



CITY OF COALINGA

The Sunny Side of the Valley

EMERGENCY OPERATIONS PLAN

PART 1: BASE PLAN



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2021



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AUGUST 2021

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PREPARED FOR	PREPARED BY
City of Coalinga Fire Department	The JENNINGS CONSULTING Group San Diego, CA



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1.2 Letter of Promulgation

To: City Officials, Employees and Residents

The preservation of life, property and the environment are inherent responsibilities of local, state, and federal governments. As disasters can occur at any time, the City must provide safeguards that will save lives and minimize property and environmental damage through careful planning, preparedness measures and training. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize losses.

The City's Emergency Operations Plan (EOP) establishes an Emergency Management Organization and assigns functions and tasks consistent with California's Standardize Emergency Management System (SEMS) and the National Incident Management System (NIMS). It provides for the integration and coordination of planning efforts through a whole community approach and authorizes city personnel to perform their duties and tasks before, during, and after an emergency.

The City of Coalinga has prepared this Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) compliant to provide a framework for city-wide response to any emergency. This plan was developed for city departments and local special districts with emergency services responsibilities within the City. The content is based upon guidance approved and provided by the Federal Emergency Management Agency and the California Office of Emergency Services. The intent of the plan is to provide direction on how to respond to an emergency from the onset, through an extended response and into the recovery process.

This EOP establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts for respective staff.

Once adopted, this plan is an extension of the County of Fresno Emergency Response Plan and the California Emergency Plan. It will be reviewed and tested periodically and revised as necessary. This EOP will be reviewed and exercised periodically and revised as necessary to satisfy changing conditions and needs, and/or to meet changing conditions such as lessons learned from an actual disaster or emergency; and/or changes in State/Federal guidance.

This EOP will be reviewed and exercised periodically and revised as necessary to satisfy changing conditions and needs.

This EOP will be submitted to the City Council for review, and, upon their concurrence, officially adopted and promulgated.

This promulgation shall be effective upon its signing and shall remain in effect until amended or rescinded by further promulgation. The promulgation of this EOP further



affirms the City's support for emergency management, and a safe and resilient community.

Marissa Trejo
City Manager



1.3 Approval & Implementation

The City Emergency Operations Plan addresses the City's planned response to extraordinary emergency situations associated with natural or man-made disasters under an all-hazards approach. This plan does not apply to normal day-to-day emergency incidents, or the established departmental procedures used to cope with such emergencies. Instead, this plan focuses on operational concepts that would be implemented in large-scale disasters, which can pose major threats to life, property, and the environment, requiring unusual emergency responses.

This plan accomplishes the following:

- Establishes the Emergency Management Organization required to mitigate any significant emergency or disaster affecting the city.
- Identifies the roles and responsibilities required to protect the health and safety of city residents, public and private property, and the environment, due to natural or human-caused emergency disasters.
- Establishes the operational concepts associated with a field response to emergencies, the City's Emergency Operation Center (EOC) activities and the recovery process.

Upon concurrence of the City Council, the plan will be officially adopted and promulgated. The approval date will be included on the title page and the plan will be distributed to city departments, supporting agencies and community organizations having primary responsibilities with the Emergency Operations Plan, as necessary.

Upon the delegation of authority from the City Manager, specific modifications can be made to this plan without the signature of the City Council. This Emergency Operations Plan and attachments supersede all previous versions of the City's Emergency Operations Plan.



1.4 Plan Concurrence

The following list of signatures documents each City Council Member's concurrence and receipt of the 2021 City Emergency Operations Plan.

Ron Ramsey

Mayor

Date _____

Ray Singleton

Mayor Pro-Tem

Date _____

Adam Adkisson

Councilmember

Date _____

Jose Manny Ramirez

Councilmember

Date _____

James Horn

Councilmember

Date _____



1.5 Record of Changes

Version Number	Date of Change	Change Made By	Date of Approval	Change Approved by	Description of change
1					
2					
3					
4					
5					
6					
7					
8					
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10					



City of Coalinga
Emergency Operations Plan: Base Plan



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2 Purpose, Scope, Situation and Assumptions

2.1 Purpose

The purpose of the City Emergency Operations Plan is to provide the planning basis for a coordinated response to extraordinary emergency situations associated with natural, and human-caused emergencies or disasters within or affecting the City of Coalinga. This plan is the principal guide for the City's response to, management of, and recovery from real or potential emergencies and disasters occurring within its designated geographic boundaries. Specifically, this plan is intended to:

- Outline the methods and procedures used by emergency management personnel to assess emergency situations and take appropriate actions to save lives and reduce injuries, prevent, or minimize damage to public and private property, and protect the environment.
- Identify the components of an Emergency Management Organization and establish associated protocols required to effectively respond to, manage and recover from major emergencies and disasters.
- Develop a whole community approach to emergency management to facilitate a response that is inclusive of the entire community.
- Identify the organizational framework for the overall management and coordination of emergency operations in the city by implementing the National Incident Management System (NIMS) and Standardized Emergency Management System (SEMS).
- Identify the responsibilities of local, state, and federal agencies in the event of an emergency or disaster affecting the city.
- Define the operational concepts and procedures associated with the EOC interface with the field emergency responders.
- Facilitate mutual aid to supplement local resources.
- Facilitate multi-agency and multi-jurisdictional coordination between local government, the private sector, operational area (OA), state, and federal agencies.
- Support the provision for emergency public information, including information on personal protective actions the public can take.
- Serve as an operational plan and reference document, that can be used for pre-emergency planning in addition to emergency operations.
- Use in coordination with applicable local, state, and federal contingency plans.

This EOP is intended to conform to the requirements of the National Incident Management System (NIMS), Standardized Emergency Management System (SEMS), Incident Command System (ICS), and the California State Emergency Plan for managing response to multi-agency and multi-jurisdictional incidents, and to be consistent with federal and state emergency plans and guidance documents.



Allied agencies, special districts, private enterprise, and volunteer organizations that have roles and responsibilities in this plan are encouraged to develop operating protocols and emergency action checklists to support their responsibility to this plan.

Finally, this plan is divided into two parts that contain general and specific information relating to city emergency management operations. Those parts are as follows:

Part 1: Basic Plan. This part provides the structure and organization of the city's emergency management structure, identifies roles and responsibilities, describes the concept of emergency operations, and identifies how the city implements SEMS and NIMS, as established by federal and state emergency management entities.

Part 2: EOC Management and Plan Implementation. This part provides an introduction to EOC operations, processes, considerations, EOC sections and positions, and provides supporting documentation such as job aids and forms to support an EOC activation.

2.2 Scope

The policies, procedures and provision of this plan are applicable to all agencies and individuals, public and private, having responsibilities for emergency preparedness, response, recovery and/or mitigation activities within the City.

This document is not intended to be an overview of the city/jurisdiction Emergency Operations Center functions, procedures, section responsibilities, or positions specific standard operating procedures. These issues are covered more specifically in Part II of this plan.

The plan applies to any extraordinary situation associated with any hazard, natural, or human-caused, which may affect the City as well as situations requiring a planned and coordinated response by multiple agencies or jurisdictions. For emergency planning and operations, the City of Coalinga is a part of the Fresno County Operational Area.

This EOP provides guidance on response to the Coalinga's most likely and demanding emergency conditions. It does not supersede the well-established operational policies and procedures for coping with and responding to day-to-day emergencies involving law enforcement, the fire service, medical aid, transportation services, flood control, or other discipline-specific emergency response systems. It is intended as a supplement and compliment to such systems. This EOP does however place emphasis on those unusual and unique emergency conditions that will require extraordinary response beyond the ability of any one or common set of organizations to respond. Neither does this EOP include detailed response level operating instructions or procedures. Each organization identified in this EOP is responsible for, and expected to develop, implement, and test policies, instructions, and standard operating procedures (SOPs) or checklists that reflect the tactical, operational, strategic, and executive mission spaces and incident



management concepts contained in this EOP. Coordinated response and support roles must be defined by these organizations to facilitate the ability to respond to and manage any given incident.

Incorporating the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans, November 2020, Version 3.0 (draftv0.5), the CalOES Emergency Operations Plan Crosswalk - Local Government, 2020; the Fresno County Operational Area Emergency Response Plan, and the State of California Emergency Plan best practices, this plan is designed to be read, understood and exercised prior to an emergency and establishes the framework for the implementation of the Standardized Emergency Management System and National Incident Management System for the City.

This plan will be used in coordination with the State Emergency Plan and the National Response Framework.

2.3 Authorities

The following local, state and federal legal authorities guide emergency activity in the City of Coalinga

City of Coalinga

- Coalinga, California Municipal Code, Title 4 (Public Safety), Chapter 2 (Emergency Preparedness)

https://library.municode.com/ca/coalinga/codes/code_of_ordinances?nodeId=CD_ORD_TIT4PUSA_CH2EMPR

Fresno County

- Fresno County Ordinance Code (Title 2, Chapter 2.44 Emergency Organization).
- Fresno County Board of Supervisors Resolution Establishing the Fresno County Operational Area and the County-wide Standardized Emergency Management System (November 1995).

State of California

- California Disaster Assistance Act (California Government Code, Chapter 7.5 of Division 1 of Title 2, Section 8680-8690.7)
- California Disaster and Civil Defense Master Mutual Aid Agreement, November 15, 1950
- California Emergency Services Act (California Government Code, Chapter 7 of Division 1 of Title 2, Section 8550-8668)
- Emergency Management Assistance Compact (2005)(179-179.9)



- Governor of the State of California, Executive Order S-2-05, February 8, 2005
- Standardized Emergency Management System (SEMS) Regulations (Title 19, Title 2, California Code of Regulations, Section 2400-2450)
- Medical Health Operational Area Coordinator (MHOAC) Health & Safety Code Division 2.5, Article 4, Section 1797.153

Federal

- Federal Civil Defense Act of 1950 (Public Law, as amended)
- Homeland Security Presidential Directive 5, 2005, National Incident Management System
- Presidential Policy Directive 8 March 30, 2011, National Preparedness
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended)
- Title 44, Code of Federal Regulations
- U.S. Army Corps of Engineers Flood Fighting (Public Law 84-99)

The elected representatives of Coalinga perform legally prescribed roles established under the State Constitution, legislature-passed statutes, the City Charter and local ordinances. In their elected capacity, these officials set public policy, determine the present and future needs of the City and establish a budget to finance government programs.

Details regarding Emergency Proclamations is detailed in section 3.1.3 of this plan.

Additional information regarding the role of Elected Officials is detailed in section 4.1 of this EOP.

2.3 Situation

Nestled in the Pleasant Valley at the eastern edge of California's Coastal Mountain Range, surrounded by hills and ranches, Coalinga is 10 miles west of I-5 and 60 miles southwest of the City of Fresno. Coalinga is a full-service city that provides a wide range of services to approximately 18,000 citizens. Coalinga has an excellent school system, regional medical center, parks and recreation district, a 2-year community college.

The City of Coalinga has identified natural and manmade positional hazards which could result in emergencies or catastrophic disasters in or near the City of Coalinga. This EOP was developed using an all-hazards planning approach and leverages the specific hazard and vulnerability findings that are identified in the Fresno County Multi-Hazard Mitigation Plan (2018), which include, but are not limited to:

- Earthquake
- Wildfire
- Flooding



- Dam/Levee Failure
- Severe Weather
- Pandemic
- Drought
- Windstorm
- HazMat Incident

More detailed information regarding the hazards to the County and the City can be found in the current Fresno County Multi-Hazards Mitigation Plan (2017-18)¹.

2.4 Planning Assumptions

The following are assumptions used during the development of this plan. These assumptions translate into basic principles for conducting emergency management operations in preparation for, response to and recovery from major emergencies.

- Emergencies or disasters may occur at any time, day, or night, in populated and remote areas of the City.
- Major emergencies and disasters will require a multi-agency, multi-jurisdictional response. Therefore, it is essential that NIMS, SEMS, and ICS are implemented immediately by responding agencies, and expanded as the situation dictates.
- Large-scale emergencies and disaster may overburden local resources and require the need for mutual aid from neighboring jurisdictions.
- Large-scale emergencies and disasters and the complex organizational structure required to respond to them pose significant challenges in terms of warning and notification, logistics, and agency coordination.
- The City is primarily responsible for emergency actions within city boundaries and will commit all available resources to save lives, minimize injury to persons, protect the environment and minimize property damage.
- Major emergencies and disasters may generate widespread media and public interest; information provided to the public needs to be accurate and timely. Additionally, the media must be considered an ally in largescale emergencies and disasters; it can provide considerable assistance in emergency public information and warning.
- Large-scale emergencies and disaster may pose serious long-term threats to public health, property, the environment, and the local economy. While

¹ The Fresno County Multi-Hazard Mitigation Plan (LHMP) is a multi-jurisdictional plan that geographically covers everything within Fresno County's jurisdictional boundaries. In 2017-2018, 17 jurisdictions including Coalinga participated in developing the plan. The primary purpose of the LHMP is to update is to reduce or eliminate long-term risk to people and property from natural hazards and their effects on the Fresno County, California planning area.



responding to significant disasters and emergencies, all strategic decisions must consider each of these threats.

- Disasters and emergencies may require an extended commitment of personnel and other resources from involved agencies and jurisdictions.
- The Emergency Management Organization is familiar with this plan, supporting documentation, and NIMS, SEMS, and ICS.

