

COUNTY OF SAN MATEO



EMERGENCY OPERATIONS PLAN

BASIC PLAN



San Mateo County Sheriff's Office
Homeland Security Division
Office of Emergency Services

MAY 22, 2015

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TABLE OF CONTENTS

1 - PURPOSE..... 1

2 - OBJECTIVES 1

3 - GOALS..... 1

4 - ASSUMPTIONS..... 1

5 - CONCEPT OF OPERATIONS 2

6 - EMERGENCY OPERATIONS PLAN, ANNEXES AND APPENDIXES 4

7 - EMERGENCY MANAGEMENT ORGANIZATION..... 6

8 - SEMS & NIMS 7

9 - MUTUAL AID 11

10 - VOLUNTEER RESOURCES..... 15

11 - OPERATIONAL AREA EMERGENCY OPERATIONS CENTER (OAEOC)..... 16

12 - EOC POSITION DESCRIPTIONS & RESPONSIBILITIES 20

13 - EMERGENCY PROCLAMATIONS LOCAL EMERGENCY..... 24

14 - LEVELS OF DISASTER ASSISTANCE AND SUPPORTING INFORMATION 25

15 - CONTINUITY OF GOVERNMENT 27

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1 - PURPOSE

This Emergency Operations Plan (EOP) established policies and procedures and assigns responsibilities to ensure the effective management of emergency operations within the San Mateo County Operational Area (SMOA). It provides information on the county emergency management structure of how and when the Emergency Operations Center (EOC) staff is activated.

2 - OBJECTIVES

The overall objective of emergency management is to ensure the effective coordination of response forces and resources in preparing for and responding to situations associated with natural disasters, technological incidents and national security emergencies. To carry out its responsibilities, the emergency management organization will accomplish the following objectives during an emergency/disaster:

- Maintain overall coordination/support of emergency response and recovery operations, including on scene incident management as required.
- Coordinate and liaise with appropriate federal, state and other local government agencies, as well as applicable segments of private sector entities and volunteer agencies.
- Establish priorities and resolve conflicting demands for support.
- Prepare and disseminate emergency public information to alert, warn, and inform the public.
- Disseminate damage information and other essential data.

3 - GOALS

- Provide effective life safety measures and reduce property loss and damage to the environment.
- Provide for the rapid resumption of impacted businesses and community services.
- Provide accurate documentation and records required for cost recovery efforts.

4 - ASSUMPTIONS

- Cities/towns and special districts will participate in the SMOA.
- The SMOA is primarily responsible for emergency actions and will commit all available resources to save lives, minimize injury to persons, and minimize damage to property and the environment.
- The SMOA will utilize SEMS and NIMS in emergency response and management of operations.
- The resources of the SMOA will be made available to local agencies and citizens to cope with disasters affecting this area.
- The SMOA will commit its resources to a reasonable degree before requesting mutual aid assistance.
- Mutual aid assistance will be requested when resource requirements exceed the SMOA's ability to meet them.

5 - CONCEPT OF OPERATIONS

The emergency management organization in San Mateo County will identify potential threats to life, property and the environment, and develop plans and procedures to protect, prevent and mitigate those assets from potential hazards. These plans and procedures will help to coordinate and support emergency response and recovery activities and will be validated by actual response or exercises. The goal is to maintain a robust emergency management organization with strong collaborative ties among local government, community-based organizations and volunteers, public service agencies, and the private sector under SEMS/NIMS. Actions are often categorized by four emergency management phases indicated below. However, not every disaster necessarily includes all indicated phases.

Preparedness Phase

The preparedness phase involves activities taken in advance of an emergency. These activities develop operational capabilities and effective responses to a disaster. Preventative actions might include mitigation activities, emergency/disaster planning, training, exercises and public education. Members of the emergency management organization should prepare Standard Operating Procedures (SOPs), and checklists detailing personnel assignments, policies, notification rosters, and resource lists. Personnel should be acquainted with these SOPs and checklists through periodic training in the activation and execution of procedures.

Training and Exercising

The San Mateo County Area Office of Emergency Services (OES) will inform county departments and cities/towns and special districts of training opportunities associated with emergency management. Those with responsibilities under this plan must ensure their personnel are properly trained to carry out these responsibilities. Exercises are the best method to validate plans, and to train emergency responders. Exercises allow emergency responders to become familiar with the procedures, facilities and systems that they will actually use in emergency situations. Exercises will be HSEEP compliant and conducted on a regular basis to maintain readiness. Exercises should include as many OA member jurisdictions as possible. OES will document OA exercises by conducting a critique, and using the information obtained from the critique to complete an After Action Report and Improvement Plan (AAR-IP), revising standard operating procedures as necessary.

Response Phase

Pre-Emergency

When a disaster is inevitable, actions are precautionary and emphasize protection of life. Typical responses might be:

- Alerting necessary agencies, placing critical resources and personnel on stand-by
- Evacuation of threatened populations to safe areas
- Advising threatened populations of the emergency and apprising them of safety measures to be implemented
- Identifying the need for mutual aid
- Proclamation of a Local Emergency by local authorities

Emergency Response

During this phase, emphasis is placed on saving lives and property, control of the situation and minimizing effects of the disaster. Immediate response is accomplished within the affected area by local government agencies and segments of the private sector.

Prolonged Emergency

In addition to continuing life and property protection operations, mass care, relocation, public information, situation analysis, status and damage assessment operations will be initiated.

Recovery Phase

At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. Recovery is both short-term activities intended to return vital life-support systems to operation, and long-term activities designed to return infrastructure systems to pre-disaster conditions. Recovery also includes cost recovery activities.

The recovery period has major objectives which may overlap, including:

- Reinstatement of family and individuals' autonomy
- Provision of essential public services
- Permanent restoration of private and public property
- Identification of residual hazards
- Plans to mitigate future hazards
- Recovery of costs associated with response and recovery efforts
- Coordination of state and federal, private and public assistance

As the immediate threat to life, property and the environment subsides, the rebuilding of San Mateo County will begin through various recovery activities. Recovery activities involve the restoration of services to the public and rebuilding the affected area(s). Examples of recovery activities include:

- Restoring all utilities
- Establishing and staffing Local Assistance Centers (LACs) and Disaster Assistance Centers (DACs)
- Applying for state and federal assistance programs
- Conducting hazard mitigation analysis
- Identifying residual hazards
- Determining recovery costs associated with response and recovery

Prevention/Mitigation Phase

Preventing damage and losses from disaster includes those efforts known as mitigation activities. Mitigation efforts occur both before and following disastrous events. Post-disaster mitigation is part of the recovery process. Preventing, eliminating or reducing the impact of hazards that exist within the OA and are a threat to life and property are part of the mitigation efforts.

Mitigation tools include:

- Local ordinances and statutes (zoning ordinance, building codes and enforcement, etc.)
- Structural measures
- Tax levee or abatements
- Public information and community relations
- Land use planning

6 - EMERGENCY OPERATIONS PLAN, ANNEXES AND APPENDIXES

Emergency Operations Plan

Emergency management involves several kinds of plans, just as it involves several kinds of actions. While many jurisdictions consider the EOP the centerpiece of their planning effort, it is not the only plan that addresses emergency management functions. Other types of plans that support and supplement the EOP are discussed later in this chapter.

A jurisdiction's EOP is a document that:

- Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency
- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated
- Identifies personnel, equipment, facilities, supplies, and other resources available within the jurisdiction or by agreement with other jurisdictions
- Reconciles requirements with other jurisdictions.

An EOP is flexible enough for use in all emergencies. A complete EOP describes: the purpose of the plan; the situation; assumptions; Continuity of Operations (CONOPS); organization and assignment of responsibilities; administration and logistics; plan development and maintenance; and authorities and references.

