corralitos/Salsipuedes watershed feeds into the Pajaro River and can be a crucial element in exposure to flooding of the Pajaro in the Watsonville area, the Pajaro's drainage is predominantly from Southern Santa Clara, San Benito, and Monterey Counties.

Geographically, the San Lorenzo, Soquel, Aptos, and Corralitos/Salsipuedes drainages are relatively short and steep compared to the Pajaro river drainage system, and have significantly shorter flow periods and therefore, shorter warning times for peak flow incidents.

Under a widespread heavy rain scenario (accumulation of .30 inches of rain per hour or more), severe flooding is likely on low-lying areas within the basin. Based on the 100 year flood plain (FEMA Zone A), 12,070 developed parcels, 3,345 structures, 808 roads, 7 fire stations, and 3 public schools are located within or intersected by the 100 year flood plain.





### ***Extreme Weather***

Because of its direct westerly exposure to weather systems coming from the Pacific Ocean and its geography, which promotes intense precipitation from storm systems, Santa Cruz County is susceptible to damage from extreme weather/storm conditions. Most commonly, extreme weather in Santa Cruz County involves heavy rain and high winds. Hazards presented by these conditions include: structural damage and damage to utility and transportation infrastructure from flooding, landslide/mudslide/debris flow, high erosion, and, quite often, toppling trees.

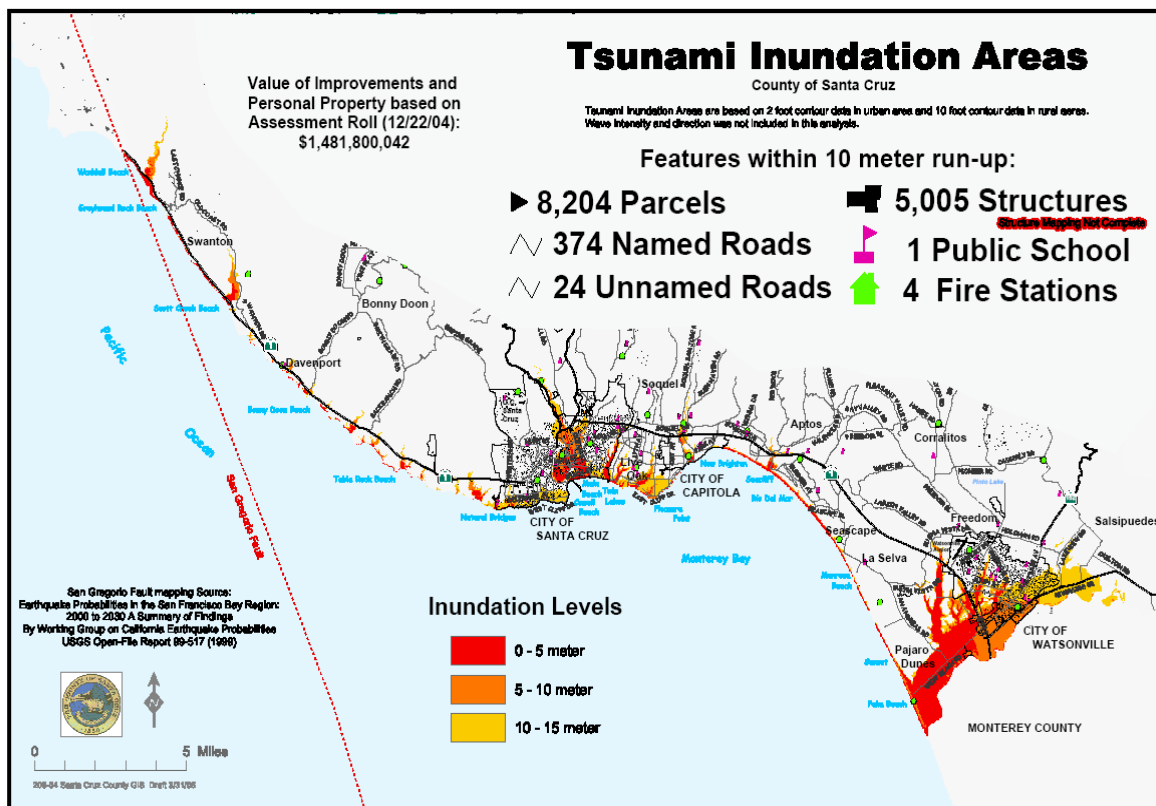
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## Tsunami

The San Gregorio fault is a northwest-southeast trending fault, which begins just offshore in Monterey Bay roughly paralleling the coastline for approximately 100 miles in a northerly direction. Although relatively little studied until recently, the fault is thought to have been the source of several significant earthquakes in historical times. The Cities of Santa Cruz, Capitola, and Watsonville as well as the residential communities along the coastline would be significantly impacted from a tsunami created by an earthquake on this fault.