It is the City's intent to fulfill the policies describe here, within the capabilities and resources available at the time of an emergency or disaster.

This plan uses the whole community concept where residents, emergency management representatives, organizational and community leaders, and government officials can understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their resources, capabilities, and interest. Engaging in the whole community emergency management planning process, builds a more effective path to societal security and resilience. This plan supports the following whole community principles:

- Understand and meet the needs of the entire community, including people with disabilities and those with other access and functional needs.
- Engage and empower all parts of the community to assist in all phases of the disaster cycle.
- Strengthen what works well in communities on a daily basis.

In keeping with the whole community approach, this plan was developed with representation from city departments and various other stakeholders. The effectiveness of the emergency response is largely based on the preparedness and resiliency of the community.

Community Resiliency Consists of Three Key Factors:

1. The ability of first responder agencies (e.g., fire, law etc.) to divert from their day-to-day operations to the emergency disaster effectively and efficiently.
2. The strength of the emergency management system and organization with the region, to include Emergency Operations Centers (EOCs), mass notification systems and communication systems.
3. The preparedness of the region's citizens, businesses, and community organizations.

By focusing on enhancing all three of these components, the City is improving not only the city's resiliency to emergency disaster, but also the regions.





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3 Concept of Operations

3.1 Response

During a major emergency response, the City of Coalinga is a part of the Fresno County Operational Area and will work in coordination with numerous governmental, non-governmental, and private organizations. To enable a multi-faceted operation, the City



follows a specific response structure that designates the way local, county, and state-level entities coordinate and communicate during emergency response operations.

This Concept of Operations provides guidance to City decision makers and plan users regarding the sequence and scope of actions to be taken during a citywide emergency response.

The response phase concept of operations the City practices can be summarized in six key elements: (1) goals, priorities, and strategies; (2) plan activation; (3) proclaiming an emergency; (4) presidential declarations; (5) emergency management response levels; and (6) the sequence of events during disasters.

3.1.1 Goals, Priorities and Strategies

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

- 1 Mitigate Hazards
- 2 Meet basic human needs
- 3 Address needs of People with Access and Functional Needs
- 4 Restore essential services
- 5 Support community and economic recovery

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

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

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

- **Mitigate hazards** –As soon as practical during the disaster response; suppress, reduce, or eliminate hazards/risks to people, property, and the environment to lessen their actual or potential effects/consequences.
- **Meet basic human needs** –All possible efforts must be made to supply resources to meet basic human needs, including food, water, accessible shelter, medical treatment, and security during an emergency.



- **Address needs of individuals with disabilities or access and functional needs** – People with access and functional needs are more vulnerable to harm during and after an emergency. The needs of these individuals must be considered and addressed.
- **Restore essential services** –Power, water, sanitation, accessible transportation, and other essential services must be restored as quickly as possible to assist communities in returning to normal daily activities.
- **Support Community and Economic Recovery** –All members of the community must collaborate to ensure recovery operations are conducted efficiently, effectively, and equitably. Promoting expeditious recovery of the affected areas.

3.1.2 Plan Activation

The City EOP may be activated by the City Manager, the City of Coalinga Fire Chief, or designated alternates who then functions as the Emergency Director for the City of Coalinga and is authorized to activate the City of Coalinga Emergency Operations Center (EOC.)

The EOP may be activated under any of the following circumstances:

- By order of the City Manager as designated by the City Municipal Code or as needed on the authority of the City Manager or designee based on incident complexity.
- Upon proclamation by the Governor that a State of Emergency exists.
- Automatically on the proclamation of a State of War Emergency.
- Upon declaration by the President, of the existence of a National Emergency.
- Automatically, on receipt of an attack warning or actual attack on the United States, or upon occurrence of a catastrophic disaster that requires immediate government response.

3.1.3 Proclaiming an Emergency

The California Emergency Services Act provides for three types of emergency proclamations in California: (1) Local Emergency, (2) State of Emergency, (3) State of War Emergency.

Emergency proclamations expand the emergency powers and authorities of the State and its political subdivisions. They also provide a mechanism for unaffected jurisdictions to provide resources and assistance to affected jurisdictions. Although emergency proclamations facilitate the flow of resources and support to the affected jurisdiction



and local government, they are not a prerequisite to providing mutual aid and assistance under existing agreements or requesting assistance from agencies such as the American Red Cross, Fresno County, or the State of California.

Local Emergency Proclamations:

In the case of the existence or likely existence of an emergency that threatens the people, property, or environment of the city; and the condition is beyond the capability of the city to control effectively; the City Manager can proclaim a Local Emergency.

A Local Emergency may be proclaimed to exist due to a specific situation, such as fire, flood storm, pandemic, drought, sudden and severe energy shortage, or other condition.

If assistance will be requested through the California Disaster Assistance Act (CDAA), a Local Emergency may be recommended by the City Manager as specified by the Municipal Code and issued within 10 days after the actual occurrence of a disaster.

A Local Emergency proclamation must be ratified by the City Council within 7 days.

The governing body must review the need to continue the proclamation at least every 30 days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant.

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

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

When the City proclaims a Local Emergency, it will:

- Notify the Fresno County Office of Emergency Services Duty Officer



- Notify the Disaster Management Area Coordinator (DMAC)

Proclamation of a State Emergency:

The Governor proclaims a State of Emergency based on the formal request from the City Council and the recommendation of the California Office of Emergency Services. If conditions and time warrant, the Governor drafts and signs a formal State of Emergency Proclamation. The Governor has expanded emergency powers during a proclaimed State of Emergency. The Governor:

- Has the right to exercise police power as deemed necessary, vested in the State Constitution and the laws of California within the designated area
- Is vested with the power to use and commandeer public and private property and personnel, to ensure all resources within California are available and dedicated to the emergency when requested
- Can direct all state agencies to utilize and employ personnel, equipment, and facilities for the performance of any and all activities designed to prevent or alleviate the actual and threatened damage due to the emergency. Can also direct them to provide supplemental services and equipment to political subdivisions to restore any service to provide for the health and safety of the residents of the affected area.
- May make, amend, or rescind orders and regulations during an emergency and temporarily suspend any non-safety-related statutes, ordinances, regulations, or rules that impose restrictions on emergency response activities.

Proclamation of a State of War Emergency

In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked by an enemy of the United States, or upon receiving a warning from the federal government indicating that such an enemy attack is probable or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.

3.1.4 Presidential Declarations

When it is clear that State capabilities will be exceeded, the Governor can request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the President to provide financial and other assistance to state and local government, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following Presidential Emergency or Major Disaster declarations.

Declaration of Emergency or Major Disaster: The President of the United States can declare an Emergency or Major Disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (41 USC §5121 et seq.). This also allows the president to



provide federal government resources to support the States' response and recovery activities. While Presidential Declarations under the Stafford Act release federal resources and funding to support response and recovery, federal agencies may also provide assistance under other authorities or agreements that do not require a Presidential Declaration.

3.1.5 Emergency Management Response Levels

The City Emergency Operations Plan will be activated when an emergency occurs or threatens to exceed normal day to day capabilities to adequately respond to and mitigate an incident(s). The scope (severity, complexity) of an emergency, rather than the type, will largely determine whether the Emergency Operations Plan and Emergency Operations Center will be activated, and to what level. When needed, the EOC may be activated to provide leadership, support, and coordination during an emergency. Activation of the facility will occur at one of the following "levels" which are consistent with the activation levels at both the County of Fresno and the State of California and are detailed in the table below defines those levels²:

Level 1 Activation – Major/Catastrophic

Level 2 Activation –Imminent or otherwise less than severe or catastrophic.

Level 3 Activation – Monitoring/Minimum staffing

Activation Level	Detail	Event or Situation	Minimum Staffing
Three	Level Three is a minimum activation. This level may be used for situations which initially only require a few people or monitoring of a situation.	<ul style="list-style-type: none"> • Events with potential impacts on the health & safety of the public and/or environment • Weather Alerts • Incident involving 2+ City departments • Low risk planned event • Wind or rainstorm • Power outage and Stage 1 & 2 emergencies 	<ol style="list-style-type: none"> 1. EOC Director 2. Other Designees (Such as Section Coordinators,)
Two	Level Two activation is normally achieved as an increase from Level Three or a decrease from Level One. This activation level	<ul style="list-style-type: none"> • Two or more large incidents involving 2 or more departments • Major wind or rain • Major scheduled event 	<ol style="list-style-type: none"> 1. EOC Director 2. Section Coordinators 3. Branches & Units as appropriate

² Activation Levels are more detailed in Part II of the EOP.



Activation Level	Detail	Event or Situation	Minimum Staffing
	is used for emergencies or planned events that would require more than a minimum staff but would not call for a full activation/staffing	<ul style="list-style-type: none"> Large scale power outage and Stage 3 power emergencies Hazardous Material Incident involving large scale or possible large-scale evacuations 	4. Liaison/Agency Representatives as appropriate 5. Public Information Officer
One	Level One activation involves a complete & full activation of all organizational elements & staffing. Level One would be the initial activation for any major emergency requiring acute State help.	<ul style="list-style-type: none"> Major County/City or Regional emergency, multiple departments with heavy resource involvement 	1. All EOC as appropriate

TABLE 1: EOC ACTIVATION LEVELS

3.1.6 Sequence of Events

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

3.1.6.1 Before Impact

Before an emergency ever occurs, the City is committed to conducting preparedness activities that include developing plans, training personnel, conducting emergency exercises, educating the public, and arranging to have necessary resources available.

To remain ready to respond, the City will keep their emergency communications systems, warning systems and the Emergency Operations Center ready at all times.

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



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

- Briefing government officials
- Reviewing plans and procedures
- Preparing and disseminating information to the community
- Updating resource lists
- Testing systems such as warning and communications systems
- Activating Emergency Operations Centers, even if precautionary

Pre-Impact: When a disaster is foreseen as highly likely, action is taken to save lives, protect property and the environment. During this phase, warning systems are activated, resources are mobilized, and evacuation begins.

Proclaiming and Emergency: In the case of the existence or threatened existence of an emergency that threatens the people, property, or environment of the City, and the condition is beyond the capability of the city to control effectively, the City Council, or the City Manager if the Council is not in session, can proclaim a local emergency.

3.1.6.2 Immediate Impact

During this phase, emphasis is placed on control of the situation, savings lives and minimizing the effect of the disaster.

Below is a list of actions to be taken:

Alert and Notification: Local response agencies are alerted about an incident by the public through 911, another response agency, or other method. First responders are then notified of the incident. Upon an alert, response agencies notify response personnel.

Resource Mobilization: Response agencies activate personnel and mobilize to support the incident response. As the event escalates and expands, additional resources are activated and mobilized to support the response. Activation and mobilization continue for the duration of the emergency, as additional resources are needed to support the response. This includes resources within the Fresno Operational Area or, when resources are exhausted, from surrounding unaffected jurisdictions.

Incident Response: Immediate response is accomplished within the City by local responders. First responders arrive at the incident and function within their established field level plans and procedures. The responding agencies will manage all incidents in accordance with the Incident Command System organizational structures, doctrine, and procedures.



Establishing Incident Command: Incident Command is established to direct, order, and/or control resources by virtue of some explicit legal agency or delegated authority at the field level. Initial actions are coordinated through the on-scene Incident Commander. The Incident Commander develops an initial Incident Action Plan, which sets priorities for the incident, assigns resources, and includes a common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified Incident Command Post to facilitate multijurisdictional and multiagency policy decisions. The Incident Commander may implement an Area Command to oversee multiple incidents that are handled by separate Incident Command System organizations or to oversee the management of a large or evolving incident that multiple incident management teams engaged.

Activation of the Multiagency Coordination System: Responding agencies will coordinate and support emergency management and incident response objectives through the development and use of integrated Multiagency Coordination Systems (MACS) and Multiagency Coordination System Groups (MAC Groups). This includes developing and maintaining connectivity capability between the Incident Command Post, Local 911 Centers, Local Emergency Operations Centers, Regional Emergency Operations Centers, the State Emergency Operations Center, the Federal Emergency Operations Center, and National Response Framework organizational elements.

Local Emergency Operations Center Activation: Local jurisdictions activate their local Emergency Operations Center based on the magnitude or need for more coordinated management of the emergency. When activated, local EOCs help form a common operating picture of the incident by collecting, analyzing, and disseminating emergency information. The local Emergency Operations Center can also improve the effectiveness of the response by reducing the amount of external coordination of resources by the Incident Commander by providing a single point of contact to support multiagency coordination. When activated the local Emergency Operations Center notifies the Operational Area that the local Emergency Operations Center has been activated.

Communications between field and the Emergency Operations Center: When a jurisdiction's Emergency Operation Center is activated, communications and coordination are established between the Incident Commander and the Department Operations Center(s) to the Emergency Operations Center, or between the Incident Commander and the Emergency Operations Center.

Operational Area Emergency Operations Center Activation: If one or more local EOCs are activated, or if the event requires resources outside the affected jurisdiction, the Operational Area Emergency Operations Center activates. The Operational Area Emergency Operations Center also activates if a Local Emergency is proclaimed by the affected local government. The Operational Area Emergency Operations Center then coordinates resource requests from the affected jurisdiction to an unaffected jurisdiction, or if resources are not available within the Operational Area, forwards the



resource request to the Regional Emergency Operations Center and mutual aid coordinators.