Appendixes

Appendixes to the EOP include the EOC checklists, EOC Communications Directory, OES Resource Manual and Hazard Identification and Risk Assessment (HIRA). Appendixes provide the detailed instructions that an organization or an individual needs to fulfill responsibilities and perform tasks assigned in the EOC. They may be attached to the EOP or referenced as deemed appropriate.

Functional Annexes

Functional annexes are plans organized around the performance of a broad task. Each annex focuses on one of the critical emergency functions that the jurisdiction will perform in response to an emergency. Functional annexes are oriented toward operations; their primary audience consists of those who perform the tasks. They do not repeat general information contained in the Basic Plan.

Hazard Specific Annexes

Hazard-specific annexes provide additional detailed information applicable to the performance of a particular function in the face of a particular hazard. They are prepared when hazard characteristics and regulatory requirements warrant.

Emergency Function Annexes

This EOP organizes various departments and agencies into 17 Emergency Functions (EFs) to facilitate planning and coordination prior to an incident and to achieve an effective emergency response and recovery. Details of each EF will be included in EF Annexes to this plan which will be published separately. Each EF has an assigned EF Coordinating agency, Primary Agencies and Supporting Agencies. The EF Coordinator is designated because they either have statutory responsibility or the prerequisite expertise and resources due to their programmatic or regulatory responsibilities. The EF Coordinator is responsible for all pre-incident planning and coordination to ensure that all EF agencies are prepared to provide resources and perform operational roles. EFs will be activated as needed to support actual or anticipated requirements and will provide representatives to the Op Area or City EOC as needed upon activation.

EXHIBIT 6-1: EMERGENCY FUNCTIONS (EF)

Emergency Functions (EF)	
EF-1	Transportation
EF-2	Communications
EF-3	Construction & Engineering
EF-4	Fire & Rescue
EF-5	Emergency Management
EF-6	Care & Shelter
EF-7	Resources
EF-8	Public Health & Medical
EF-9	Search & Rescue (merged into EF-4 & EF-13)
EF-10	Hazardous Materials
EF-11	Food & Agriculture
EF-12	Utilities
EF-13	Law Enforcement
EF-14	Long-Term Recovery
EF-15	External Affairs
EF-16	Evacuation (merged into EF-13)
EF-17	Volunteer & Donations Management

7 - EMERGENCY MANAGEMENT ORGANIZATION

Director of Emergency Services

The Director of Emergency Services (County Manager) assumes the ultimate responsibility and authority for directing the San Mateo County OA's emergency management organization (including emergency response and recovery). The Director of Emergency Services is responsible for implementing the San Mateo County OA EOP.

The Director of Emergency Services is supported by the San Mateo County OES and has overall responsibility for the following:

- Organizing, staffing and operating the EOC
- Operating communications and warning systems
- Providing information and guidance to the public and elected officials
- Maintaining information on the status of resources, services, and operations
- Directing overall operations
- Obtaining support for the San Mateo County OA and providing support to other jurisdictions as needed
- Identifying and analyzing potential hazards and recommending appropriate counter-measures
- Collecting, evaluating and disseminating damage assessment and other essential information

Emergency Services Council

The Emergency Services Council is a Joint Powers Authority responsible for the collective goal to provide coordinated plans for the protection of persons and property based on the four phases of emergency management; mitigation, preparedness, response and recovery. They work in coordination with local government entities to review, approve, and recommend for adoption of emergency and mutual aid plans and agreements, rules, ordinances, resolutions and regulations by the Board of Supervisors and other legislative agencies.

San Mateo County Emergency Managers Association (SMCEMA)

The SMCEMA is made up of Emergency Managers/Representatives from cities/towns, county departments, special districts, and NGOs within the San Mateo County OA for the purpose of supporting emergency management, training and exercise planning. This multipronged purpose is accomplished collaboratively with various partners, in order to identify existing needs, to develop strategies for programs and processes for all entities in the SMOA. The SMCEMA meets monthly to ensure that the scope of emergency management functions that are coordinated and provided by the County meet the expectations of cities/towns.

Mutual Aid Region Emergency Management

The San Mateo County OA is part of the Mutual Aid Region II and the Coastal Administrative Region. The primary mission of Coastal Region's emergency management organization is to support Operational Area response and recovery operations and to coordinate non-law and non-fire and non-EMS Mutual Aid Regional response and recovery operations through the Regional EOC (REOC).

State Emergency Management

The Governor, through California Office of Emergency Services (Cal OES) and its Mutual Aid Regions will coordinate statewide operations to include the provision of mutual aid and other support to local jurisdictions and the redirection of essential supplies and other resources as required.

8 - SEMS & NIMS

Standardized Emergency Management System (SEMS)

After the 1991 Oakland East Bay Hills Fire, State Senator Petris passed the Senate Bill 1841 (SB1841) introducing the Standardized Emergency Management System (SEMS). Since 1994 SEMS has been required by Government Code Section 8607(a) for managing response to multiagency and multi-jurisdiction emergencies in California. SEMS consists of five organizational levels that are activated as necessary: field response, local government, operational area, regional and state.

SEMS has been used throughout the State of California to manage and coordinate any emergency response involving more than one agency or jurisdiction. Local governments must use SEMS to be eligible for reimbursement of their personnel-related costs under state disaster assistance programs.

A local government under SEMS is a county, city/town, or special district. Special districts under SEMS are units of local government with authority or responsibility to own, operate or maintain a project (as defined in California Code of Regulations § 2900(s) for purposes of natural disaster assistance). This may include joint powers authority established under Section 6500 et seq. of the Code.

Cities/towns are responsible for emergency response within their boundaries, although some cities contract for some municipal services from other agencies.

Special districts are primarily responsible during emergencies for restoration of services that they normally provide. They may also be responsible for safety of people at their facilities or on their property and for warning of hazards from their facilities or operations.

All local governments are responsible for coordinating with other local governments, the field response level and the operational area. Local governments are also responsible for providing mutual aid within their capabilities.

National Incident Management System (NIMS)

In response to the September 11, 2001 attacks on the World Trade Center in New York City, the Pentagon and Flight 93, President Bush issued Homeland Security Presidential Directive-5 (HSPD-5). Released on February 28, 2003, HSPD-5 directed the Secretary of the Department of Homeland Security (DHS) to develop and administer a National Incident Management System (NIMS). NIMS include the following components:

- Command and Management, including the Incident Command System (ICS)
- Communications and Information Management
- Preparedness
- Resource Management
- Supporting Technologies
- Joint Information System (JIS)
- NIMS Management and Maintenance

Relationship to SEMS and NIMS

The San Mateo County OA is responsible for emergency response within its geographic boundaries. The California Emergency Services Act requires OAs to manage and coordinate emergency operations within its jurisdiction. During disasters, the San Mateo County OA is required to coordinate emergency operations with OES Coastal Region and, in some instances, other OA local governments.

Under SEMS and NIMS, the county has responsibilities at two levels: The Field Response and the Local Government levels.

At the field response level, all agencies will use the Incident Command System (ICS) to standardize the emergency response.

At the San Mateo County level, the designated EOC is used as the central location for gathering and disseminating information, coordinating all jurisdictional emergency operations, and coordinating with the Coastal Region and the Cal OES.

Organization Flexibility – Modular Organization

The five essential ICS functions in SEMS and NIMS are identified as “sections” in the EOC. All other functions are organized as branches, groups or units within these sections. Only functional elements that are required to meet current objectives will be activated.