A tsunami generated by a Richter magnitude 6.8+ earthquake on the San Gregorio fault could arrive just minutes after the initial shock. The lack of warning time from such a nearby event will result in higher casualties than if it were a distant tsunami where the Tsunami Warning System for the Pacific Ocean could warn threatened coastal areas in time for evacuation.

The county is actively participating with a variety of local, state, and national organizations in developing a tsunami threat assessment analysis along with maps of coastal inundation zones. When the work is complete, the resulting Tsunami Plan will be included by reference as a part of this plan.



### ***Infectious Disease***

With its tourism industry, migrant labor force and university campus, thousands of individuals enter Santa Cruz County every day, bringing with them the threat of the introduction of an infectious disease agent. Known disease threats such as influenza, or newly emerging infectious diseases could spark an epidemic. The threat of bioterrorism, i.e. an intentional release of a highly lethal biological agent, also exists.

It is impossible to determine when, what and how large an outbreak of a novel infectious agent will be. However, the Centers for Disease Control and Prevention estimate that 35% of the population (91,000 people in Santa Cruz County) would become ill during an outbreak of a novel influenza virus with hundreds to thousands of deaths. With thousands ill simultaneously, it can be assumed that all sectors of social and commercial activity will be severely impacted.

The Public Health Preparedness Plan, an annex to this plan, addresses the public health response to a catastrophic outbreak. This encompasses epidemiological response, provision of preventive treatment and logistical considerations for medical materials.

### **Technological Hazards**

- Hazardous materials release
- Transportation accidents
- Dam failure

### ***Hazardous Materials***

Hazardous materials are formulated, used, and transported throughout Santa Cruz County. Commercial, agricultural, and industrial use of hazardous materials provides an opportunity for accidental release. Because the local economy depends largely on the agricultural industry, the threat level and the possibility of a hazardous materials release cannot be ignored. There are a number of local industrial and manufacturing firms that produce fertilizers, pesticides, and other chemical agents. These products are also locally stored and transported to other parts of the region on local roadways, thus presenting a threat to public health, safety, and the environment.

The Hazardous Materials Area Plan, which addresses this issue, is, by reference, included as part of this plan.

### ***Transportation Accidents***

There are two major highways that run through the county—State Highway 1 and State Highway 17. There are also other secondary yet heavy-traffic routes such as State Highways 9, 129, and 152. Statistically all of these routes combined account for 54% of the total highway accidents in the county. Should a major transportation incident occur, which could impact the county, it will most probably be along these transportation corridors.

### ***Dam Failure***

The five dams in or affecting Santa Cruz County are Sempervirens Dam, located on Sempervirens Creek, a tributary of East Wadell Creek in Big Basin State Park; Newell Creek Dam, located on Newell Creek, a tributary of the San Lorenzo River; Hernandez Dam, located on the San Benito River, sixty-five miles south of Hollister; and the Anderson and San Justo Dams that both feeds into the Pajaro River.

A dam failure may cause loss of life, damage to property, displacement of people residing in the inundation path, as well as other threats. Damage to utilities in the inundation areas could also impact support systems in communities outside the immediate hazard area. A catastrophic dam failure, depending on the size of the dam and affected population downstream, could exceed the response capability of local governments.

Responsible agencies provide Santa Cruz County Office of Emergency Services with Dam Safety plans as required by the Federal Energy Regulatory Commission, in accordance with the provisions from Section 12.22 (a) (1) of the Commission's regulations. County OES will update this plan and operational procedures as necessary to reflect these plan updates.