Regional Emergency Operations Center Activation: Whenever an Operational Area Emergency Operations Center is activated the California Office of Emergency Services Regional Administrator will activate the Regional Emergency Operations Center within the affected region and notifies the California Office of Emergency Services Headquarters. The Regional Emergency Operations Center will then coordinate resource requests from the affected Operational Area to unaffected Operational Areas within the affected region, or, if resources are not available within the affected region, resource requests are forwarded to the State Operations Center for coordination.

State Level Field Teams: The State may deploy Field Teams (Emergency Services Regional Staff) to provide situation reports on the disaster to the Regional Emergency Operations Center in coordination with responsible Unified Command.

State Operations Center Activation: The State Operations Center is activated when the Regional Emergency Operations Center activates to:

- Continuously monitor the situation and provide situation reports to brief state officials as appropriate
- Process resource request between the affected regions, unaffected regions, and state agency Department Operation Centers
- Process requests for deferral assistance and coordinate with Federal Incident Management Assistance Teams when established
- Coordinate interstate resource request as part of the Emergency Management Assistance Compact or Interstate Disaster and Civil Defense Compact
- The State Operations Center may also be activated independently of a Regional Emergency Operations Center to continuously monitor emergency conditions

Joint Information Center Activation: Where multiple agencies are providing public information, the lead agencies will work together to analyze the information available and provide a consistent message to the public and the media. Where practical, the agencies will activate a Joint Information Center to facilitate the dissemination of consistent information.

State Department Operations Center Activation: Each state agency may activate a Department Operations Center to manage information and resources assigned to the incident. If a Department Operations Center is activated, an agency representative or liaison may deploy to facilitate information flow between the two facilities.

Federal Emergency Management Agency Regional Response Coordination Center Activation: The Federal Emergency Management Agency Regional Response Coordination Center may deploy a liaison or Incident Management Assistance Team to the State Operations Center to monitor the situation and provide situational awareness to federal officials.



3.1.6.3 Sustained Operations

As the emergency continues, further emergency assistance is provided to individuals impacted by the disaster and efforts are made to reduce the likelihood of secondary damage. If the situation demands, mutual aid is provided, as well as activities such as search and rescue, shelter and care, and identification of victims.

3.1.6.4 Transition to Recovery

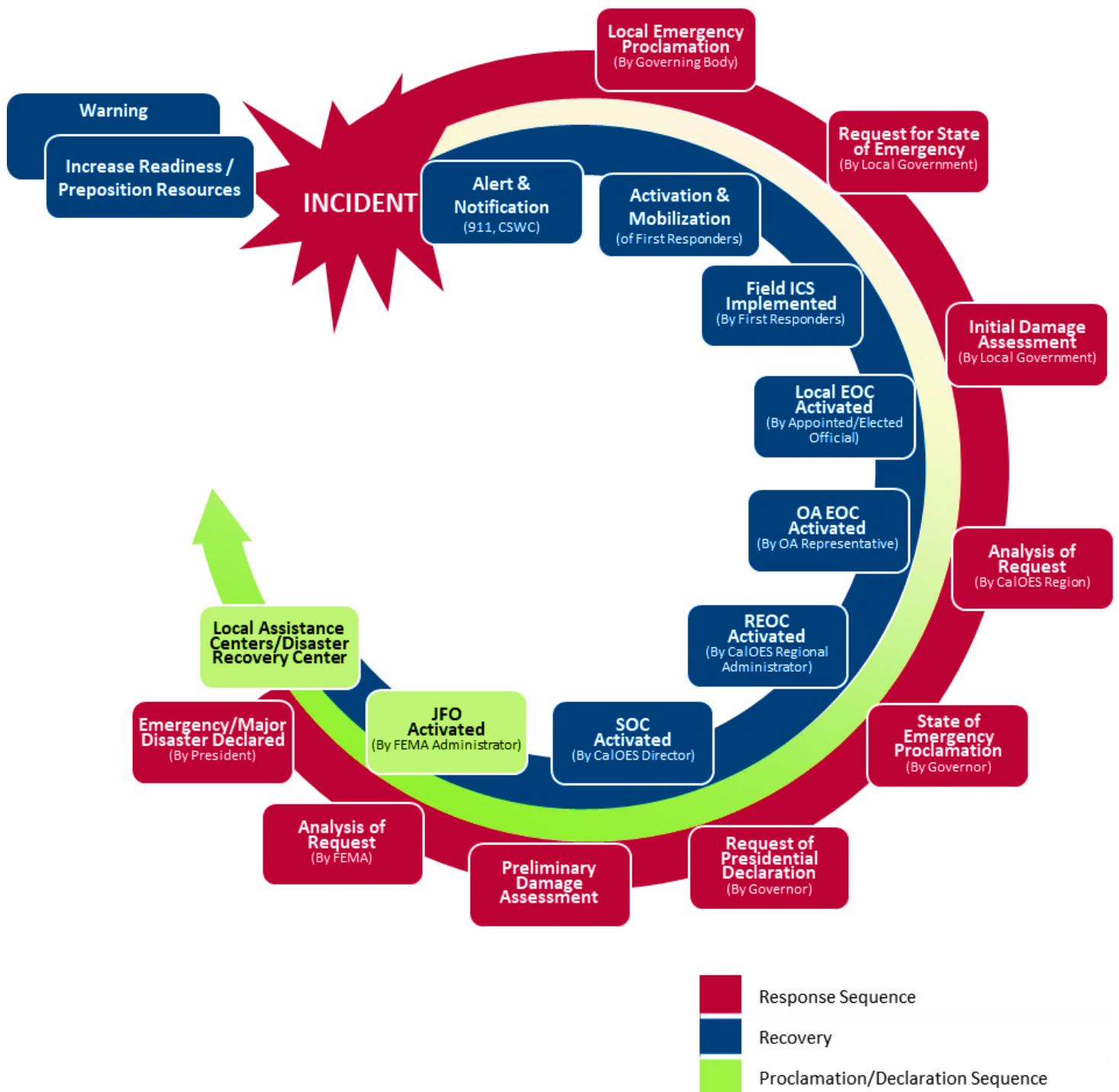
As the initial and sustained operational priorities are met, emergency management officials consider the recovery phase needs. Short-term recovery activities include returning vital life-support systems to minimum operating standards. Long-term activity is designed to return to normal activities. Recovery planning should include reviews of ways to avert or mitigate future emergencies. During the recovery phase, damage is assessed, local assistance centers and disaster recovery centers are opened, and hazard mitigation surveys are performed.

Local Assistance Centers: Local Assistance Centers (LAC) are opened by local governments to assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency. The LAC is staffed and supported by local, state, and federal agencies, as warranted, as well as nonprofit and voluntary organizations. The LAC provides a venue at which individuals, families, and businesses can access available disaster assistance programs and services. The LACs need to be physically accessible, and information needs to be provided in accessible formats for all community members. If federal resources are authorized, a state-federal Disaster Recovery Center (DRC) may be co-located with the LACs.

Joint Field Office: The state coordinates with FEMA as necessary to activate a JFO to coordinate federal support for the emergency. The state will appoint a State Coordinating Officer (SCO) to serve as the state point of contact. A Federal Coordinating Officer (FCO) is appointed upon a Presidential Declaration of an Emergency or Major Disaster.

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

The sequence of activities occurring for the emergency response and proclamation process is illustrated in **Figure 1 – Response Phase Sequence of Events**.





3.2 Recovery

In the aftermath of a disaster, many citizens will have specific needs that must be met before they can pick up the thread of their pre-disaster lives. Typically, there will be a need for such services as these:

- (1) Assessment of the extent and severity of damages to public and private property.
- (2) Restoration of services generally available in communities - water, food, medical assistance, utilities, and lifelines.
- (3) Repair of damaged homes, buildings, and infrastructure.
- (4) Professional counseling due to mental anguish and inability to cope.

Local governments can help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them. Recovery occurs in two phases: short-term and long-term.

3.2.1 Short-Term

Short-term recovery operations begin during the response phase of the emergency. Although referred to as "short-term" recovery, these activities may last for weeks. Short-term recovery includes actions required to:

- Stabilize the situation.
- Restore services (electricity, water, and sanitary systems)
- Implement critical infrastructure recovery plans to maintain operations during emergencies and the recovery phase.
- Commence the planning for the restoration of the community, including economic functions.
- Address debris that poses a threat to public health and safety.

For federally declared disasters, Disaster Assistance Centers may be established by the Federal Emergency Management Agency (FEMA) to assist disaster victims and businesses in applying for grants, loans, and other benefits. In coordination with the American Red Cross, the City may provide sheltering for disaster victims until housing can be arranged.

3.2.2 Long-Term

Long-term recovery continues the short-term recovery actions focusing on community

FIGURE 1: RESPONSE PHASE SEQUENCE OF EVENTS

restoration. Long-term recovery may continue for several months or years depending



on the severity and extent of the damage sustained. These activities include those necessary to restore a community to a state of normalcy, given the inevitable changes that result from a major disaster. Long-term recovery activities require significant planning to maximize opportunities and mitigate risks after a major incident and may include the following:

- Reconstruction of facilities and infrastructure including the technology systems and services necessary for restoration of all operations functions.
- Community planning including the development of long-term housing plans.
- Implementation of waivers, zoning changes, and other land-use legislation to promote recovery.
- Assistance to displaced families, which may include financial support as well as social and health services.
- Restoration of the local economic system.
- Integration of mitigation strategies into recovery efforts.
- Documentation of eligible disaster-related costs for reimbursement through state and federal grant programs.

3.3 Continuity

Continuity of Operations and Government: A critical component of the city emergency management strategy involves ensuring that government operations will continue during and after a major emergency or disaster. The ability to maintain essential government functions, including the continuity of lawfully constituted authority is a responsibility that must be provided for to the greatest extent possible.

A major disaster could result in great loss of life and property, including the death or injury of key government officials, the partial or complete destruction of established seats of government and/or the destruction of public and private records essential to continue operations of government and industry.

In the aftermath of a major disaster, during the reconstruction period, law and order must be preserved and, so far as possible, government services must be maintained. To this end, it is essential that local government units continue to function.

The following portions of the California Government Code and the State Constitution provide authority for the continuity and preservation of State and local government:

- Continuity of Government in California (Article IV, Section 21 of the State Constitution)
- Preservation of Local Government (Article 15 of the California Emergency Services Act)
- Temporary Seat of State Government (Section 450, Title 1, Division 3, Chapter 1 of the Government Code)



Key authorities include Sections 8635 through 8643 of the Government Code:

- Furnish a means by which the continued functioning of political subdivisions can be assured by providing for the preservation and continuation of (City and County) government in the event of an enemy attack, or in the event a State of Emergency or Local Emergency is a matter of statewide concern.
- Authorize political subdivisions are to provide for the succession of officers (department heads) having duties related to law and order and/or health and safety.
- Authorize governing bodies are to designate and appoint three standby officers for each member of a governing body and for the Chief Executive, if not a member of the governing body. Standby officers may be residents or officers of a political subdivision, other than that to which they are appointed. Standby officers take the same oath as regular officers and are designated numbers 1, 2 and 3.
- Authorize standby officers are to report ready for duty in the event of a State of War Emergency, State of Emergency or Local Emergency at the place previously designated.
- Authorize local governing bodies are to convene as soon as possible when a State of War Emergency, State of Emergency or Local Emergency exists, and at a place not within the political subdivision.



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4 Organization and Assignment of Responsibilities

4.1 Use of SEMS, NIMS, and ICS

For the City of Coalinga, this base plan establishes the operational organization that is relied on to respond to an emergency. The City uses the Standardized Emergency Management System (SEMS), The National Incident Management System (NIMS), and the Incident Command System (ICS), to be consistent with the National Response Framework concepts and to be coordinated with other jurisdictional partners within Fresno County.

The following sections list out the city's organization structure as well as departmental roles and responsibilities during an Emergency Operations Center (EOC) activation.

Additionally, it details out the role that Disaster Management Area Coordinators (DMACs) have during an emergency.

4.2 Role of Elected Official

All disasters are locally driven events, and it is the local official's role to provide leadership and policy guidance to their jurisdiction before, during, and after a disaster. It is important for local elected officials to engage in preparedness efforts, which are ongoing and involve activities undertaken to prepare for disasters and emergencies, as well as to facilitate future response and recovery efforts.

During an emergency the members of Coalinga's City Council will be expected to:

- Approve Emergency Proclamations
- Establish Emergency Orders for the City
- Maintain communication and contact with the public
- Work jointly with the City's Public Information Officer(s) to conduct media interviews, as needed
- Work within SEMS/NIMS structure when requesting information about the emergency incident

Elected Officials Role During an Emergency Disaster: The primary role of an elected official during a disaster is that of support. As the disaster is occurring and the immediate response is underway, elected officials best serve citizens by empowering and allowing first responders and EOC staff the freedom to manage the incident as they have been trained to do. Elected officials should allow them time to stabilize the situation before attempting to step in as a decision maker. Elected officials' role as decision maker will come, but the primary goal of addressing a disaster as it is



happening is to stabilize the situation quickly and efficiently – first responders and City EOC staff will do this. To help in this goal, elected official's role consists of:

- Support and work with emergency management officials, as needed. This may include facilitating communication with and obtaining assistance from other agencies, declaring a local state of emergency, and issuing emergency orders such as imposing curfews etc.
- Communicate quickly, clearly, and effectively to constituents and work with partners to ensure a coordinated message.
- Get accurate information out early and often, and ensure all messaging is accessible.
- Maintain situational awareness regarding the disaster by staying informed.
- Provide direction for response-related activities, when appropriate.
- Trust and empower emergency management staff to make the right decisions.
- Serve citizens by allowing First Responders and EOC staff to manage the incident as they are trained to do. The active participation of Elected Officials in planning / training before a disaster and leadership during the recovery period is where they will have the greatest impact and be of most value.
- Use an EOC Liaison to help stay informed during the incident.