Management of Personnel – Hierarchy of Command and Span-of-Control

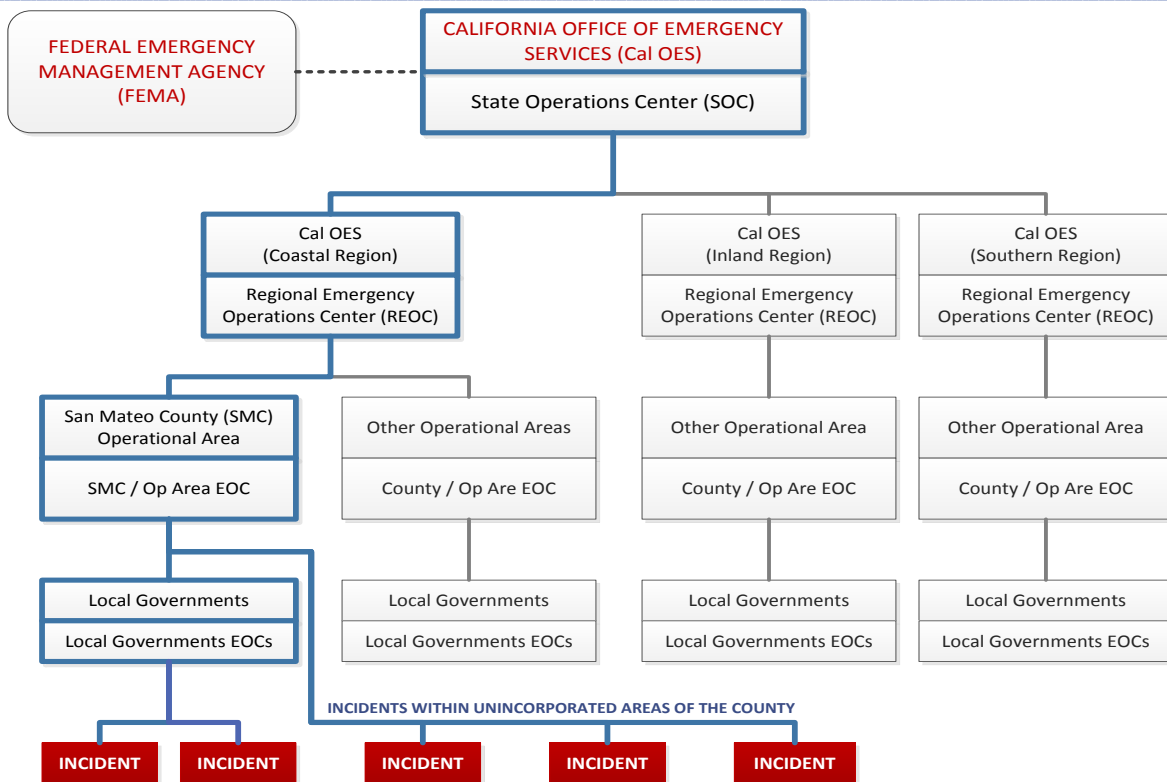
Management of personnel within the EOC will be accomplished through the assignment of Section Chiefs for Operations, Planning, Logistics, and Finance functions. Section Chiefs will report to the EOC Director. Span-of-Control will be maintained by dividing the EOC Sections into Branches and Units as needed.

Multi-Agency or Inter-Agency Coordination

Multi-agency or inter-agency coordination is important for establishing priorities for response and allocating critical resources.

Strategies for handling multi-agency response problems need to be developed while jurisdictional and agencies’ objectives are not compromised. County departments, agencies including special districts, volunteer agencies and private organizations coordinate emergency response at the EOC. The San Mateo County OA EOC functions as the Multi-Agency Coordination Center (MACC) for most disaster incidents and will facilitate liaisons from local, state, and federal agencies as needed. Coordination with agencies not represented in the EOC may be accomplished via various communications systems such as telephone, fax, radio and computer networks.

EXHIBIT 8-1: MULTI-AGENCY COORDINATION



Source: Cal OES

EOC Action Plans

At local, operational area, regional and state levels, the use of EOC action plans provide designated personnel with knowledge of the objectives to be attained and the steps required for achievement. Action plans give direction and provide a basis for measuring achievement of objectives and overall system performance in the EOC.

Special District Involvement

Special districts are defined as local governments in SEMS/NIMS. The emergency response role of special districts is generally focused on the return to normal services. During disasters, some types of special districts will be more extensively involved in the emergency response by assisting other local governments.

Coordination and communications should be established among special districts that are involved in emergency response, other local governments and the operational area. This may be accomplished in various ways depending on the local situation.

Relationships among special districts, cities/towns, county government and the OA are complicated by overlapping boundaries and by the multiplicity of special districts. Special districts need to work with the local governments in their service areas to determine how best to establish coordination and communication in emergencies.

When a special district is wholly contained within the city/town, the special district should have a liaison at the city/town EOC to provide direct support. An exception may occur when there are many special districts within the city/town.

When there are many special districts within a city/town, it may not be feasible for their EOC to accommodate representatives from all special districts during area-wide disasters. In such cases, the city/town should work with the special districts to develop alternate ways of establishing coordination and communication.

Typically, special district boundaries cross municipal boundary lines. A special district may serve several cities/towns and county unincorporated areas. Some special districts serve more than one county. In such a situation, the special district may wish to provide a liaison representative to the OA EOC to facilitate coordination and communication with the various entities it serves.

9 - MUTUAL AID

Introduction

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 is provided to jurisdictions whenever their own resources prove to be inadequate to cope with given situation(s). The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement, as provided 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. It is the responsibility of the local jurisdiction to negotiate, coordinate and prepare mutual aid agreements.

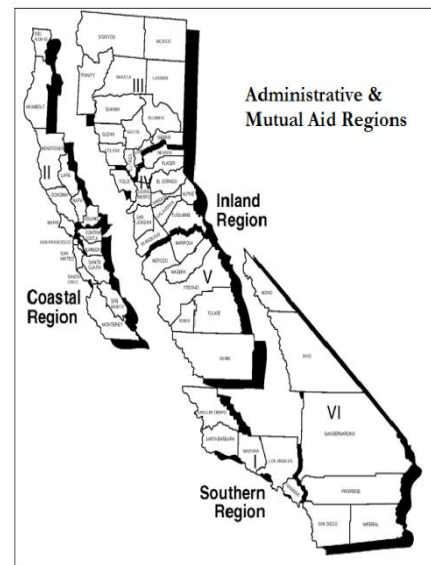


EXHIBIT 9-1

Source: Cal OES

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 state with the intent to provide requesting agencies with adequate resources.

The statewide mutual aid system includes several discipline-specific mutual aid systems, such as fire and rescue, law enforcement, medical, coroner, building and safety, and public works. These systems work through local government, operational area, regional and state levels consistent with SEMS/NIMS (Exhibit 9-2, page 13). Mutual aid may also be obtained from other states. Interstate mutual aid may be obtained through direct state-to-state contacts, pursuant to interstate agreements and compacts, or may be coordinate through federal agencies.

Mutual Aid Regions

Mutual aid regions are established under the Emergency Services Act. Six mutual aid regions numbered I-VI have been established within California. The San Mateo Operational Area is within Region II. Each mutual aid region consists of designated counties. Region II is in the Coastal Administrative Region (Exhibit 9-2, page 13).