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## **Domestic Security Threats**

- Civil Unrest
- Terrorism

### ***Civil Unrest***

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

### ***Terrorism***

Although most terrorist activities are bombing attacks, preparedness activities include response to a chemical, nuclear, radiological, biological, or agro-terrorism threat. The effects of terrorist activities can vary significantly, depending on the type, severity, scope, and duration of the activity. Terrorist activities may result in disruption of utility services, property damage, injuries, and the loss of lives.

To date, terrorism has been targeted primarily against United States interests abroad. However, the September 11, 2001 attacks, anthrax mailings, and the Oklahoma City bombing are reminders that terrorist attacks may occur anywhere in the United States. Although no confirmed terrorist attacks have occurred in Santa Cruz County, the threat remains valid. The County Office of Emergency Services is actively working with surrounding county, state, and federal authorities in a reanalysis of terrorism response plans given recent events. The revised Terrorism Plan is included as an Annex to this plan.

## **Public Awareness and Education**

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and knowledge of what individuals and groups should do to increase their chances of survival and recovery. Public awareness and education prior to an emergency or disaster will directly affect Santa Cruz County's emergency operations and recovery efforts.

Santa Cruz County's Office of Emergency Services (OES) will make emergency preparedness information from local, state, and federal sources available to the citizens of Santa Cruz County. Furthermore, the Office of Emergency Services (OES) will provide special emphasis on specific hazards on specified months throughout the calendar year, aiding in the disaster preparation and education of the communities within the Santa Cruz Operational Area.

## GLOSSARY OF TERMS

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### A

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

After Action Report: A report covering response actions, application of SEMS modifications to plans, procedures, training needs, and recovery activities.

Automatic Aid: The initial dispatch of resources to an emergency incident based on the closest resources, regardless of political jurisdiction or boundaries. Typically, the initial response is handled by the jurisdictional agency with assistance provided by agreement.

### B

Base: The location at an incident at which primary logistics functions for an incident are coordinated and administered. There is only one base per incident. The Incident Command Post may be collocated with the base.

Branch: The organizational level at the SEMS Field Level having functional or geographic responsibility for major part of incident operations. The branch level is organizationally between section and division/group in SEMS.

Branch Director: The SEMS and ICS title for individuals responsible for supervision of a Branch.

### C

Command Staff: The Command Staff at the SEMS Field level consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed.

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

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

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

## D

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

Demobilization Unit: Functional unit within the Logistics Section responsible for assuring orderly, safe, and efficient demobilization of incident or EOC assigned resources.

Department Operations Center (DOC): A facility used by a distinct discipline, such as flood operations, fire, medical, or hazardous material to coordinate incident operations; or a specific agency, such as the Department of Public Works, Planning or Health Services Agency, to manage the department's incident responsibilities. A DOC should be organized along the lines of the county EOC, using SEMS principles.

Deputy Incident Commander (Section Chief or Branch Director): A fully qualified individual who, in the absence of a superior, could be delegated the authority to manage a functional operation or perform a specific task. In most cases, a deputy will act as relief for a superior and therefore must be fully qualified in the position.

Disaster: A calamitous emergency event bringing great damage, loss, or destruction.

## E

Emergency: A condition of peril to the safety of persons and property caused by such conditions as earthquake, fire, flood, hazardous material incident, storm, epidemic, riot, tsunami, or landslide which requires response by emergency personnel beyond the scope of normal activities.

Emergency Services Coordinator: The individual within the jurisdiction that is delegated the day-to-day responsibility for the development and maintenance of all emergency management coordination efforts. In Santa Cruz County, this is the Emergency Services Coordinator.

Emergency Services Director: The individual within each political subdivision that has overall responsibility for jurisdiction emergency management. In Santa Cruz County, this is the County Administrative Officer.

Emergency Operations Center (EOC): A location from which centralized emergency management can be coordinated. Agencies, jurisdictions, regions, or states form EOC's to coordinate response and support during emergencies.

Emergency Response Agency: Any organization responding to an emergency or providing mutual aid support to such an organization, whether in the field, at the scene of an incident, or to an operations center.

## F

Facilities Unit: Functional unit within the Support Branch of the Logistics Section under SEMS that coordinates the acquisition of fixed facilities for the incident. The facilities may include feeding areas, sleeping areas, sanitary facilities, and temporary office space or warehouse facilities for example.