Elected Officials Role Following an Emergency Disaster: The primary role of an elected official after a disaster is that of leadership. Once the first responders and EOC staff have stabilized the situation, elected officials become crucial to the recovery process. A community is built on law and order, and this stems from City Code, Zoning Regulations, Building Code, Police Enforcement, and much more. Just because a disaster occurs does not mean these regulations are null and void. On the contrary, they are crucial to make sure the community is built back right. For a city to truly recover, diligent and firm adherence to the City's Codes and Regulations must be adhered to. To help in accomplishing this goal, elected officials can:

- Understand the disaster assistance programs available and application process for State and the Federal Disaster Declarations.
- Support the community throughout the recovery – it can be a long process and may take multiple years.
- Help identify opportunities to rebuild and mitigate future damage through planning and smart infrastructure investments.
- Ask questions – the recovery process and programs can be complex.
- Ensure all Codes and Regulations are enforced during the recovery process.

4.3 Role of City Departments



In the event of an EOC activation, each city department is responsible to support emergency response and recovery objectives and taking the lead regarding the emergency function to which they have been assigned. The departments also provide representatives to the EOC to coordinate people, resources, and information to manage an incident that occurs in the city, and to communicate emergency efforts between departments and/or jurisdictions.

Designated department representatives are trained in emergency management and response operations. In addition, these representatives have assigned successors to support EOC staff in the event of extended operations. The sections below outline the designated responsibilities for each of the city departments. Details for department staff roles and responsibilities in the EOC are defined in the EOC position job aids included in part two of this plan.

City Manager's Office. The executive staff members of the City Manager's Office are responsible for policy level decisions related to the management of the incident. The office will provide representatives to assist in the EOC, and provide liaison assistance to the operational area, if activated. The City Manager, or designee (e.g., Assistant City Manager, City's Emergency Manager), will serve as the EOC Manager/Director overseeing the direction and policy guidance of all EOC operations. Policy level decisions are related to formation of policies/procedures, authorization of expenditures, support of local emergency management operations with additional staff, resources, etc., as well as other operations as appropriate. The City Manager's Office will also utilize the Public Information Officer (PIO) to staff the position of EOC PIO to support the collection, verification, and dissemination of emergency related information to the public and the media.

Community Development Department. The Community Development Department is responsible for providing support on public infrastructure evaluation/damage assessment, providing GIS support upon request, identifying possible shelter locations (ensuring the structural safety of the buildings), providing staff to the EOC, and administering evaluations and permits in the recovery process. Department representatives from Community Development lead the Planning Section and may serve in a variety of EOC sections and branches, depending on the needs of the incident.

Economic Development. The Economic Development Department serves in the Recovery Coordination Group following the response phase of a disaster event as the city moves into the recovery phase. Economic Development supports redevelopment and recovery strategies for the city using current economic development strategies.

Finance Department. The Finance Department is responsible for overseeing all expenditures related to emergency management and response operations, including tracking and documentation necessary for recovery reimbursement purposes including personnel time tracking during emergency operations. Finance will provide department



representatives to staff the Finance Section in the EOC. Department representatives will utilize established procedures and protocols for expense tracking and documentation but may also develop additional procedures as necessary to fit the needs of emergency operations. Finance will also provide staffing to the Procurement Unit in the Logistics Section in the EOC utilizing established procedures and protocols for purchasing but may develop procedures as necessary to support emergency operations.

Fire Department. The Fire Department is responsible for the management of fire operations within the city during emergency response efforts. This includes the immediate first responder effort to manage any fires, as well as the management of a safe scene, recognition of potential hazardous materials, public safety on scene, and many other responsibilities. The Fire Department will coordinate all response efforts and serve as the main coordination point when requesting fire response or emergency medical service (EMS) assistance from neighboring jurisdictions.

Fire services also include the provision of Emergency Medical Services (EMS), providing life-saving medical care. Fire EMS personnel will work in coordination with private EMS providers to meet the needs of the incident in the event that Fire EMS is overwhelmed. A Fire Department representative will be appointed to serve in the Fire Branch of the Operations Section in the EOC.

Human Resources Department. The City Human Resources Department is responsible for managing all efforts associated with city personnel and volunteers. As emergency resources, city personnel and volunteers may be assigned to positions in the EOC or in the field to support city emergency management and response operations. Department representatives will staff the Personnel Branch of the EOC, addressing issues such as workers compensation, disaster service worker (DSW) agreements, volunteer management, and other various tasks as determined appropriate. In addition, the risk management personnel within Human Resources are responsible for providing a representative to staff the Safety Officer position within the EOC.

Information Technology Department. The Information Technology (IT) Department is responsible for ensuring the operation of the city's critical IT infrastructure during an emergency and providing technical support to the EOC when activated. IT will staff the Communications Unit in the EOC, and will provide support to GIS, mapping, and any other technical resources. IT will provide representatives to the EOC when activated.

Parks & Recreation Department. The Parks & Recreation Department is responsible for supporting mass care operations, including the implementation of shelter operations in the city. Mass care and shelter operations include the mobilization and deployment of department personnel and resources (in coordination with the operational area) and receiving and registering volunteer resources during emergencies. The Parks & Recreation Department will provide staff to manage the shelter facilities and may request additional assistance from the American Red Cross (ARC), if necessary. Parks & Recreation department personnel are also responsible for reporting damage



assessment information related to park facilities, working within their departmental reporting structure. The Parks & Recreation department will appoint department representatives to the city EOC to assist in the coordination of department operations. In addition, the department also serves in a primary role for the provision of services for people with access and functional needs (AFN) during an emergency.

Police Department. The Police Department is responsible for law enforcement operations and terrorism prevention within the city. Police officers will respond to the immediate threats and dangers associated with any emergencies in the city. The Police Department will support emergency operations including, but not limited to prevention of threats, protection of population, evacuation, and damage assessment. A Police Department representative will be appointed to serve in the Law Branch of the Operations Section in the EOC.

Public Works Department. The Public Works Department serves in a variety of roles to support emergency management and response operations. Responsibilities for Public Works include, but are not limited to, damage assessment, critical infrastructure restoration, support for debris management, transportation, evacuation, and general logistics operations. Public Works is also responsible for providing flood gate management services for designated areas within the city. Department representatives will be appointed to the EOC to serve in both the Operations and Logistics Sections. In addition, Public Works will assist emergency operations by deploying personnel into the incident area to assess damage, manage flood gates (if necessary), and begin emergency restoration efforts. These operations will be coordinated through their Department Operations Center (DOC), which will communicate and coordinate with the EOC.

Utilities Department. The Utilities Department is responsible for the management of flood response operations, mitigation, planning, and recovery activities. Utilities will monitor and assess weather-related data, provide technical assistance for interpreting river level related data and its impacts in the city, document any flooding through photographs, observations, and computer-generated data, ensure water and sewer are maintained during the emergency, manage certain floodgates, and provide staff to the EOC. The flood monitoring information provided by Utilities will assist the EOC in making necessary evacuation, transportation, or other emergency management related decisions. Utilities will coordinate flood fighting operations in coordination with local reclamations districts and other city and contracted partners, in the event of potential or actual levee failure/flood emergencies. Utilities is responsible for the maintenance and access to hazard maps (such as 100-year flood zone maps).

EOC, DOC and Responder Personnel. While this Emergency Operations Plan is focused on the City's organizational response, all city employees with responsibilities for emergency functions would greatly benefit from having a personal and family preparedness plan. Any city employee with responsibility to report to the EOC, a department operations center (DOC), or to field response operations should have a personal and family preparedness plan in place. Personal and family preparedness



planning supports city employees in ensuring the safety of their loved ones, and in turn supports the employees with being available to respond to their city emergency management responsibilities.

4.4 Role of Disaster Management Area Coordinators (DMACs)

The mission of the Disaster Management Area Coordinators (DMAC) is to coordinate with Area cities in planning for preparedness, mitigation, and recovery from emergencies/disasters. During an actual emergency, DMACs are responsible for Advocating for Area cities and liaison with the Fresno County Operational Area Emergency Operations Center as (OAEOC) as necessary, assist other Areas, such as the City of Coalinga as requested; and staff the City Liaison post at OA EOC.

4.5 Role of the Private Sector

Much of the state's critical infrastructure is owned or maintained by businesses and must be protected during a response to ensure a quick and complete recovery from an emergency. These same businesses provide valuable resources before, during, and after an emergency, and play a critical role in meeting the needs of those impacted by an emergency.

All businesses within the City are encouraged to develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption, and continuity of operations elements. Additionally, any of those businesses use or store chemicals or hazardous materials must comply with state and federal requirements for emergency planning and threat mitigation.

This plan also promotes the use of business operations centers during an emergency to enhance public and private coordination. During an emergency, the City of Coalinga may choose to coordinate with local businesses by establishing a business operations center linked to the EOC.

4.5.1 Contracted City Services

In the event of an Emergency Operations Center activation, each contract city service partner is responsible to support emergency response and recovery objectives and taking the lead regarding the emergency function to which they have been assigned. At a minimum contract city service partners will either provide a representative to the City EOC or provide a contact number for their Business Operations Center to coordinate people, resources, and information in order to manage an incident that occurs in the city, and to communicate emergency efforts between their organization and the City.



4.5.2 Residents

The City of Coalinga are primary beneficiaries of the city's emergency management system. At the same time, residents play an important role in emergency management by ensuring that they and their families are prepared for disasters. Before an emergency, residents can assist the emergency management effort by taking first aid training, maintaining supplies, and being prepared to evacuate or shelter-in-place for several days.

Many residents join disaster volunteers' programs such as Community Emergency Response Teams and remain ready to volunteer or support emergency response and recovery efforts. During an emergency, residents should monitor emergency communications and carefully follow direction from authorities. By being prepared, residents can better serve their family, their community and reduce demands on first responders.

4.5.3 Population with Access and Functional Needs

Populations with access and functional needs include those members of the community that may have additional needs before, during and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care.

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

- Have disabilities – temporary and/or lifelong
- Live in assisted living settings
- Are elderly
- Are unaccompanied children
- Are from diverse cultures
- Have limited English proficiency or a non-English speaking
- Have sight or hearing losses (impairments)
- Are transportation disadvantage; or
- Other situations that would require assistance

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

- **Communications and Public Information:** Emergency notification systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind



- **Evacuation and Transportation:** Evacuation plans must incorporate disability and older adult transportation providers enable the movement of people with mobility impairments and those with transportation disadvantages
- **Sheltering:** Care and shelter plans must address the access and functional needs of people with disabilities and older adults to allow for sheltering in general population shelters
- **Americans with Disabilities Act:** When shelter facilities are activated, the State will work with local officials to ensure they accommodate the provisions of the Americans with Disabilities Act

4.5.4 At Risk Individuals

Another perspective is to consider the needs of people who are not in contact with traditional emergency service providers. These people may feel they cannot comfortably or safely access and use the standard resources offered in preparedness, response, and recovery. These include, but are not limited to individuals who are:

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

4.5.5 Volunteer Organizations

The City recognizes the value and importance of organizations that perform voluntary services in their community. These organizations have resources, which can augment emergency response and recovery efforts. Some examples of voluntary organization are the following:

- American Red Cross

4.5.6 Public-Private Partnerships

The private sector provides valuable assistance and resources to support emergency response and recovery activities. The goal of the Public-Private partnership is to advise on:



- Appropriate agreements to provide for quick access to emergency supplies and essential services to minimize the need to stockpile such supplies during normal times
- Logistic measures required to quickly deliver needed supplies and services to affected areas
- Methods to utilize non-profit and private sector capabilities to increase the surge capacity of local agencies responding to emergencies
- Methods to promote the integration of the non-profit and private sectors into the emergency services system so that people can be better informed and prepared for emergencies
- Systems that aid business and economic recovery after an emergency



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5 Direction, Control and Coordination

5.1 Direction and Control

The City is responsible for coordinating the resources, strategies, and policy for any event in the City that exceeds the capacity of field responders. Tactical control always remains the responsibility of field Incident Commanders. The City Manager, working through the mechanism of the Emergency Operations Center, provides direction and control over the coordination of multi-department and multi-jurisdictional resources to support the field responders. Policy decisions may be made by the Emergency Operations Center Director that is staffed by the City Manager or designee.

5.2 Coordination

The City Emergency Operations Center will coordinate resource requests from the field and other departments within the City. If request exceed the supply, the Emergency Operations Center will provide resources based on established priorities.

If resources are not available within the City, requests will be made to the Fresno Operational Area Emergency Operations Center either directly or through DMACs, who are responsible for advocating for Area cities and liaison with the Fresno County Operational Area Emergency Operations Center as (OA EOC) as necessary.

The Operational Area Emergency Operations Center will coordinate resources obtained from within the operational area. If resources are not available in the operational area, they will request from the Inland Regional Emergency Operations Center (REOC). The REOC will coordinate resources obtained from operational areas throughout the region. If resources are not available in the region, they will request from the State Operations Center (SOC). If the state cannot supply the resource, they will request from Federal Emergency Management Agency and other federal agencies. Below is a visual of this coordination relationship.