Mutual Aid Coordinators

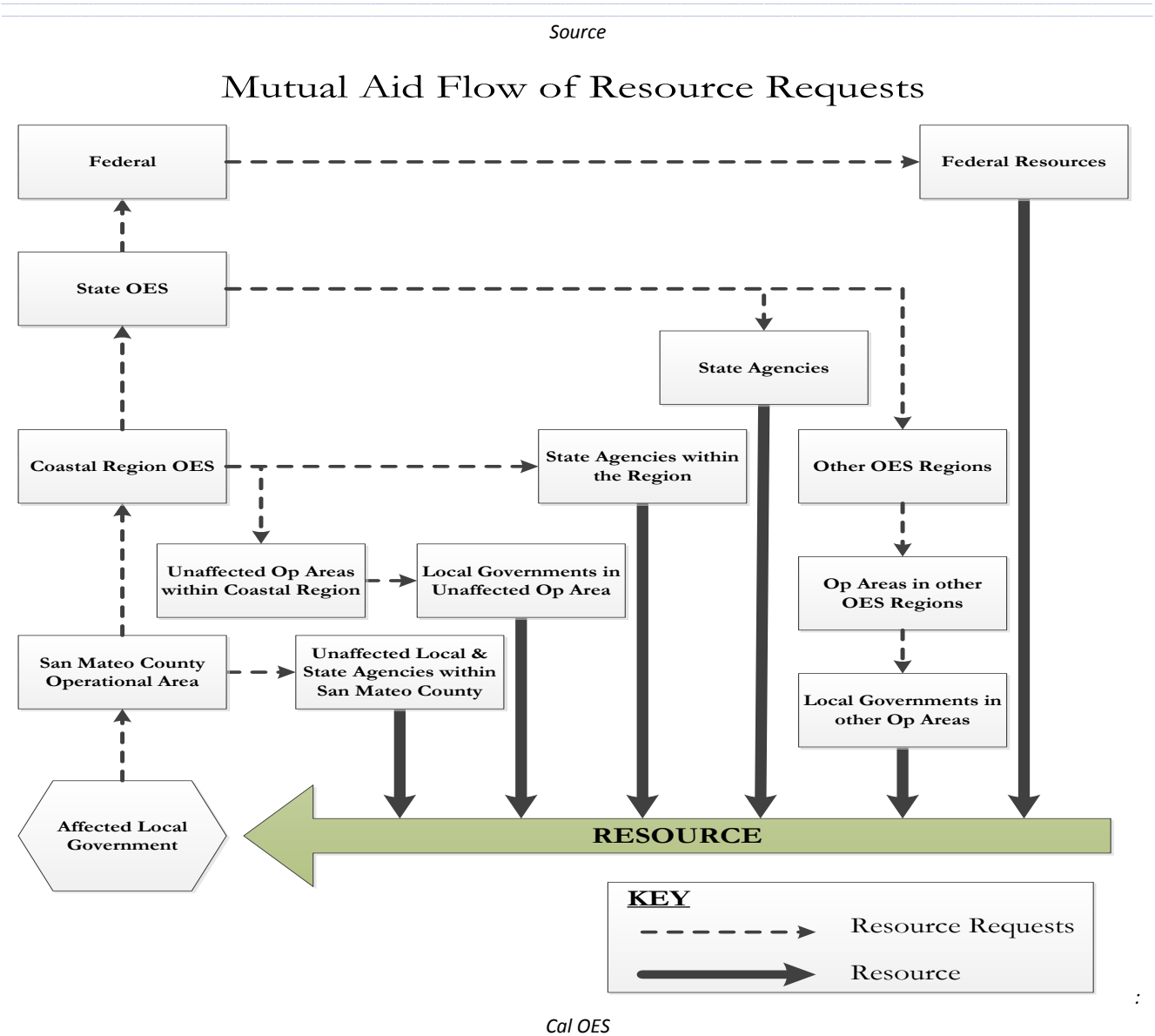
To facilitate mutual aid, discipline-specific mutual aid systems work through designated mutual aid coordinators at the operational area, regional and state levels. The basic role of a mutual aid coordinator is to receive mutual aid requests, coordinate the provision of resources from within the coordinator's geographic area of responsibility and pass on unfilled requests to the next level.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid 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 the 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 impacts. 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 the EOCs as follows:

- When an OA EOC is activated, OA mutual aid system representatives should be at the OA EOC to facilitate coordination and information flow.
- 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 system 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.

EXHIBIT 9-2 MUTUAL AID FLOW OF RESOURCE REQUESTS



Volunteer & 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 be represented in EOCs.

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. In some functional areas, services are provided by a mix of special district, municipal and private agencies. Mutual aid arrangements may include both governmental and private agencies.

A liaison should be established between activated EOCs and private agencies involved in a response. Where there is a need for extensive coordination and information exchange, private agencies should be represented in activated EOCs at the appropriate SEMS level.

Policies & Procedures

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

Cities/towns and special districts will make mutual aid requests through the San Mateo County OA EOC.

Requests should specify, at a minimum:

- Number and type of personnel needed
- Type and amount of equipment needed (including equipment operators if needed)
- Reporting time and location
- To whom forces should report
- Access routes
- Estimated duration of operations
- Risks and hazards following a major disaster
- San Mateo County OES can assist local governments with the preparation of reimbursement processes for response-related costs.

Mutual Aid Authorities & References

Mutual aid assistance may be provided under one or more of the following authorities:

- California Master Mutual Aid Agreement
- California Fire and Rescue Emergency Plan
- California Law Enforcement Mutual Aid Plan
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) provides federal support to state and local disaster activities
- California Public Health and Medical Emergency Operations Manual (EOM)

10 - VOLUNTEER RESOURCES

In response to disaster, management of resources requires integration of material, as well as personnel, into the existing Emergency Management System of the County. OA volunteer groups trained in emergency response can greatly enhance and supplement emergency response personnel. Jobs for all personnel assigned to emergency response must be trained, equipped, and aligned with a qualified organization.

Examples of existing, trained volunteers in San Mateo County include the following volunteer organizations:

Community Emergency Response Team (CERT)

The CERT training programs in San Mateo County are locally managed and are designed to educate people about disaster preparedness for hazards that may affect the area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. Using the training learned in the classroom and during exercises, CERT members can assist others in their neighborhood or workplace following an event when professional responders are not immediately available to help.

Current programs include:

- | | |
|--------------------------------------|---------------------------|
| ▪ Belmont | ▪ Millbrae |
| ▪ Brisbane | ▪ Pacifica |
| ▪ Burlingame/Hillsborough | ▪ Redwood City |
| ▪ Coastside | ▪ San Bruno |
| ▪ Colma | ▪ San Carlos |
| ▪ Daly City | ▪ City of San Mateo |
| ▪ Foster City | ▪ South San Francisco |
| ▪ Highlands | ▪ South Skyline |
| ▪ La Honda | ▪ Woodside/Portola Valley |
| ▪ Menlo Park/Atherton/East Palo Alto | |

Coastside Emergency Corps (CEC)

San Mateo County's Coastside Emergency Corps (CEC) is a community-based network of volunteers that assists public safety and health efforts in times of special need or disaster.. Members of the CEC may also volunteer their time throughout the year in order to promote community public health and emergency preparedness education. Members are fingerprinted and FBI-background checked and have photo ID cards issued by the County and OES. Specialized training of CEC members includes CERT, Ham radio, Medical (beyond first aid/CPR,) Large Animal Evacuation Group, ICS/EOC Operations, and Red Cross Shelter Operations.