Finance/Administration Section: One of the five primary functions found at all SEMS levels; it is responsible for all costs and financial considerations.

Function: In ICS, function refers to the five major activities in the ICS, i/e., Command, Operations, Planning, Logistics, and Finance/Administration. The same five functions are also found at all SEMS EOC levels. At the EOC, the term "Management" replaces "Command".

## G

General Staff: The group of management personnel reporting to the Incident Commander or EOC Director. They may each have a deputy, as needed. The General Staff consists of the chiefs of each of the four SEMS Sections: Operations, Planning, Logistics and Finance/Administration.

## H

## I

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

Incident Action Plan: The plan developed at the field or EOC level which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period.

Incident Commander (IC): The individual responsible for the command of all functions responding to an incident at the field response level.

Incident Command Post (ICP): The location at which the primary command functions are executed. The ICP may be a stand-alone site or may be collocated with the incident base or other incident facilities.

Incident Command System (ICS): The nationally predominant, standardized on-scene emergency management concept specifically designed to allow its users to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

## **I**

Incident Objectives: Statement of guidance and direction necessary for the selection of appropriate strategy and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable while remaining flexible enough to allow for unforeseeable changes in events and to allow for alternative strategies and tactics.

Information Officer: A member of the Command Staff responsible for interfacing with the public and media or with other agencies requiring information directly from the incident. There is only one Information Officer per incident. The Information Officer may have assistants. In the EOC, the information function is a branch reporting directly to the EOC Coordinator.

Initial Action: The actions taken by resources first to arrive at an incident.

Initial Response: Resources initially committed to an incident.

## **J**

Joint Information Center: A facility established to coordinate all incident-related public information activities. It is a central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

Joint Operations Center: A facility established to coordinate the management and direction of multiple onsite activities, coordination/establishment of requirements/priorities, and coordination of the overall response.

Jurisdiction: The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political or geographic (e.g. special district, city, county, state or federal boundaries), or functional (e.g. Sheriff's department, Health Services Agency, Environmental Health, Assessor).

Jurisdictional Agency: The agency having jurisdiction and responsibility for a specific geographical area or mandated function (e.g. the Sheriff's Office acting as the Area Law Coordinator).

## **L**

Liaison Officer: In the EOC, the Liaison Officer acts under the direction of the EOC Coordinator and is responsible for coordinating with representatives from cooperating and assisting agencies.

Life-Safety: Refers to the joint consideration of both the life and physical safety of individuals.

Local Government: 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.

## L

Logistics Section: One of the five primary functions found at all SEMS levels. The Section is responsible for providing facilities, services, and materials for the incident or at an EOC.

## M

Master Mutual Aid Agreement: An agreement entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and other public agencies in the State of California to assist each other by providing resources during an emergency. Mutual aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other to prevent and combat any type of disaster or emergency. The County of Santa Cruz signed the Master Mutual Aid Agreement in 1958.

Marshaling Area: An area used for the completed mobilization and assembly of personnel and resources prior to their being sent directly to the disaster affected area.

Mobilization: An off-incident location at which emergency service personnel and equipment are temporarily located pending assignment to incidents, release, or reassignment.

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

Mutual Aid Coordinator: An individual at local government, operational area, region, or state level that is responsible to coordinate the process of requesting obtaining, processing and using mutual aid resources.

Mutual Aid Region: A mutual aid region is a subdivision of state OES established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more operational areas.

## O

Operational Area: An intermediate level of the state emergency organization, consisting of a county and all the political subdivisions within the county area.

Operational Period: The period of time scheduled for execution of a given set of actions as specified in the Incident or EOC Action Plan. Operational Periods can be of various lengths depending on the practical considerations of completing the targeted actions, although usually not longer than 24 hours.

Operations Section: One of the five primary functions found at all SEMS levels. The section is responsible for all tactical operations at the incident, or at an EOC for the coordination of operational activities. The Operations Section in the EOC will likely contain branches or units as necessary because of span of control considerations.

## **P**

**Planning Meeting:** A meeting held as needed throughout the duration of an incident to select specific strategies and tactics for incident control operations and to serve and support planning. In larger incidents, the planning meeting is a major element in the development of the Incident Action Plan. Planning meetings are an essential activity at all SEMS EOC levels.