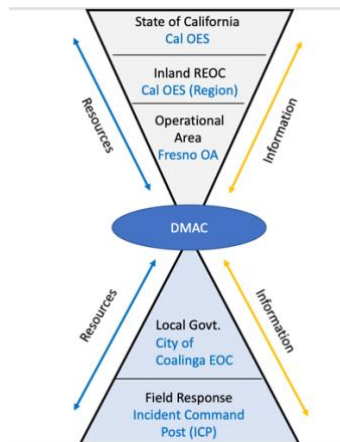


FIGURE 2: DMAC COORDINATION RELATIONSHIP

5.3 Multi-Entity/Jurisdiction Coordination and Mutual Aid

Operational Area Coordination: In the event that an incident overwhelms the resources and capabilities of the City, additional support will be requested from a variety of entities, jurisdictions, and organizations. For general emergency management operations, the city will follow SEMS and make requests for additional assistance through the operational area, working directly with the operational area emergency management personnel and the operational area EOC, if activated. If the emergency requires state and federal support, representatives from the operational area will work with the state level emergency management organization (Regional Emergency Operations Center), following the established SEMS, NIMS, and ICS structures.

When working with external partners such as private companies, non-profit organizations, nongovernment organizations, or other partners, city representatives in the EOC will ensure that these external partners work within the designated organizational structure of the city EOC. The City EOC Director will designate the coordination procedures for new partners that are not already established as part of the city's emergency management operational systems.

Mutual Aid: California's emergency assistance is based on a statewide mutual aid system designed to ensure additional resources are provided to the state's political subdivisions whenever their own resources are overwhelmed or inadequate. The basis for this system is the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), which is entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies to assist each other by providing resources during an emergency. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, federal and state funding may be appropriated to reimburse public agencies who aid other jurisdictions. If other agreements, memoranda, and contracts are used to provide assistance for consideration, the terms of those documents may



affect disaster assistance eligibility and local entities may only be reimbursed if funds are available. This plan promotes the establishment of emergency assistance agreements between public and private sector agencies at all levels.

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

- 1 Fire and Rescue
- 2 Law Enforcement
- 3 Coroner
- 4 Emergency Management
(resources not covered by the other three systems)

Other informal mutual aid involves, but is not limited to the interchange of:

- 1 Public Information
- 2 Medical and Health
- 3 Communications
- 4 Transportation Services
- 5 Facilities
- 6 Hazardous Material Mutual Aid System
- 7 Volunteer and Private Agencies

California is divided into six mutual aid regions, which are subdivisions of the state emergency services organization to facilitate the coordination of mutual aid and other emergency operations within an area of the State consisting of two or more Operational Areas. A map of the Regions is shown in **Figure 3: California Mutual Aid Regions**. The City of Coalinga is located in Mutual Aid Region V.

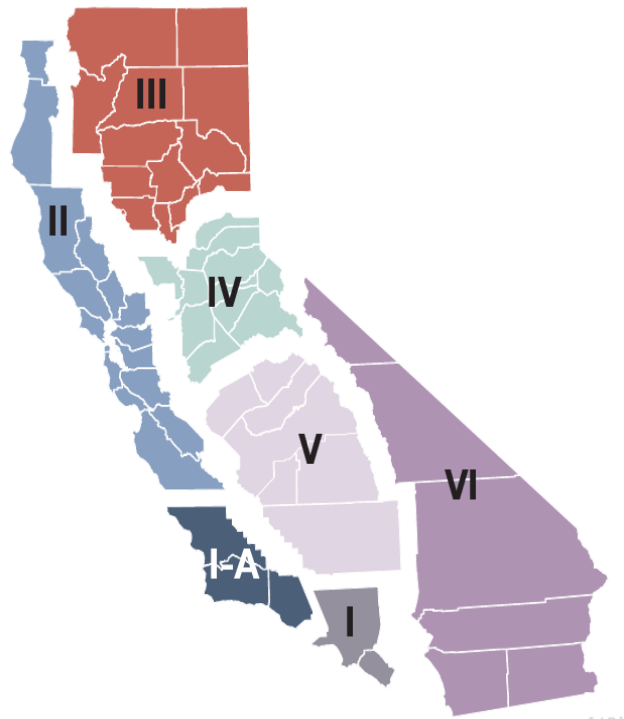


FIGURE 3: CALIFORNIA MUTUAL AID REGIONS

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

- **Field Level Requests:** Requests for MMAA resources originate from the Field Level and are managed by the Incident Commander (IC). If the IC is unable to obtain



the resource through existing local channels, the request is elevated to the next successive government level until obtained or cancelled.

- **Local Government Request:** Local jurisdictions are responsible for the protection of life and property within the municipal geographic boundaries. The local jurisdiction where the incident occurred should assess its resource inventory and existing local agreements to determine if the requested resource is available. When locally committed resources are exhausted and mutual aid is needed, the local official will request assistance from the OA Mutual Aid Coordinator.
- **Operational Area Requests:** The OA is a composite of its political subdivisions, (i.e., municipalities, contract cities, special districts, and county agencies). The OA Mutual Aid Coordinator assesses the availability of resources within the OA and fulfills the resource request based upon that assessment. In the event resources are unavailable at the OA level, the request is forwarded to the responsible Regional Mutual Aid Coordinator to be filled.
- **Region Level Requests:** The State is geographically divided into six Mutual Aid Regions. For Law Enforcement Mutual Aid, Region I is divided into two sub-regions. Each Mutual Aid Region is comprised of multiple Operational Areas and has a Regional Mutual Aid Coordinator. The Regional Mutual Aid Coordinator is granted the authority to coordinate the mutual aid response of discipline-specific resources within the Region to support a mutual aid request by a jurisdiction also within the Region. In the event resources are unavailable at the Region level, the request is forwarded to the State Mutual Aid Coordinator to be filled.
- **State Level Requests:** On behalf of the Governor, the Director of Cal OES has the responsibility for coordination of state mutual aid resources in support of local jurisdictions during times of emergency. The Director will analyze and coordinate the request by forwarding the request to an unaffected REOC or tasking the appropriate State agency to fill the need.

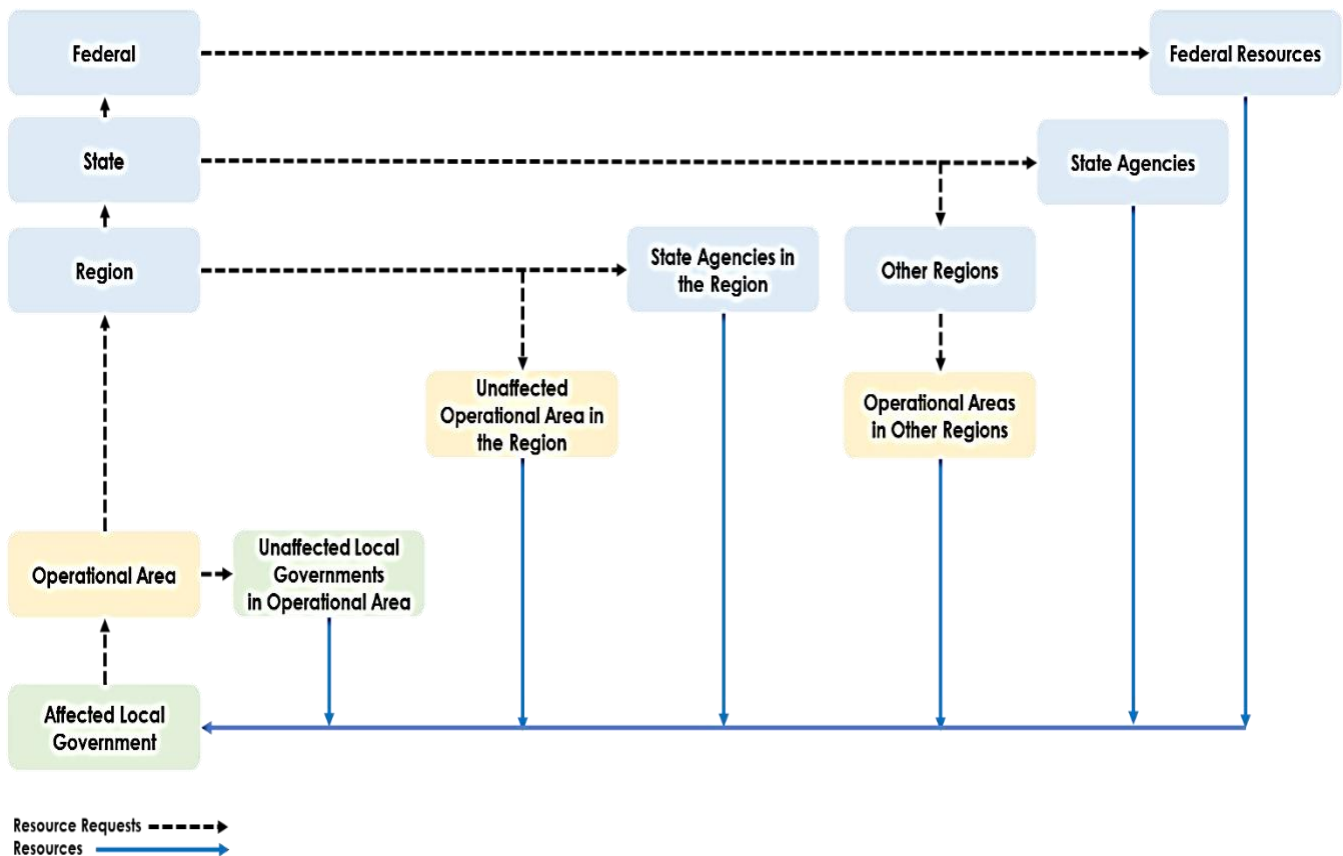


FIGURE 4: FLOW OF REQUEST AND RESOURCES

5.4 NIMS, SEMS, and ICS

Emergency management operations for the City are organized under the guidelines established by NIMS, SEMS, and ICS. These emergency management structures and guidelines provide the foundation for all emergency operations, creating a flexible organizational structure that can be adjusted to meet the needs of any incident, regardless of the size, extent, or associated damage. This plan, following the identified emergency management structures and guidelines, serves as a local, city management plan, and nests into and supports the Los Angeles County and Operational Area Response Plan.

The City will manage their internal operations through the implementation of this plan as outlined, and work in support of county operations if necessary. In following these standardized systems, the city EOC is organized into the sections listed below.

- Management Staff
- Operations Section



- Planning Section
- Logistics Section
- Finance Section

Detailed descriptions of the roles of each position in the EOC can be found in Part II of this plan.

NIMS is the national standard for incident management operations defined by the FEMA and based on the National Response Framework. NIMS has been adopted by the City by resolution to serve as its incident management system. ICS is the organizational structure within NIMS that defines how emergency management operations will be organized. All state and local jurisdictions are required to prepare, plan, and respond to emergencies based on the NIMS and ICS standards in order to be eligible for federal reimbursement for emergency related costs. Additional details regarding NIMS and ICS can be found online through FEMA's website.

In addition, the Standardized Emergency Management System (SEMS), based on State of California emergency management standards, has been adopted by the City for managing response to multi agency and multi jurisdiction emergencies, and to facilitate communications and coordination between all levels of the system and among all responding agencies. California Government Code § 8607 requires all local public agencies (cities, special districts, and counties) to respond to emergencies using the SEMS at the scene of a multi-agency emergency and in the EOC.

SEMS defines the organizational structure of local EOCs, reporting to operational area EOCs, which report to Regional EOCs (REOC), to state EOCs, and finally to FEMA. The utilization of SEMS during emergency management and response efforts is required for jurisdictions to be eligible for state reimbursement. Additional information for SEMS can be found online through the California Office of Emergency Services (CalOES) website.

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

- **HSPD-5, Management of Domestic Incidents:** Identifies steps for improved coordination in response to incidents. It requires the Department of Homeland Security to coordinate with other federal departments and/or agencies and state, local, and tribal governments to establish a National Response Framework and a National Incident Management System.



- **PPD-8, National Preparedness:** Describes the way federal departments and agencies will prepare. It requires DHS to coordinate with other federal departments and agencies – and with state, local, and tribal governments to develop a National Preparedness Goal.

Together, the National Incident Management System, National Response Framework, and the National Preparedness Goal define what needs to be done to prevent, protect against, respond to, and recover from a major event; and how well it needs to be done. These efforts align federal, state, local, and tribal entities; the private sector; and nongovernmental agencies to provide an effective and efficient national structure for preparedness, incident management, and emergency response.

The National Incident Management System structure provides a consistent framework for incident management at all jurisdictional levels, regardless of the cause, size, or complexity of the incident, building on the Incident Command System and the National Incident Management System provides the nation's first responders and authorities with the same foundation for incident management for terrorist attacks, natural disasters, and all other emergencies. The National Incident Management System structure requires the institutionalization of the Incident Command System and its use to manage all domestic incidents.

The National Incident Management System structure integrates existing best practices into a consistent, nationwide approach to domestic incident management that is applicable at all jurisdictional levels and across functional disciplines. Six major components make up the National Incident Management system's approach:

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

Standardize Emergency Management System: The Standardized Emergency Management System is the cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. The Standardized Emergency Management System is required by the California Emergency Services Act for managing multiagency and multijurisdictional responses to emergencies in California. The system unifies all elements of California's emergency management community into a single integrated system and standardizes key elements. The Standardized Emergency Management System incorporates the use of the Incident Command System, California Disaster and Civil Defense Master Mutual Aid Agreement, the Operation Area concept and multiagency or inter-agency coordination. State agencies are required to use the Standardized Emergency Management System and local government entities must use the Standardized



Emergency Management System in order to be eligible for any reimbursement of response-related costs under the state's disaster assistance programs.