San Mateo County Sheriff's Office Volunteers

There are additional volunteer groups who contribute significantly during both disaster and non-disaster times. Volunteers may be called upon for their specialized training and professional skills in the following areas:

- | | |
|---------------------------------------|---------------------------------------|
| ▪ Air Squadron | ▪ Explorer Post 830 (Search & Rescue) |
| ▪ Bay Area Mt Rescue Unit | ▪ Mounted Search & Rescue |
| ▪ Cliff, Dive, & Marine Rescue | ▪ Reserve Deputy Sheriff |
| ▪ Communications Unit | ▪ Search & Rescue |
| ▪ Explorer Post 810 (Law Enforcement) | ▪ Sheriff's Volunteers in Policing |

11 - OPERATIONAL AREA EMERGENCY OPERATIONS CENTER (OAEOC)

Introduction

Day to day operations are conducted from departments and agencies that are widely dispersed throughout the County. An EOC is a location from which centralized emergency management can be performed during a major emergency or disaster. This facilitates a coordinated response by the Director of Emergency Services, Emergency Management Staff and representatives from organizations who are assigned emergency management responsibilities. The level of EOC staffing will vary with the specific emergency situation.

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

- Coordinating emergency operations.
- Receiving and disseminating warning information.
- Developing emergency policies and procedures.
- Preparing intelligence/information summaries, situation reports, operational reports, and other reports as required.
- Collecting intelligence from, and disseminating information to, the various EOC representatives, and, as appropriate, to county, city/town, special district, state agencies, military, and federal agencies and political representatives.
- Maintaining general and specific maps, information display boards, and other data pertaining to emergency operations.
- Continuing analysis and evaluation of all data pertaining to emergency operations.
- Directing, controlling and coordinating, within established policy, the operational and logistical support of OA resources committed to the emergency.
- Maintaining contact and coordination with support to Disaster Operations Centers, other local government EOCs, and the Coastal Region.
- Providing emergency information and instructions to the public, making official releases to the news media and the scheduling of press conferences as necessary.

OA EOC Primary and Alternate Locations

Level 1 and 2 EOC activations will be located in the OES office at 555 County Center, 4th floor. Level 3 EOC activations will use the portable EOC in a location to be designated at the time of the activation. The portable EOC tent is available and may be set up in a suitable location if needed. Relocation to the portable EOC or an alternate OA EOC site will be considered when any of but not limited to the following situations are encountered:

- Structural or non-structural damage that make the building unsafe or uninhabitable.
- Loss of power, water, phone service or other utilities.
- Toxic or hazardous material releases in the building or neighborhood that would present a safety hazard to occupants.
- Significant security threat.
- OA EOC operations during a catastrophic disaster significantly exceed available space.

The OA EOC Director, or OES representative, in consultation with personnel commanding an incident that may impact the OA EOC site, is responsible for determining if or when re-location of the EOC is necessary.

When to Activate the OA EOC

The OA EOC is activated when local jurisdictions or county departments need emergency support. Activation may involve partial or full staffing, depending on the support required. According to SEMS Regulations (California Code of Regulations, Title 19, §2409 f), the OA EOC must activate and SEMS must be used when the following conditions exist:

- A local government within the OA has activated its EOC and requests activation of the OA EOC to support its emergency operations.
- Two or more cities within the OA have declared a local emergency.
- The County and one or more cities have declared a local emergency.
- A city, city and county, or County has requested a Governor's Proclamation of a State of Emergency, as defined in the California Government Code §8558(b).
- Within the Operational Area:
 - The OA 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 or EMS mutual aid; and
 - The OA 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 or EMS mutual aid.

Who Can Activate the OA EOC

The following individuals, either acting as the EOC Director or on behalf of the EOC Director, or their appointed representatives (as referenced in Continuity of Government Lines of Succession), are authorized to activate the EOC:

- | | |
|-------------------------|--------------------|
| ▪ County Manager | ▪ Director of OES |
| ▪ Deputy County Manager | ▪ OES Duty Officer |
| ▪ Sheriff | |

How to Activate the OA EOC

- Contact the San Mateo County Public Safety Communications Center (650-363-4911) and ask for the On-Call OES Duty Officer.
- Identify yourself and provide a callback confirmation phone number.
- Briefly describe the emergency/disaster situation causing the request.

EOC Activation Levels

EOC activation levels and procedures are scalable based on the changing needs of an event. An activation level is defined as an organization's readiness to carry out its mission during an emergency. The Op Area EOC may be activated to Level 1 (Minimum Activation), Level 2 (Partial Activation) or Level 3 (Full Activation) according to the needs of the event. Exhibit 2-4 below defines the EOC activation levels.

EXHIBIT 11-1 EOC ACTIVATION LEVELS

Level	Operational Status	Description	Examples include, but are not limited to:
Level 1	Minimum Activation	Monitoring a situation (or potential situation), incident or event. The OES Duty Officer normally handles this.	<ul style="list-style-type: none"> Storm Watch Public Health notifications Monitoring Potential Incidents
Level 2	Partial Activation	Activate the EOC positions necessary to the management of the specific incident as needed.	<ul style="list-style-type: none"> Planned Events Sheltering Incidents Oil Spills Local Emergencies
Level 3	Full Activation	Full activation of the EOC. All staff positions are activated.	<ul style="list-style-type: none"> Catastrophic Earthquake Tsunami Significant Mass Casualty Incident Major Wildland Fire Other events as required

EOC Deactivation Overview

The OA EOC will be deactivated or the activation level will be lowered as dictated by event needs. Deactivation or change in activation level may also occur as a result of a transition of the OA EOC mission from response to recovery. OA EOC activation status may be changed when determined appropriate by the following authorities:

- Policy Group
- EOC Management Team, and
- Lead Responding Departments

EOC Coordination with Volunteer & Private Agencies

Local jurisdictions' EOCs will generally be a focal point for coordination of response activities with many non-governmental agencies and should establish communication with private and volunteer agencies providing services within their jurisdiction.

Agencies that play key roles in the response should have representatives in the EOC. If an agency supports several functions and has only one representative in the EOC, the agency representative should be located in the liaison area. If an agency is supporting one function only, its representative may be located with that functional element. Some agencies may have several personnel participating in functional elements in the EOC. For example, ARC personnel may be part of the staffing for the Care and Shelter element of the EOC.

Agencies that have countywide response roles and cannot respond to numerous local jurisdictions' EOCs should be represented at the OA level.

Coordination with volunteer and private agencies that do not have representatives at the EOC may be accomplished through telecommunications, liaison with community councils that represent several agencies or involvement of agencies in special multi-agency groups on specific issues.

12 - EOC POSITION DESCRIPTIONS & RESPONSIBILITIES

EOC Structure

SEMS regulations require local governments to provide five functions: management, operations, planning/intelligence, logistics and finance/administration. These functions are the basis for structuring the EOC organization.

Management - Responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations.

Operations - Responsible for coordinating all jurisdictional operations in support of emergency response through implementation of the local government's EOC Action Plan.

Planning/Intelligence - Responsible for collecting, evaluating and disseminating information; assist in developing the County OA's EOC Action Plan, After Action Report, and Corrective Action Report, in coordination with the EOC Emergency Services Coordinator.