**Planning Section (also referred to as Planning/Intelligence):** One of the five primary functions found at all SEMS levels. Responsible for the collection, evaluation, and dissemination of information related to the incident and for the preparation and documentation of Incident or EOC Action Plans. The section also maintains information on the current and forecasted situation. In the county EOC, the section will include Situation Analysis, Damage Assessment, Documentation, and Technical Support units.

**Public Information Officer:** The individual at the field or EOC level that has been delegated the authority to prepare public information releases and to interact with the media.

## **R**

**Regional Emergency Operations Center (REOC):** Facilities found at State OES Administrative Regions. REOCS are used to coordinate information and resources among operational areas and between the operational areas and the state level. The REOC covering Santa Cruz County is located in Oakland.

**Resources:** Personnel and equipment available, or potentially available, for assignment to incidents or to EOCs. Resources are described by kind and type, and may be used in tactical support or supervisory capacities at the incident or in EOCs.

## **S**

**Safety Officer:** A member of the Management Staff at an incident or within an EOC responsible for monitoring and assessing safety hazards or unsafe situations, and for developing measures for ensuring personnel safety.

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

**Situation Analysis Unit:** Functional unit within the Planning Section responsible for collection, organization, synthesis, and analysis of incident information, and for continued analysis of the overall incident situation as it develops.

**Special District:** A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate, or maintain a project (as defined in the California Code of Regulations) for purposes of natural disaster assistance. This may include a joint powers authority established under section 6500 et seq. of the Code.

## S

Standardized Emergency Management System (SEMS): A system required by the California Government Code for managing response to multi-agency and multi-jurisdictional emergencies in California. SEMS consists of five organizational levels that are activated as necessary: Field Response, Local Government, Operational Area, Regional, and State.

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

## T

Technical Specialists: Personnel with special skills that can be used anywhere within the SEMS organization (e.g. GIS Analysts in the Planning Section in an EOC or Flood Analysts in the Operations Section).

## U

## V

## W

## X

## Y

## Z

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## Attachment A: Memorandum of Understanding

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## Attachment B: Master Mutual Aid Agreement

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CALIFORNIA  
DISASTER AND CIVIL DEFENSE  
MASTER MUTUAL AID AGREEMENT

This agreement made and entered into by and between the STATE OF CALIFORNIA, its various departments and agencies, and the various political subdivisions, municipal corporations, and other public agencies of the State of California;

WITNESSETH:

WHEREAS, it is necessary that all of the resources and facilities of the State, its various departments and agencies, and all its political subdivisions, municipal corporations, and other public agencies be made available to prevent and combat the effect of disasters which may result from such calamities as flood, fire, earthquake, pestilence, war, sabotage, and riot; and

WHEREAS, it is desirable that each of the parties hereto should voluntarily aid and assist each other in the event that a disaster should occur, by the interchange of services and facilities, including, but not limited to, fire, police, medical and health, communication, and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction which would arise in the event of a disaster; and

WHEREAS, it is necessary and desirable that a cooperative agreement be executed for the interchange of such mutual aid on a local, countywide, regional, statewide, and interstate basis;

NOW, THEREFORE, IT IS HEREBY AGREED by and between each and all of the parties hereto as follows:

1. Each party shall develop a plan providing for the effective mobilization of all its resources and facilities, both public and private, to cope with any type of disaster.
2. Each party agrees to furnish resources and facilities and to render services to each and every other party to this agreement to prevent and combat any type of disaster in accordance with duly adopted mutual aid operational plans, whether heretofore or hereafter adopted, detailing the method and manner by which such resources, facilities, and services are to be made available and furnished, which operational plans may include provisions for training and testing to make such mutual aid effective; provided, however, that no party shall be required to deplete unreasonably its own resources, facilities, and services in furnishing such mutual aid.
3. It is expressly understood that this agreement and the operational plans adopted pursuant thereto shall not supplant existing agreements between some of the parties hereto providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis, but that the mutual aid extended under this agreement and the operational plans adopted pursuant thereto, shall be without reimbursement unless otherwise expressly provided for by the parties to this agreement or as provided in Sections 1541, 1586, and 1587, Military and Veterans Code; and that such mutual aid is intended to be available in the event of a disaster of such magnitude that it is, or is likely to be, beyond the control of a single party and requires the combined forces of several or all of the parties to this agreement to combat.