Standardize Emergency Management System Organization Levels: There are five Standardized Emergency Management System organizational levels.

- **State:** The State Level of the Standardized Emergency Management System prioritizes task and coordinates state resources in response to the request from the Regional Level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The State Level also serves as the coordination and communication link between the state and the federal emergency response system. The State Level requests assistance from other state governments through the Emergency Management Assistance Compact and similar interstate compacts/agreements and coordinates with the Federal Emergency Management Agency when federal assistance is requested. The State Level operates out of the State Operations Center. At the **Federal Level**, the National Response Framework identifies the methods and means for federal resources to provide support to the state and local government. Federal resources would be accessed via the Standardized Emergency Management System process through the mutual aid region and State Operations Center.
- **Region:** The Regional Level manages and coordinates information and resources among Operational Areas within the mutual aid region and also between the Operational Area and the State Level. The Regional Level also coordinates overall state agency support for emergency response activities within the region. California is divided into three Administrative Regions – Inland, Coastal and Southern (**see figure 5**); which are further divided into six mutual aid regions (**see figure 3**).
- **Operational Area:** An operational Area is the intermediate level of the state's emergency management organization, which encompasses a county's boundaries, and all political subdivisions located within that county, including special districts. The Operational Area facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments within the Operational Area. The Operational Area serves as the coordination and communication link between the Local Government Level



FIGURE 5: ADMINISTRATIVE REGIONS



and the Regional, State, and Federal Levels. Tribal jurisdictions in the Operational Area may have statutory authorities for response similar to that at the local level.

- **Local Government (The City):** The Local Government Level includes cities, counties and special districts, Local governments are required to use the Standardized Emergency Management System when their Emergency Operations Center is activated, or a local emergency is declared or proclaimed in order to be eligible for state reimbursement of response-related costs.
- **Field:** The Field Level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.

Standardized Emergency Management System Functions: The Standardized Emergency Management System requires that every emergency response involving multiple agencies include the five functions identified in **Figure 6: Standardized Emergency Management System Functions**. These functions must be applied at each level of the Standardized Emergency Management System organization.

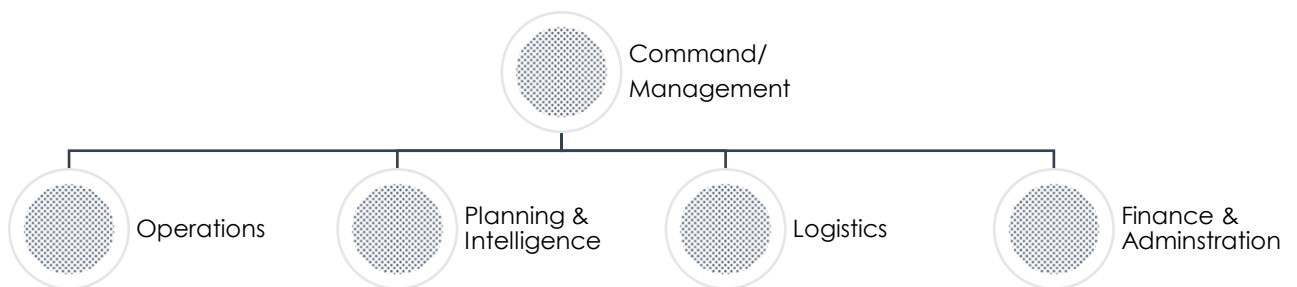


FIGURE 6: STANDARDIZED EMERGENCY MANAGEMENT SYSTEM FUNCTIONS

Command/Management: Command is responsible for directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the Emergency Operations Center levels. Command and Management are further discussed below:

- **Command:** A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in



the organization. In the Incident Command System, the Incident Commander, with appropriate policy direction and authority from the responding agency, sets the objectives to be accomplished and approves the strategy and tactics to be used to meet those objectives. The Incident Commander must respond to higher authority. Depending upon the incident's size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center or the Emergency Operations Center, when activated.

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



functions. As needed, Unit Leaders are appointed to record time for incident or Emergency Operations Center personnel; coordinate procurement activities, process claims and track costs.

The field and Emergency Operations Center are illustrated in **Table 2: Field and Emergency Operation Center Standardize Emergency Management Functions Comparison.**

SEMS Function	Field Level	EOCs
Command / Management	Command is responsible for directing, ordering and/or controlling resources	Management is responsible for facilitation of overall policy, coordination, and support of the incident
Operations	The coordinated tactical response of all field operations in accordance with the Incident Action Plan	The coordination of all jurisdictional operations in support of the response to the emergency in accordance with the Emergency Center Action Plan
Planning & Intelligence	The collection, evaluation, documentation and use of intelligence related to the incident	Collecting, evaluating, and disseminating information and maintaining documentation relative to all jurisdiction activities
Logistics	Providing facilities, services, personnel, equipment, and materials in support of the incident	Providing facilities, services, personnel, equipment, and materials in support of all jurisdictional activities as required
Finance & Administration	Financial and cost analysis and administrative aspects not handled by the other functions	Responsible for coordinating and supporting administrative and fiscal consideration surrounding and emergency incident



TABLE 2: FIELD AND EMERGENCY OPERATION CENTER STANDARDIZE EMERGENCY MANAGEMENT FUNCTIONS COMPARISON



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6 Communication

City EOC. Once notified of an emergency or disaster of any size, or of a potential or imminent threat to the city, communications will be established between the City EOC and outside entities, such as field responders, department level personnel, media, or other outside agencies and partners. From the EOC, telephones, cell phones, radios, email, and internet applications (such as WebEOC, Blackboard connect) are used for direct communications with field responders or outside agencies.



City Operations and Responders. The City operational staff in the field implement interoperable communications through the use of radios to facilitate communications with all responding departments and city entities. Alternate forms of communications such as the use of cell phones, text messaging, email, amateur radio etc., may be utilized if determined necessary. The use of the interoperable radio system allows for communications between DOCs, EOCs, and the Incident Command Post (ICP) that is located near the site of a field emergency incident. DOCs and dispatch centers for private entities (i.e., private EMS providers) are responsible for maintaining communications with the city EOC when it is activated.

Notification and Warning. In addition to an effective communication capability, government must have an effective means to provide warning alerts to the populations impacted or at risk as the result of an emergency. There are 4 primary alert and warning systems designed to provide City residents with emergency information. These systems are the Emergency Alert System (EAS), Alert Fresno County System, City of Coalinga Civic Ready System and Cal OES's Emergency Digital Information System (EDIS).

The City's Civic Ready is an opt-in communication service system available to residents to receive emergency alerts and other non-emergency notifications by text, call or email. The City's acting emergency manager has the authority to activate the system to send emergency alerts to residents signed up for the service.

Additionally, special broadcasts, or simply driving up and down the streets using the public address system can also be conducted to notify and warn citizens. Police and Fire may be required to disseminate emergency warning to public who cannot be reached by primary warning systems.



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7 Information Collection, Analysis and Distribution

Before an Incident. Information is often provided before an incident occurs. Sources may include weather reports, National Oceanic Atmospheric Administration (NOAA) alerts, levee monitoring data, crime reports, credible threats of intentional events, and others. Advanced notice information can be used to activate the City EOC, prepare emergency management and response personnel, and provide information to the city population. This advanced information can increase the preparedness level of emergency management and response personnel, by helping them size the number of responders and material resources needed for the response. Advanced information is also used to notify people that might be living in harm's way, and supports individuals and their families with preparing for, or evacuating from, the hazardous situation. Early information can greatly reduce the numbers of people who might otherwise be harmed by the emergency event.

During an Incident. Information collected during the incident assists in determining the correct course of action and emergency management decisions. Information is collected from field responders, DOCs, private entities, the media, social media, community members, and a variety of other sources. All information collected from open-source public resources will be analyzed for accuracy, processed through rumor control, and documented by the respective EOC sections, branches, and units. All information documentation will be provided to the Situation Unit in the Planning Section of the EOC for inclusion into the EOC Action Plan.

The use of Actions Plans in the City Emergency Operations Center provides a clear and measurable process for identifying objectives and priorities for a given event. Action Planning is an important management tool that involves:

- Process for identifying priorities and objectives for emergency response or recovery efforts
- Documents the priorities and objectives and the task and personnel assignments associated with meeting the objectives

The Action Planning process should involve the Emergency Operations Center Director and Section Chiefs/Coordinators (one from each Section) along with other Emergency Operations Center staff, as needed, such as agency representatives.

The initial Emergency Operations Center Action Plan may be a verbal plan that is developed during the first hour or two following EOC activation. A verbal plan may also be utilized for incidents involving a limited scope, short duration (less than 12 hours) and/or a limited number of response personnel. An Emergency Operations Center Action Plan will be developed whenever the Emergency Operations Center is activated, either partially or fully. A written Emergency Operations Center Action Plan is required whenever:

- Two or more agencies are involved in the response



- The incident overlaps more than one operational period
- All Emergency Operations Center functions are fully staffed

The Emergency Operations Center Action Plan addresses a specific operational period, which may vary in length from a few hours to days depending on the circumstances. The plan should be regularly reviewed and evaluated through the operational period and revised or updated as warranted.

The Planning Section Chief/Coordinator, with input from the EOC Director, EOC Coordinator, and the Operations Section Chief/Coordinator, establishes the schedule and cycle for planning and situation information dissemination. Initially, meetings may be conducted every few hours or several times each day. Over time, meetings may be held twice each day, and then daily, depending on the level of operations.

In addition, all EOC situation status reports and EOC Action Plans will be developed and presented for the purpose of information sharing at scheduled meetings during each EOC operational period. Information may also be sent to City departments, Emergency Operations Center personnel, the Operational Area, and other key agencies using the City's Emergency reporting system, radio, telephone, email, internet, or fax. Regardless of the method of communication, all data should be verified prior to transmission. If unverified data must be transmitted, it should be clearly designated as unconfirmed information.

The City uses EOC forms found in part two of this plan to record and report information.

After an Incident. Information collected throughout emergency operations will be documented by members of the Planning Section. This information will be used during the recovery phase of the emergency to develop a history of actions and expenditures related to the disaster. Information will also be used for the development of the after-action report that is used to document effective practices, archive effective tools, note areas in which EOC personnel saw need for additional training or tools, and document areas for program enhancements. In addition, the city and other agencies, entities, and organizations involved in the emergency management and response operations will collect information related to their respective after-effects of the incident, such as social and economic impacts, relief support provided, and ongoing recovery operations.

Emergency Public Information. Emergency Public Information is a priority of most importance during emergencies and disasters. City government has a primary responsibility to provide accurate and timely information to the public regarding conditions, threats, and protective measures. To avoid conflicts and confusion, the Emergency Public Information function operates best when centralized and coordinated among all involved jurisdictions, agencies, and organizations.



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8 Administration, Finance and Logistics

8.1 Administration



Emergency management operations that support administration, finance, and logistical processes are primarily conducted within the Logistics and Finance Sections of the EOC and provide for the following:

- Track and document expenses
- Document all actions taking during emergency operations
- Procure necessary equipment, resources, and additional support
- Track and document city employee working hours
- Manage continuity of operations (COOP) for the city
- Develop staff rotation schedules for extended operations
- Manage compensation and claims related to emergency operations
- Track and document the deployment and utilization of resources
- Manage additional staff and volunteers to support emergency operations
- Manage financial and in-kind donations
- Oversee and manage information technology components and issues as they arise
- Other actions as appropriate

8.1.1 City Emergency Operations Policy Statement

Limitations: Due to the nature of emergency response, the outcome is not easy to predict. Therefore, it should be recognized that this plan is meant to serve as a guideline and that the outcome of the response may be limited by scope, magnitude, and duration of the event.

Suspension of Routine Activities and Availability of Employees: Day-to-day functions that do not contribute directly to the disaster operation may be suspended for the duration of an emergency. Efforts normally required for routine activities may be redirected to accomplish emergency tasks. During an emergency response, City employees not otherwise assigned emergency disaster related duties will, unless otherwise restricted, be made available to augment the work of their department, or other City departments, if required.

Households of Emergency Response Personnel: City employees may not be at peak efficiency or effectiveness during a disaster if the status of their households is unknown or in doubt. Employees who are assigned disaster response duties are encouraged to make arrangement with other employees, friends, neighbors, or relatives to check on their immediate families in the event of a disaster and to communicate that information to the employee through the City Emergency Operations Center.

Non-Discrimination: All local activities will be carried out in accordance with federal nondiscrimination laws. It is the City's policy that no service will be denied on the basis of race, religion, national origin, age, sex, marital status, veteran status, sexual orientation, or the presence of any sensory, mental, or physical disability.



Citizen Preparedness: This plan does not substitute government services for individual responsibility. Citizens are expected to be aware of developing events and take appropriate steps to respond in a safe and timely manner. Since the City's resources and personnel may be overwhelmed at the onset of a disaster event, individuals and organizations should be prepared to be self-sufficient following a disaster. The City will make every effort to provide information to the public via the media and other sources to assist citizens in dealing with the emergency.