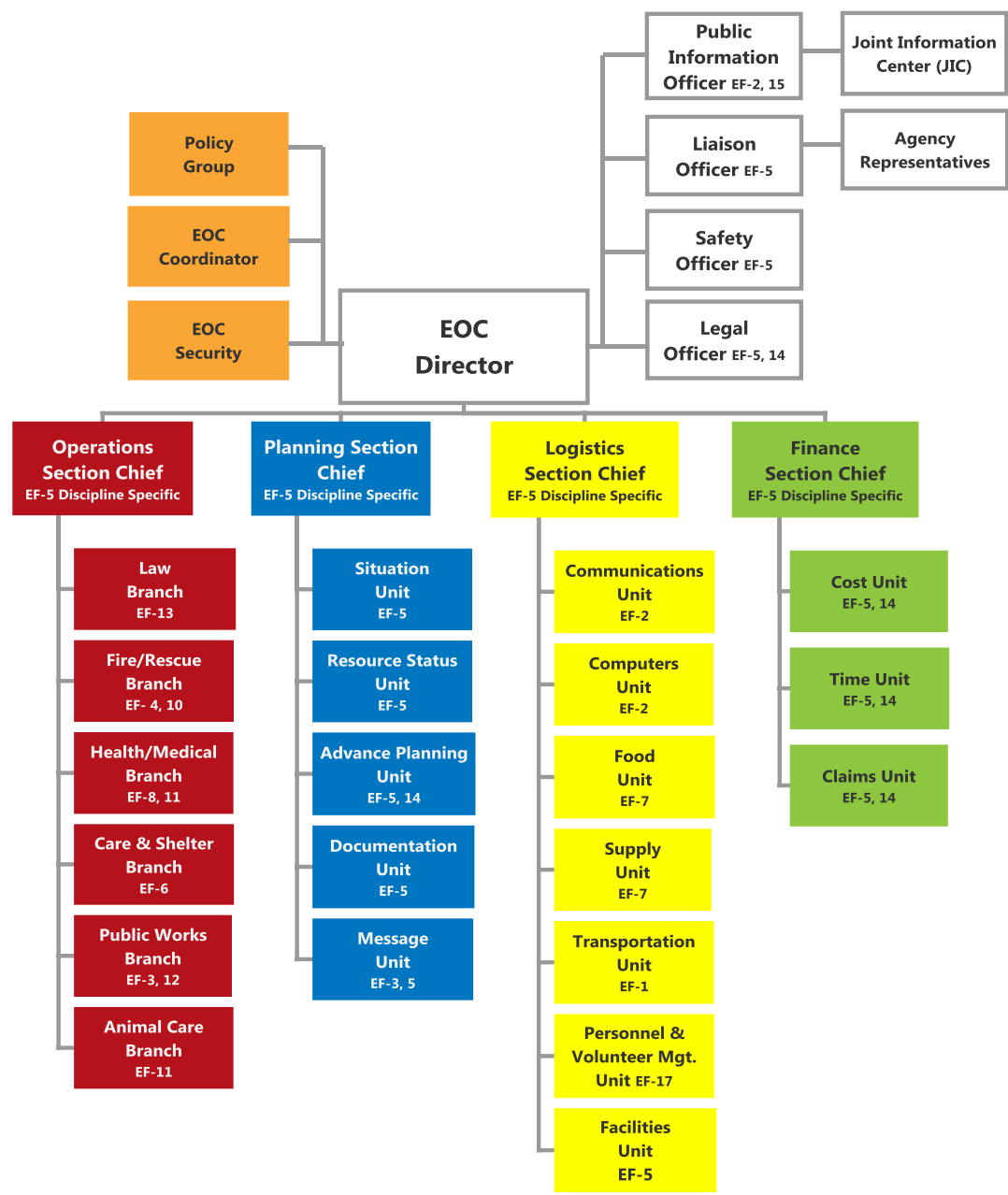
Logistics - Responsible for supporting operations, providing facilities, services, personnel, equipment and materials.

Finance/Administration - Responsible for financial activities and other administrative aspects.

The EOC organization may include representatives from special districts, volunteer agencies, and private agencies with significant response roles.

Mutual Aid Assignments include the responsibility to liaise between the SMOA EOC and their respective agency/jurisdiction.

EXHIBIT 12-1, OPERATIONAL AREA EOC ORGANIZATIONAL CHART



Emergency Functions (EF)			
EF #1	Transportation	EF #10	Hazardous Materials
EF #2	Communications	EF #11	Food and Agriculture
EF #3	Construction and Engineering	EF #12	Utilities
EF #4	Fire and Rescue	EF #13	Law Enforcement
EF #5	Emergency Management	EF #14	Long-Term Recovery
EF #6	Care and Shelter	EF #15	Public Information
EF #7	Resources	EF #17	Volunteer and Donations Management
EF #8	Public Health and Medical		

Management Section

The Management Section is responsible for overall management and administration of the incident. Management also includes certain support staff functions required to support the EOC Management function and the field command function.

- | | |
|-------------------|------------------------------|
| ▪ EOC Director | ▪ Public Information Officer |
| ▪ EOC Coordinator | ▪ Legal Officer |
| ▪ Liaison Officer | ▪ Policy Group |
| ▪ Safety Officer | ▪ EOC Security |

EOC Director - The EOC Director is responsible for directing SMOA's response and recovery for any disaster or emergency. In San Mateo County, the County Manager is the primary EOC Director and may delegate this responsibility.

EOC Coordinator - The EOC Coordinator serves as a resource, and assists the EOC Director in the administration of the emergency response. In addition, the EOC Coordinator provides guidance to all other EOC staff in performing their responsibilities.

Liaison Officer - When an incident has a multi-agency or multi-jurisdictional response, the Liaison Officer provides and maintains coordination with outside agency representatives, other Operational Area jurisdictions, local businesses and employers, the Region EOC, Cal OES, and other political representatives.

Safety Officer - The Safety Officer acts as an advisor to the EOC Director. He or she watches over all aspects of the emergency organization to ensure the safety of all personnel. The Safety Officer is responsible for correcting unsafe operations and for working with all sections to protect the safety of all emergency services workers in the EOC.

Public Information Officer - The Public Information Officer (PIO) acts under the direction of the EOC Director and Emergency Services Coordinator and coordinates city/town and county public information activities. The PIO ensures that the media and citizens are fully informed on all aspects of the emergency. During regional events, the PIO will be the point of contact for the designated regional Joint Information Center (JIC).

Legal Officer - The Legal Officer is the San Mateo County Counsel or his or her designate. The Legal Officer provides advice to the EOC Director in all legal matters relating to the emergency. The Legal Officer assists the Director of Emergency Services and the EOC Director in declaring a local emergency and implementation of emergency powers.

EOC Security Officer - The EOC Security Officer is responsible for controlling personnel access to and from the EOC and other facilities as determined and in accordance with policies established by the EOC Director.

EOC Policy Group - The EOC Policy Group is an advisory body comprised of County officials/department head chosen by the County Manager. They may be part of the management team that will convene during an emergency or as necessary in or order to:

1. Advise and assist the Board of Supervisors on policy issues affecting the County; and
2. Respond to requests for policy direction from the EOC

Operations Section

The Operations Section is under the supervision of the Operations Section Chief who is in charge of all functions within the Operations Section. The Operations Section supports the San Mateo County operational area resources and coordinates mutual aid resources. In addition, the Operations Section is responsible for coordinating with the County field incident commanders. The following branches are in the Operations Section. Various Branches/Groups can be added as needed.

- Law Branch
- Fire/Rescue Branch
- Health/Medical Branch
- Animal Care Branch
- Public Works Branch
- Care and Shelter Branch

Planning Section

The Planning Section is under the supervision of the Planning Section Chief. The duties and responsibilities of the Planning Section are to gather and analyze all data regarding the incident and the assigned resources. The Planning Section maintains an incident log, EOC display maps, and charts. The Planning Section is also responsible for preparing situation reports, assessing damage, conducting planning meetings, documenting all EOC activities, and assisting in the preparation of the Action Plan. The following units are established as necessary in the Planning Section:

- Situation Status Unit
- Resource Status Unit
- Advance Planning Unit
- Message Unit
- Documentation Unit

Logistics Section

The Logistics Section is under the supervision of the Logistics Section Chief and provides all emergency support needs. The Logistics Section orders all resources, manages volunteer personnel, and provides communications, facilities, transportation, supplies, equipment, fuel, food, and shelter. The Logistics Section is made up of the following units:

- Personnel & Volunteer Mgmt. Unit
- Facilities Unit
- Supply Unit
- Food Unit
- Computer Unit
- Communications Unit
- Transportation Unit

Finance Section

The Finance Section provides for the tracking of the time worked by all emergency personnel involved in the incident, provides cost analysis and projections, and records any and all injury claims for compensation. The Finance Section is managed by the Finance Section Chief. The Finance Section is made up of the following units:

- Cost Unit
- Time Keeping Unit
- Claims Unit

13 - EMERGENCY PROCLAMATIONS LOCAL EMERGENCY

Local Emergency

At the San Mateo County level a Local Emergency may be proclaimed by the Director of Emergency Services or designee in accordance with the ordinance adopted by the San Mateo County Board of Supervisors (BOS). The BOS must ratify a Local Emergency proclaimed within seven (7) days. The governing body must review the need to continue the proclamation at least every fourteen (14) days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant.