4. It is expressly understood that the mutual aid extended under this agreement and the operational plans adopted pursuant thereto shall be available and furnished in all cases of local peril or emergency and in all cases in which a STATE OF EXTREME EMERGENCY has been proclaimed.
5. It is expressly understood that any mutual aid extended under this agreement and the operational plans adopted pursuant thereto, is furnished in accordance with the "California Disaster Act" and other applicable provisions of law, and except as otherwise provided by law that: "The responsible local official in whose jurisdiction an incident requiring mutual aid has occurred shall remain in charge at such incident including the direction of such personnel and equipment provided him through the operation of such mutual aid plans." (Section 1564, Military and Veterans Code.)
6. It is expressly understood that when and as the State of California enters into mutual aid agreements with other states and the Federal Government, the parties to this agreement shall abide by such mutual aid agreements in accordance with the law.
7. Upon approval or execution of this agreement by the parties hereto all mutual aid operational plans heretofore approved by the State Disaster Council, or its predecessors, and in effect as to some of the parties hereto, shall remain in full force and effect as to them until the same may be amended, revised, or modified. Additional mutual aid operational plans and amendments, revisions, or modifications of existing or hereafter adopted mutual aid operational plans, shall be adopted as follows:
  - a. Countywide and local mutual aid operational plans shall be developed by the parties thereto and are operative as between the parties thereto in accordance with the provisions of such operational plans. Such operational plans shall be submitted to the State Disaster Council for approval. The State Disaster Council shall notify each party to such operational plans of its approval, and shall also send copies of such operational plans to other parties to this agreement who did not participate in such operational plans and who are in the same area and affected by such operational plans. Such operational plans shall be operative as to such other parties 20 days after receipt thereof unless within that time the party by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, declines to participate in the particular operational plan.
  - b. Statewide and regional mutual aid operational plans shall be approved by the State Disaster Council and copies thereof shall forthwith be sent to each and every party affected by such operational plans. Such operational plans shall be operative as to the parties affected thereby 20 days after receipt thereof unless within that time the party by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, declines to participate in the particular operational plan.
  - c. The declination of one or more of the parties to participate in a particular operational plan or any amendment, revision or modification thereof, shall not affect the operation of this agreement and the other operational plans adopted pursuant thereto.

- d. Any party may at any time by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, decline to participate in any particular operational plan, which declination shall become effective 20 days after filing with the State Disaster Council.
  - e. The State Disaster Council shall send copies of all operational plans to those state departments and agencies designated by the Governor. The Governor may, upon behalf of any department or agency, give notice that such department or agency declines to participate in a particular operational plan.
  - f. The State Disaster Council, in sending copies of operational plans and other notices and information to the parties to this agreement, shall send copies to the Governor and any department or agency head designated by him; the chairman of the board of supervisors, the clerk of the board of supervisors, the County Disaster Council, and any other officer designated by a county; the mayor, the clerk of the city council, the City Disaster Council, and any other officer designated by a city; the executive head, the clerk of the governing body, or other officer of other political subdivisions and public agencies as designated by such parties.
8. This agreement shall become effective as to each party when approved or executed by the party, and shall remain operative and effective as between each and every party that has heretofore or hereafter approved or executed this agreement, until participation in this agreement is terminated by the party. The termination by one or more of the parties of its participation in this agreement shall not affect the operation of this agreement as between the other parties thereto. Upon approval or execution of this agreement the State Disaster Council shall send copies of all approved and existing mutual aid operational plans affecting such party which shall become operative as to such party 20 days after receipt thereof unless within that time the party by resolution or notice given to the State Disaster Council, in the same manner as notice of termination of participation in this agreement, declines to participate in any particular operational plan. The State Disaster Council shall keep every party currently advised of who the other parties to this agreement are and whether any of them has declined to participate in any particular operational plan.
9. Approval or execution of this agreement shall be as follows:
- a. The Governor shall execute a copy of this agreement on behalf of the State of California and the various departments and agencies thereof. Upon execution by the Governor a signed copy shall forthwith be filed with the State Disaster Council.
  - b. Counties, cities, and other political subdivisions and public agencies having a legislative or governing body shall by resolution approve and agree to abide by this agreement, which may be designated as "CALIFORNIA DISASTER AND CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT." Upon adoption of such a resolution, a certified copy thereof shall forthwith be filed with the State Disaster Council.