8.1.2 Disaster Service Workers

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

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

- City employees may be required to work at any time during a declared emergency and may be assigned to disaster service work
- Assignments may require service at locations, times and under conditions other than normal work assignments
- Assignment may include duties within the Emergency Operation Center, in the field or at another designated location

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

8.1.3 Documentation

The Emergency Operations Center Finance/Administration Section will be responsible for maintaining records on damage assessment expenditures, recovery cost expenditures, insurance related documents, personnel overtime and other cost associated with the emergency.

The Emergency Operations Center Planning Section will maintain copies of documents that are integral to Emergency Operation Center functions such as Emergency Operation Center Action Plans, Situation Status Logs, Position Logs etc. that together make up the history and chronology of the emergency events.



8.2 Finance

In the case of a major disaster, the Emergency Operations Center will support county, state, and federal entities with cost recovery efforts, if requested and as able. City citizens may benefit from the Small Business Administration, and the City may benefit from the State and/or the Federal Emergency Management Agency Public Assistance Program. The City may assist the citizenry with public service announcement regarding available unemployment benefits, worker's compensation, and insurance benefits.

8.2.1 Expenditure Tracking

The city may be reimbursed for insurance, state and/or federal sources for disaster-related expense. The purpose of this section is to provide guidance on the record keeping requirements for claiming such expenses.

8.2.2 Eligible Expenses

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and which service is the responsibility of the applicant agency. Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy of the emergency service. Ineligible expense includes costs for standby personnel and/or equipment and lost revenue.

8.2.3 Recordkeeping Requirements

State and federal governments require detailed information to support claims for reimbursement. Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all cost claimed will be required, and all information must relate back to individual original source records. The following guidelines should be followed when documenting disaster-related reimbursable expenses:

- Costs and revenue associated with emergency operations should be segregated from normal operating expenses
- Separate records should be maintained for each vehicle and piece of heavy equipment used for emergency operations
- Vehicles and equipment documentation should include the times and/or hours operated by location and operator
- Vehicle operating expenses should include fuel, tires, and maintenance
- Labor costs should be compiled separate from vehicle and/or equipment expenses



- Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator if applicable
- Revenues and subsidies for emergency operations must be subtracted from any costs claimed
- Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed
- Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose
- All non-competitive procurements must be justified

Expenditure tracking should commence upon notice or obvious occurrence of a disaster. The following section focuses on logistics and resource management, priorities, and requests.

8.3 Logistics

8.3.1 Resource Management

The resource management function describes the system that will be utilized for identifying available resources within the City to enable timely, efficient, and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under the NIMS includes mutual aid and assistance agreements, the use of special federal, state, territorial, tribal, and local teams, and resource mobilization protocols. This function specifically includes the management of personnel for emergency management operations and addresses necessary coordination efforts with local jurisdictions to secure necessary support and resources.

8.3.2 Resource Priorities

When activated, the City Emergency Operations Center establishes priorities for resource allocation during the emergency. All City resources are considered part of a pool, which may be allocated by the Emergency Operations Center to fulfill priority missions. Each department retains control of its non-assigned resources until released for an emergency assignment by the Emergency Operations Center.

8.3.3 Resource Requests

Resource requests will be made through one of the following processes:

- Discipline-specific (usually Fire and Law) mutual aid systems: Request for resources that are normally within the inventories of the mutual aid system will go



from local coordinator to Operational Area Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.

- All other resource request will be made through the logistics function at each level.

Resource request from the City will be coordinated with the Fresno Operational Area Emergency Operations Center to determine if the resource is available internally or other more appropriate sources located within the Operational Area. Emergency Management Mutual Aid Coordinators at each level will keep the Operations Chief informed of the status of resource request and allocations. Coordinators at each level will communicate and coordinate with each other to maintain current status on resource requests and allocations within the disaster area.

Resource requests from the City Emergency Operations Center to the Fresno Operational Area Emergency Operations Center may be verbally requested and then documented. Available resources will be allocated to the requesting local government, if a request for a specific resource exceed the supply, the available resources will be allocated consistent with the priorities established through the action planning process. The Section Chiefs in the Emergency Operations Center are responsible for ensuring that priorities are followed.

Resource requests for equipment, personnel, or technical assistance not available to the City should be coordinated with the Los Angeles County Emergency Operations Center to the Southern Region Regional Emergency Operations Center. Once the request is coordinated, approved and resources deployed, planning in coordination with various Operational Branches, is important for tracking the resources.



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9 Plan Development and Maintenance

This section of the City EOP discusses the overall approach to plan development and maintenance responsibilities.

This plan is developed under the authority of the City Manager's office and in accordance with the City's Emergency Organization (the City Fire Department) who has the primary responsibility for ensuring that necessary changes and revisions to this plan are prepared, coordinated, published, and distributed. The City uses the planning process prescribed by the Federal Emergency Management Agency and the State of California. This Plan and supporting documentation are reviewed and updated on a regular basis. The review and updates are coordinated with City Departments and Fresno County.

9.1 Administrative Practices

Adherence to standard administrative and financial procedures is critical to ensure resources and funding to support response and recovery activities are accurately tracked and accounted for. Standard administrative and financial practices also support proper cost accounting in order to obtain any reimbursement provided through disaster assistance programs.

The City follows administrative practices required by state law and the SEMS Guidelines in Part III of the *SEMS Guidelines* documents California's Emergency Management administrative practices.

9.2 Standard Operating Procedures (SOP)

This Plan is intended to be used in conjunction with county, operational area, and State plans and associated SOPs. Where supporting plans are inconsistent with the general principles described in the State Emergency Plan, the state plan will supersede supporting plans.

SOPs provide the purpose, authorities, duration, and details for the preferred method or performing a single function or a number of interrelated functions in a uniform manner. SOPs must also facilitate the need to carry out actions under conditions that may not have been anticipated when the SOP was drafted. For example, it may be necessary to consider alternative procedures that solve a problem in order to perform in a more time-efficient or cost-efficient way. It is clear; therefore, some procedures may need to be suspended, relaxed, or made operational under threat of disaster. However, such action should be carefully considered, and the consequences should be projected realistically.



9.3 Training and Exercises

All city department personnel that are designated responsible for staffing the EOC are required to complete training related to emergency management operations. All designated personnel will be provided a copy of this plan (as noted in the Record of Distribution section of this plan) and are required to read and become familiar with the plan.

A multi-year training and exercise plan (MYTEP) will be developed and followed that will identify and prioritize the levels of training and exercises the city will follow. This MYTEP should, as best as possible, align with other trainings and exercises within the operational area to ensure practice and integration with OA partners as often as possible.

Partner jurisdictions and agencies having assigned responsibilities under this plan must ensure their assigned personnel are properly trained to carry out identified responsibilities. Individual jurisdictions and agencies are responsible for maintaining their own plans, training, and program maintenance.

Additionally, the City may opt to include and have EOC personnel participate in the Cal OES EOC credentialing program, which credentials EOC staff in specific EOC positions and helps ensure that personnel possess the minimum knowledge, skills, and experience necessary to execute emergency management EOC activities safely and effectively. Additional information on the Cal OES EOC credentialing program can be found: <https://www.caloes.ca.gov/cal-oes-divisions/california-specialized-training-institute/credentialing-certificate-programs/eoc-position-credentialing-program>

Finally, training and exercises involve a variety of scopes, scales, and participation. Training can include the following:

Drills. A drill is a small, organized exercise that tests one specific action, such as evacuation of a building, or sheltering-in-place.

Tabletop exercises. A tabletop exercise is a discussion-based exercise in a low-stress environment to discuss a possible emergency scenario.

Functional exercise. A functional exercise is an activity designed to exercise a single function, or multiple functions through the simulation of a realistic scenario. The functional exercise is designed to simulate real conditions in the EOC, and as such includes time constraints on decision making and, by its nature, allows for a more stressful environment.

Full-scale exercise. A full-scale exercise is an activity involving multiple agencies, jurisdictions, entities, organizations, etc., and exercises multiple functions through the simulation of a realistic scenario. This exercise includes the mobilization and utilization of city resources.



9.4 Essential Records Retention

Maintenance of administrative records continues through all phases of an emergency. In preparation for an emergency, training and appropriate forms are provided to the city's emergency response organization. During a response, entities ensure adequate documentation is collected through the Documentation Unit at the Incident and EOC. Documentation should include records of personnel activities, use of equipment, and expenditures for the emergency. Finally, after the response has been terminated, records should be protected and maintained for audit purposes. The Cost Unit is responsible for cost recovery records and assisting in collecting any missing information. Problem areas are identified, corrective measures taken, and employees retrained in the proper, updated procedures.

9.5 After Action Reports and Corrective Actions

SEMS regulations require local government agencies, to complete an After-Action Report (AAR) for each Governor proclaimed emergency. After an incident or from a gubernatorial proclamation, the AAR is completed within 120 days. Furthermore, SEMS regulations under Title XIX, Division 2, Chapter 1, Section 2450(a) requires any federal, state, or local jurisdiction proclaiming or responding to a Local Emergency for which the governor has declared a *State of Emergency* or *State of War Emergency* shall complete and transmit an AAR to Cal OES within 90 days of the close of the emergency period.

The identification of corrective actions is critical to the AAR process. Jurisdictions are strongly encouraged to make recommendations for correcting problems noted in the response/recovery effort, or during exercises and training. Corrective actions may encompass anything from detailed recommendations for improving individual agency plans and procedures to broader system-wide improvements. Corrective actions are assigned to relevant stakeholders and tracked to ensure the identified problem has been addressed.

The AAR will provide, at a minimum:

- Response actions that were taken.
- Application of SEMS during response.
- Necessary modifications to plans and procedures that are needed.
- Lessons learned.
- Noted areas of improvement.
- Best practice implementations proposed.
- Training needed.
- Recovery activities conducted to date.
- Additional information as appropriate.



Findings and recommendations in the contents of the AAR will be used to further develop and update the city EOP, as necessary. AAR development will include the input of all personnel involved in the incident or exercise.



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10 Authorities and References

FEDERAL

Authorities

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended
- Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 28, 2003
- Homeland Security Presidential Directive 8, National Preparedness, December 17, 2003
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007
- Public Law 920, Federal Civil Defense Act of 1950, as amended
- Public Law 84-99, U.S. Army Corps of Engineers - Flood Fighting
- Public Law 93-288, Federal Disaster Relief Act of 1974
- Public Law 107-188, Bio-terrorism Act, June 2002
- Public Law 107-296, Homeland Security Act, January 2002
- Executive Order 13228, Office of Homeland Security, October 8, 2001
- Executive Order 13231, Critical Infrastructure Protection, October 16, 2001
- Executive Order 13234, Citizens Prepared, November 9, 2001
- Presidential Decision Directive 39 - U.S. Policy on Counterterrorism, June 1995
- Presidential Decision Directive 62 - Combating Terrorism, May 1998
- Presidential Decision Directive 63 – Critical Infrastructure Protection, May 1998
- National Security Presidential Directive 17 - National Strategy to Combat Weapons of Mass Destruction

References

- National Response Framework (as revised)
- National Incident Management System
- Federal Emergency Management Agency's (FEMA) Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans, November 2020, Version 3.0 (draftv0.5)

STATE

Authorities

- California Disaster Assistance Act, California Government Code Section 8680 et. seq.
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Government Code, Title 1, Chapter 4, Division 8, Section 3100 - Disaster Service Workers



- California Government Code, Title 1, Chapter 4, Division 8, Section 8635 - Continuity of Government
- California Government Code, Title 2, Division 1, Chapter 7 – California Emergency Services Act
- California Government Code, Title 19, Division 2 – Standardized Emergency Management System
- California Water Code, § 128-Department of Water Resources - Flood Fighting

References

- Standardize Emergency Management System
- California Disaster Assistance Act
- California State Emergency Plan, October 1, 2017

COUNTY

Authorities

- There may be a Fresno County Emergency Services Code of Ordinances or something similar. But it is not listed in their plan. We should inquire with your County Rep to verify the authority.

References

- Community Risk Assessment & Standards of Cover, Strategic Plan Development, Coalinga Fire Department, June 2021.

CITY

- City Resolution No. X adopting the Emergency Operations Plan, Basic Plan, on Month DD, YYYY.
- City, California Municipal Code, Chapter X, Article X, Section X



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11 Appendix A - Acronyms

Action Plan (AP)

After Action Report (AAR)



California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA)
California Disaster Assistance Act (CDAA)
California Emergency Services Act (ESA)
Continuity of Government (COG)
Continuity of Operations (COOP)
Department Operations Center (DOC)
Emergency Management Assistance Compact (EMAC)
Emergency Operations Center (EOC)
Emergency Operations Plan (EOP)
EOC Action Plan (EAP)
Incident Action Plan (IAP)
Incident Commander (IC)
Incident Command Post (ICP)
Incident Command System (ICS)
Joint Information Center (JIC)
Multiagency Coordination Group (MAC Group)
Multiagency Coordination System(s) (MACS)
Multi-year Training and Exercise Plan (MYTEP)
National Incident Management System (NIMS)
National Response Framework (NRF)
Operational Area (OA)
Public Information Officer (PIO)
Regional Emergency Operations Center (REOC)
The Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act)
Standard Operating Procedure (SOP)
Standardized Emergency Management System (SEMS)
State Operations Center (SOC)



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12 Appendix B – Glossary of Terms

Action Plan (AP): See EOC Action Plan and Incident Action Plan.

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

After Action Report (AAR): A report that examines response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. AARs are required under SEMS after any emergency that requires a gubernatorial state of emergency proclamation. Local government AARs must be submitted to Cal OES within 90 days.