Incorporated cities/towns within the OA may declare a local emergency as provided under their municipal code. The city/town shall advise the San Mateo County OES of the declaration. The proclamation of a Local Emergency provides the governing body with the legal authority to:

- Request that the Governor proclaim a State of Emergency, if necessary.
- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or regulations imposing a curfew within designated boundaries.
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, or agreements.
- Request state agencies and other jurisdictions to provide mutual aid.
- Require the emergency services of any local official or employee.
- Requisition necessary personnel and materials from any local department or agency.
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use.
- Impose penalties for violation of lawful orders.
- Conduct emergency operations without incurring legal liability for performance, or failure of performance. *(Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities)*

State of Emergency

The Governor may proclaim a State of Emergency when:

- Conditions of disaster or extreme peril exist which threaten the safety of persons and property within the state caused by natural or man-made incidents.
- The Governor is requested to do so by local authorities.
- The Governor finds that local authority is inadequate to cope with the emergency.

Whenever the Governor proclaims a State of Emergency:

- Mutual aid shall be rendered in accordance with approved emergency plans when the need arises in any county, city and county, or city for outside assistance.
- The Governor shall, to the extent he deems necessary, have the right to exercise all police power vested in the State by the Constitution and the laws of the State of California within the designated area.
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency.
- The Governor may suspend the provisions of orders, rules or regulations of any state agency; and any regulatory statute or statute prescribing the procedure for conducting state business.
- The Governor may commandeer or make use of any private property or personnel (other than the media) in carrying out the responsibilities of his office.

- The Governor may promulgate issue and enforce orders and regulations deemed necessary.
- The Governor can request additional assistance by asking for a Presidential declaration.

State of War Emergency

Whenever the Governor proclaims a State of War Emergency, or if a State of War Emergency exists, all provisions associated with a State of Emergency apply. In addition, all state agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor which are made or given within the limits of his authority as provided in the Emergency Services Act.

Declaration Recovery Process

The recovery effort usually follows these steps after a disaster occurs:

- Local government response to the local emergency, supplemented by neighboring local governments and volunteer agencies.
- The Local Government declares an Emergency Proclamation and the local EOC advises the OA Director of OES, or designee, of the proclamation and, in turn, the OA EOC advises the Cal OES Regional Administrator.
- If the local government and OA are unable to adequately respond to the emergency, the local government may request state assistance under the California Emergency Services Act (ESA). The request should include a copy of the proclamation document and an Initial Damage Estimate (IDE).
- If necessary, a State Disaster Declaration is declared by the Governor, based on the damage assessment, and an agreement to commit state funds and resources to the long-term recovery. The California Disaster Assistance Act (CDAA) funding may be made available to eligible applicants.
- If the disaster is large enough, the Governor will request federal assistance. FEMA coordinates with the State to conduct a Preliminary Damage Assessment (PDA) and determine if the incident is of sufficient severity to require federal assistance under the Stafford Act. The PDA also identifies any unmet needs that may require immediate attention.
- A PDA is made by local government to determine losses and recovery needs.
- FEMA evaluates the request and recommends an action to the White House based on the disaster, the local community and the State's ability to recover.
- The President approves the request for federal disaster funding or FEMA informs the governor it has been denied. This decision process could take a few hours or several weeks depending on the nature of the disaster.
- Recovery efforts begin in conjunction with federal, State and local agencies.

14 - LEVELS OF DISASTER ASSISTANCE AND SUPPORTING INFORMATION

Secretary's Concurrence

Purpose: The CDAA authorizes the Cal OES Secretary, at his or her discretion, to provide financial assistance to repair and restore damaged public facilities and infrastructure.

Deadline: Cal EMA must receive a request from local government within 10 days after the actual occurrence of a disaster (Govt. Code Section 8685.2).

Supporting Information Required: Local Emergency Proclamation, IDE, and a request from the City Mayor or Administrative Officer, or County Board of Supervisors.

Governor's Proclamation of State of Emergency

Purpose: Provides the Governor with powers authorized by the Emergency Services Act; may authorize the Cal OES Secretary to provide financial relief for emergency actions, restoration of public facilities and infrastructure, and hazard mitigation; prerequisite when requesting federal declaration of a major disaster or emergency.

Deadline: Cal OES must receive a request from local government within 10 days after the actual occurrence of a disaster (Govt. Code Section 8685.2).

Supporting Information Required: Local Emergency Proclamation, IDE, and a request from the City Mayor or Administrative Officer, or County Board of Supervisors.

Presidential Declaration of an Emergency

Purpose: Supports response activities of the federal, State and local government. Authorizes federal agencies to provide "essential" assistance including debris removal, temporary housing and the distribution of medicine, food, and other consumable supplies.

Deadline: Governor must request on behalf of local government within 5 days after the need for federal emergency assistance becomes apparent, but no longer than 30 days after the occurrence of the incident (Title 44 of the Code of Federal Regulation (44 CFR) Section 206.35(a)).

Supporting Information Required: All of the supporting information required above and, a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, information describing the state and local efforts, identification of the specific type and extent of federal emergency assistance needed.

Presidential Declaration of a Major Disaster

Purpose: Supports response and recovery activities of the federal, state, and local government and disaster relief organizations. Authorizes implementation of some or all federal recovery programs including public assistance, individual assistance and hazard mitigation.

Deadline: Governor must request federal declaration of a major disaster within 30 days of the occurrence of the incident (44 CFR) Section 206.36(a).

Supporting Information Required: All of the supporting information required above and, a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, and identification of the specific type and extent of federal aid required.

15 - CONTINUITY OF GOVERNMENT

Purpose

A major disaster or an enemy attack could result in great loss of life and property, including the death or injury of key government officials. At the same time, there could be partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government and industry.

In the aftermath of a major disaster, law and order must be preserved and essential government services must be maintained.

To this end, it is particularly essential that local units of government continue to function.

Applicable portions of the California Government Code and the State Constitution (cited in the next paragraphs) provide authority for the continuity and preservation of state and local government.

Responsibilities

Government at all levels is responsible for providing continuous, effective leadership and authority under all aspects of emergency services operations (preparedness, response, recovery, and mitigation). 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.

Preservation of Local Government

Article 15 of the *California Emergency Services Act* (Chapter 7 of Division 1 of 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 relating to health and safety.

Article 15 also outlines procedures to ensure continued functioning of political subdivisions in the event the governing body, including standby officers, is unavailable to serve.

Lines of Succession for Officials Charged with Discharging Emergency Responsibilities

The first step in assuring continuity of government is to have personnel who are authorized and prepared to carry out emergency actions for government in the event of a natural, technological, or national security disaster.

Article 15, Section 8638 of the Emergency Services Act authorizes governing bodies to designate and appoint three standby officers for each member of the governing body.

Article 15, Section 8637 of the Emergency Services Act authorizes political subdivisions to provide for the succession of officers (department heads) having duties related to law and order and/or health and safety.