- c. The executive head of those political subdivisions and public agencies having no legislative or governing body shall execute a copy of this agreement and forthwith file a signed copy with the State Disaster Council.

10. Termination of participation in this agreement may be effected by any party as follows:

- a. The Governor on behalf of the State and its various departments and agencies, and the executive head of those political subdivisions and public agencies having no legislative or governing body, shall file a written notice of termination of participation in this agreement with the State Disaster Council and this agreement is terminated as to such party 20 days after the filing of such notice.
- b. Counties, cities, and other political subdivisions and public agencies having a legislative or governing body shall by resolution give notice of termination of participation in this agreement and file a certified copy of such resolution with the State Disaster Council, and this agreement is terminated as to such party 20 days after the filing of such resolution.

IN WITNESS WHEREOF this agreement has been executed and approved and is effective and operative as to each of the parties as herein provided.

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Signed by: EARL WARREN

GOVERNOR

On behalf of the State of California and all its  
Departments and Agencies

ATTEST:

November 15, 1950 Signed by: FRANK M. JORDAN  
SECRETARY OF STATE

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Note:

There are references in the foregoing agreement to the California Disaster Act, State Disaster Council, and various sections of the Military and Veterans Code. Effective November 23, 1970, by enactment of Chapter 1454, Statutes 1970, the California Disaster Act (Sections 1500 ff., Military and Veterans Code) was superseded by the California Emergency Services Act (Sections 8550 ff., Government Code), and the State Disaster Council was superseded by the California Emergency Council.

Section 8668 of the California Emergency Services Act provides:

(a) Any disaster council previously accredited, the State Civil Defense and Disaster Plan, the State Emergency Resources Management Plan, the State Fire Disaster Plan, the State Law Enforcement Mutual Aid Plan, all previously approved civil defense and disaster plans, all mutual aid agreements, and all documents and agreements existing as of the effective date of this chapter, shall remain in full force and effect until revised, amended, or revoked in accordance with the provisions of this chapter.

In addition, Section 8561 of the new act specifically provides:

"Master Mutual Aid Agreement" means the California Disaster and Civil Defense Master Mutual Aid Agreement, made and entered into by and between the State of California, its various departments and agencies, and the various political subdivisions of the state, to facilitate implementation of the purposes of this chapter.

Substantially the same provisions as previously contained in Section 1541, 1564, 1586 and 1587 of the Military and Veterans Code, referred to in the foregoing agreement, are now contained in Sections 8633, 8618, 8652 and 8643, respectively, of the Government Code.

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## Attachment C: Operational Area EOC Activation Guide

Event/Situation	Activation Level	Typical Staffing
Severe Weather Advisory Small incidents involving 2 or more county departments Earthquake Advisory Flood Watch Activation requested by a local government with activated EOC Resource request received from outside the operational area	One	EOC Director Planning Section Coordinator Logistics Coordinator Representatives of responding departments
Moderate Earthquake Major wildfire affecting developed area Major wind or rain storm Two or more large incidents involving 2 or more departments Imminent Earthquake Alert Local emergency declared or proclaimed by: 2 or more cities, The county and one or more cities A city or county requests a governor's proclamation of a state of emergency A state of emergency is proclaimed by the governor for the county or two or more cities Resources are requested from outside the operational area	Two	EOC Director All Section Coordinators Branches and Units as appropriate to situation Agency Representatives as appropriate
Major county wide or regional emergency— Multiple departments with heavy resource involvement Major earthquake	Three	All EOC Positions

1. Local governments and the operational area should work together to develop consistent activation criteria and levels for hazards that are common to the operational area.
2. Minimum staffing may vary depending on the incident as determined by the EOC Coordinator
3. Does not include resources used in normal day-to-day operations obtained through existing mutual aid agreements.

## ANNEX 1: Coastal Incident Response Plan

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## ANNEX 2: Communications

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**ANNEX 3: Terrorism**

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## ANNEX 4: Tsunami

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## ANNEX 5: Oil Spill Contingency Plan

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