Article 15, Section 8643 Emergency Services Act describes the duties of a governing body during emergencies as follows:

- Ascertain the damage to the jurisdiction and its personnel and property
- Reconstitute itself and any subdivisions
- Perform functions in preserving law and order and furnishing local service

EXHIBIT 15-1, COUNTY GOVERNMENT LINE OF SUCCESSION

Service/Department	Title/Position
County Managers Office	<ol style="list-style-type: none"> 1. County Manager 2. Assistant County Manager 3. Deputy County Manager (3)
Sheriff's Office	<ol style="list-style-type: none"> 1. Sheriff 2. Undersheriff 3. Assistant Sheriff
Health System	<ol style="list-style-type: none"> 1. Health System Chief 2. Deputy Health System Chief 3. Director of Health Administration
Human Services Agency	<ol style="list-style-type: none"> 1. Director 2. Deputy Director 3. Director of Admin and Automation 4. Director of Economic Self Sufficiency 5. Director of SMC Works

Essential Facilities-Alternate Government Facilities

In the event an alternate location is needed to perform the day-to-day governmental functions, staff will be notified to report to one of several identified governmental facility locations where those functions can be carried out.

Preservation of Vital Records

In San Mateo County, the Clerk's Division and the Recorder's Division are responsible for the preservation of vital 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, land and tax records, license registers, and articles of incorporation.
- Conduct emergency response and recovery operations. Records of this type include utility system maps, locations of emergency supplies and equipment, emergency operations plans and procedures, personnel rosters, etc.
- Re-establish normal governmental functions and protect the rights and interests of government: constitutions and charters, statutes and ordinances, court records, official proceedings and financial records.

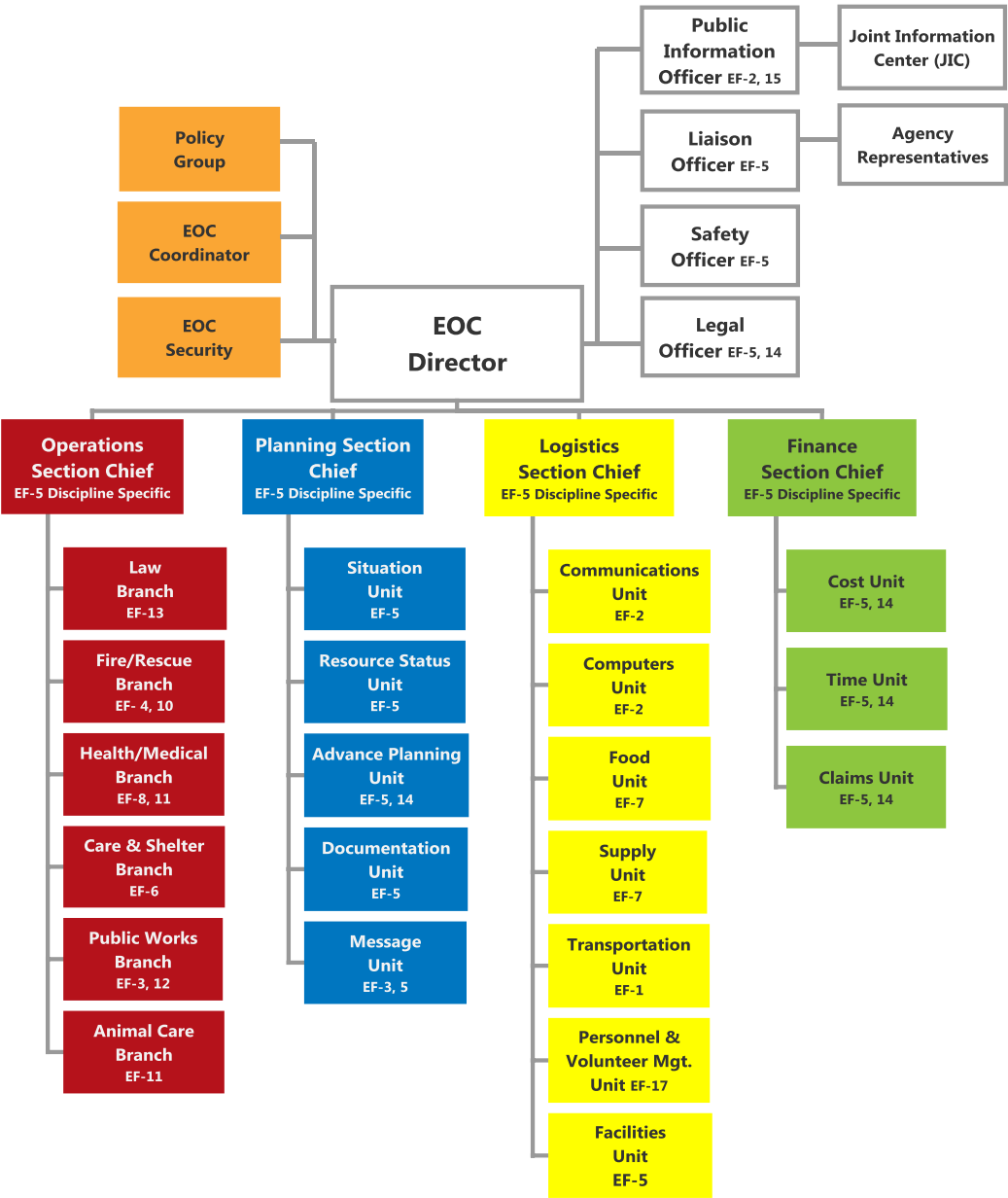
Each department within the county and the cities/towns should identify, maintain and protect its own essential records.

Disaster Service Workers (DSW)

The Disaster Service Worker (DSW) Volunteer Program was created as the result of legislation to provide workers' compensation benefits to registered Disaster Service Worker (DSW) volunteers who are injured while participating in authorized disaster-related activities, including pre-approved training. Disaster service, as defined for the Program, is designed to aid in the response and recovery phases in a disaster or emergency. It does not include the day-to-day emergency response activities typically associated with, for example, law enforcement, fire services or emergency medical services. The Program also provides limited immunity from liability.

- All public employees are included in the disaster service worker status which includes persons employed by any county, city, state agency or public district.
- Any public employees performing duties as a disaster service worker shall be considered to be acting within the scope of disaster service duties while assisting any unit of the organization or performing any act contributing to the protection of life or property or mitigating the affects of an emergency.
- Public employees are assigned disaster service activities by their superiors or by law to assist the agency in carrying out its responsibilities during times of disaster.
- Before accepting the duties of employment, all public employees take and subscribe to the oath or affirmation set forth in the California Constitution, which declares them to be disaster service workers in time of need.
- Most public employees sign the oath or affirmation during the hiring process and it is kept with the employer.
- Public employees acting as disaster service workers get paid only if they have taken and subscribed to the oath or affirmation.
- Public employee disaster service workers for nonprofit organizations and government cannot be held liable for their actions during a disaster while acting within the scope of their responsibilities.
- Claims sustained by public employees while performing disaster services shall be filed as worker compensation claims under the same authorities and guidelines as all employees within their agency.

EMERGENCY OPERATIONS CENTER ORGANIZATION CHART



Emergency Functions (EF)			
EF #1	Transportation	EF #10	Hazardous Materials
EF #2	Communications	EF #11	Food and Agriculture
EF #3	Construction and Engineering	EF #12	Utilities
EF #4	Fire and Rescue	EF #13	Law Enforcement
EF #5	Emergency Management	EF #14	Long-Term Recovery
EF #6	Care and Shelter	EF #15	Public Information
EF #7	Resources	EF #17	Volunteer and Donations Management
EF #8	Public Health and Medical		