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command System (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private sector organizations may be included. Additionally, Non-Governmental Organizations (NGO) may be included to provide support. All-Hazards: Any incident, natural or human-caused, that warrants action to protect life, property, environment, public health, or safety, and minimize disruptions of government, social, or economic activities.

California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA): An agreement entered by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies of the State of California to assist each other by providing resources during an emergency. Mutual Aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other in response to any type of disaster or emergency. California Emergency Support Functions (CA-ESF): The CA-ESFs are a grouping of State agencies, departments, and other stakeholders with similar functional activities/responsibilities whose responsibilities lend to improving the state's ability to collaboratively prepare for, effectively mitigate, cohesively respond to, and rapidly recover from any emergency. CA-ESFs unify a broad-spectrum of stakeholders with various capabilities, resources, and authorities to improve collaboration and coordination for a particular discipline. They also provide a framework for the state government to support regional and community stakeholder collaboration and coordination at all levels of government and across overlapping jurisdictional boundaries.

California Emergency Services Act (ESA): An Act within the California Government Code to ensure preparations within the state will be adequate to deal with natural, human-caused, or war-caused emergencies which result in conditions of disaster or in



extreme peril to life, property, and the natural resources of the state, and generally to protect the health and safety and preserve the lives and property of the people of the state.

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

Command: The act of directing, ordering, or controlling by virtue of explicit statutory, regulatory, or delegated authority.

Command/Management: Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the SEMS EOC levels.

Command Post: See Incident Command Post.

Command Staff: The Command Staff at the SEMS Field Level consists of the Information Officer, Safety Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. These officers are also found at the EOC levels in SEMS, and they report directly to the EOC Director and comprise the Management Staff. They may have an assistant or assistants, as needed.

Communications: Process of the transmission of information through verbal, written, or symbolic means.

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

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

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



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

Corrective Actions: Implementing procedures based on lessons learned from actual incidents or from training and exercises.

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

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

Demobilization: The orderly, safe, and efficient return of an incident resource to its original location and status.

Department Operations Center (DOC): An Emergency Operations Center (EOC), specific to a single department or agency where the focus is on internal agency incident management and response. They are often linked to and, in most cases, are physically represented in a combined agency EOC by authorized agent(s) for the department or agency.

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

Division: The partition of an incident into geographical areas of operation. Divisions are established when the number of resources exceeds the manageable span of control of the Operations Section Chief. A Division is located within the ICS organization between the Branch and resources in the Operations Section.

Documentation Unit: Functional unit within the Planning/Intelligence Section responsible for collecting, distributing, recording, and safeguarding all documents relevant to an incident or within an EOC.

Emergency: Any incident(s), whether natural or human-caused, that requires responsive action to protect life or property. Under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, an emergency means any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives, protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the United States.

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a



disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

Emergency Management Community: The stakeholders in emergency response in California including the residents of California, the private sector and federal, state, local, and tribal governments.

Emergency Operations Center (EOC): The physical location at which the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility or may be located in a more central or permanently established facility, perhaps at a higher level of organization within a jurisdiction. EOC may be organized by major functional disciplines (e.g., fire, law enforcement, and medical services), by jurisdiction (e.g., federal, state, regional, tribal, city, county), or some combination thereof.

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

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.

Emergency Response Personnel: Personnel affiliated with or sponsored by emergency response agencies.

EOC Action Plan: The plan developed at SEMS EOC levels, which contains objectives, actions to be taken, assignments, and supporting information for the next operational period.

Essential Facilities: May include facilities such as law enforcement, fire, emergency operations centers, schools, medical facilities, and other resources that have a role in an effective and coordinated emergency response.

Evacuation: Organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.

Federal: Of or pertaining to the federal government of the United States of America.
Finance/Administration Section: The section responsible for all administrative and financial considerations surrounding an incident or EOC activation.

Function: Function refers to the five major activities in ICS: 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. The term function is also used when describing the activity involved, (e.g., the planning function). A sixth function, Intelligence/Investigations, may be established, if required, to meet emergency management needs.



Group: Established to divide the incident management structure into functional areas of operation. Groups are composed of resources assembled to perform a special function not necessarily within a single geographic division. Groups, when activated, are located between branches and resources in the Operations Section. See Division.

Hazard: Something that is potentially dangerous or harmful, often the root cause of an unwanted outcome.

Incident: An occurrence or event, natural or human-caused, which requires a response to protect life or property. Incidents can, for example, include major disasters, emergencies, terrorist attacks, terrorist threats, civil unrest, wildland and urban fires, floods, hazardous materials spills, nuclear accidents, aircraft accidents, earthquakes, hurricanes, tornadoes, tropical storms, tsunamis, war-related disasters, public health and medical emergencies, and other occurrences requiring an emergency response.

Incident Action Plan (IAP): An oral or written plan containing general objective reflecting the overall strategy for managing an incident. It may include the identification of operational resources and assignments. It may also include attachments that provide direction and important information for management of the incident during one or more operational periods. At the SEMS EOC Level, it is called the EOC Action Plan.

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

Incident Commander (IC): The individual responsible for all incident activities, including the development of strategies and tactics, and the ordering and the release of resources. The IC has overall authority and responsibility for conducting incident operations and is responsible for the management of all incident operations at the incident site.

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

Incident Command System (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organizational structure that reflects 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, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.



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

Intelligence: Product of an analytical process that evaluates information collected from diverse sources, integrates the relevant information into a cohesive package, and produces a conclusion or estimate. Information must be real, accurate, and verified before it becomes intelligence for planning purposes. Intelligence relates to the specific details involving the activities of an incident or EOC, and current and expected conditions, and how they affect the actions taken to achieve operational period objectives. Intelligence is primarily intended for internal use and not for public dissemination. **Intelligence/Investigations:** Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension, and prosecution of criminal activities (or the individual(s) involved) including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operational and situational intelligence gathered and reported by the Planning Section.

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

Jurisdiction: A range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority. Jurisdictional authority at an incident can be political or geographical (e.g., federal, state, tribal, and local boundary lines) or functional (e.g., law enforcement, public health).

Key Resources: Any publicly or privately controlled resources essential to the minimal operations of the economy and government.

Local Government: According to federal code 36a county, municipality, city, town, township, local public authority, school district, special district, intrastate district, council of governments (regardless of whether the council of governments is incorporated as a nonprofit corporation under state law), regional or interstate government entity, or agency or instrumentality of a local government; an Indian tribe or authorized tribal entity, or in Alaska a Native village or Alaska Regional Native Corporation; a rural community, unincorporated town or village, or other public entity.

Logistics: Providing resources and other services to support incident management.

Logistics Section: The section responsible for providing facilities, services, and material support for an incident or EOC activation.

Management Staff: See Command Staff.



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

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

Multiagency Coordination Group (MAC Group): Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined. It can provide coordinated decision-making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.

Multiagency Coordination System(s) (MACS): Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations responding to an incident. Mutual Aid Agreements and/or Assistance Agreements: Written or oral agreements between and among agencies/organizations and/or jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials, and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

Mutual Aid Coordinator: An individual at the local government, Operational Area, Region or State Level that is responsible to coordinate the process of requesting, obtaining, processing, and using mutual aid resources. Mutual Aid Coordinator duties will vary depending upon the mutual aid system.

Mutual Aid Region: A mutual aid region is a subdivision of Cal 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.

National: Of a nationwide character, including the federal, state, tribal, and local aspects of governance and policy.



National Incident Management System (NIMS): Provides a systematic, proactive approach guiding government agencies at all levels, the private sector, and non-governmental organizations to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, in order to reduce the loss of life or property and harm to the environment.

National Response Framework (NRF): A guide to how the nation conducts all-hazards incident management. **Non-governmental Organization (NGO):** An entity with an association based on the interests of its members, individuals, or institutions. It is not created by a government, but it may work cooperatively with the government. Such organizations serve a public purpose, not a private benefit. Examples of NGO include faith-based charity organizations and the American Red Cross.

Officer: 1) The ICS title for the personnel responsible for the Command Staff (Management Staff at EOC) positions of Safety, Liaison, and Public Information. 2) One who holds an office or post; especially one elected or appointed to a position of authority or trust in a corporation, government, institution, etc.

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

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

Operations Section: The section responsible for all tactical incident operations and implementation of the Incident Action Plan. In ICS, it normally includes subordinate branches, divisions, and/or groups. At the SEMS EOC levels, the section is responsible for the coordination of operational activities. The Operations Section at an EOC contains branches, groups, or units necessary to maintain appropriate span of control.

Organization: Any association or group of persons with like objectives. Examples include, but are not limited to, governmental departments and agencies, private sector, and/or non-governmental organizations.

Planning Section: The section responsible for the collection, evaluation, and dissemination of operational information related to the incident or EOC activities and for the preparation and documentation of the IAP or EOC action plan, respectively. This section also maintains information on the current and forecasted situation and on the status of resources assigned to the incident or EOC activation.

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



Preparedness: A continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response. Within NIMS, preparedness focuses on the following elements: planning, procedures and protocols, training and exercises, personnel qualification and certification, and equipment certification.

Prevention: Actions to avoid an incident or to intervene to stop an incident from occurring. Prevention involves actions to protect lives and property. It involves applying intelligence and other information to a range of activities that may include such countermeasures as deterrence operations; heightened inspections; improved surveillance and security operations; investigations to determine the full nature and source of the threat; public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and, as appropriate, specific law enforcement operations aimed at deterring, preempting, interdicting or disrupting illegal activity, and apprehending potential perpetrators and bringing them to justice.

Private Sector: Organizations and entities that are not part of any governmental structure. The private sector includes for-profit and not-for-profit organizations, formal and informal structures, commerce, and industry.

Protocols: Sets of established guidelines for actions (which may be designated by individuals, teams, functions, or capabilities) under various specified conditions.

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

Public Information Officer (PIO): A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for interfacing with the public and media and/or with other agencies with incident-related information requirements.

Recovery: The development, coordination, and execution of service- and site-restoration plans; the reconstitution of government operations and services; individual, private-sector, non-governmental, and public assistance programs to provide housing and to promote restoration; long-term care and treatment of affected persons; additional measures for social, political, environmental, and economic restoration; evaluation of the incident to identify lessons learned; post-incident reporting; and development of initiatives to mitigate the effects of future incidents.

Regional Emergency Operations Center (REOC): Facilities found at Cal OES Administrative Regions. REOC provide centralized coordination of resources among Operational Areas within their respective regions and between the Operational Areas and the State Level.



Reimbursement: Provide a mechanism to recoup funds expended for incident-specific activities.

Resource Management: Efficient emergency management and incident response requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management under NIMS includes mutual aid agreements and assistance agreements; the use of special federal, state, tribal, and local teams; and resource mobilization protocols.

Resources: Personnel and major items of equipment, supplies, and facilities available or potentially available for assignment to incident operations and for which status is maintained. Resources are described by kind and type and may be used in operational support or supervisory capacities at an incident or at an EOC.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of EOP and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes. As indicated by the situation, response activities include applying intelligence and other information to lessen the effects or consequences of an incident; increased security operations; continuing investigations into nature and source of the threat; ongoing public health and agricultural surveillance and testing processes; immunizations, isolation, or quarantine; and specific law enforcement operations aimed at preempting, interdicting, or disrupting illegal activity, and apprehending actual perpetrators and bringing them to justice.

Response Personnel: Includes federal, state, territorial, tribal, sub-state regional and local governments, private sector organizations, critical infrastructure owners, and operators, NGO and all other organizations and individuals who assume an emergency management role. Also known as an Emergency Responder.

Safety Officer: A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for monitoring incident operations and advising the IC on all matters relating to operational safety, including the health and safety of emergency responder personnel. The Safety Officer may have assistants.

Section: 1) The organizational level having responsibility for a major functional area of incident or EOC Management, (e.g., Operations, Planning, Logistics, Finance/Administration) and Intelligence/Investigations (if established). The section is organizationally situated between the branch and the Incident Command. 2) A separate part or division as: a. A portion of a book, treatise, or writing. b. A subdivision of a chapter. c. A division of law.

Situation Report: Often contains confirmed or verified information regarding the specific details relating to the incident.



Special District: A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate, and maintain systems, programs, services, or projects [(as defined in California Code of Regulations (CCR) Section 2900(s))] for purposes of natural disaster assistance. This may include joint powers authority established under Section 6500 et. seq. of the California Code of Regulations.

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

Standard Operating Procedure (SOP): Complete reference document or an operation manual that provides the purpose, authorities, duration, and details for the preferred method of performing a single function or several interrelated functions in a uniform manner.

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

Standardized Emergency Management System (SEMS) Guidelines: The SEMS guidelines are intended to assist those responsible for planning, implementing, and participating in SEMS.

Standardized Emergency Management System (SEMS) Regulations: Regulations establishing the Standardized Emergency Management System (SEMS) based upon the Incident Command System (ICS) adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by State agencies, the Multiagency Coordination System (MACS) as developed by FIRESCOPE program, the Operational Area concept, and the Master Mutual Aid Agreement and related mutual aid systems. Regulations are found at Title XIX, Division 2, Chapter 1, Section 2400 et. seq.

State: When capitalized, refers to any State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, Guam, American Samoa, the Commonwealth of the Northern Mariana Islands, and any possession of the United States. See Section 2 (14), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).



State Operations Center (SOC): The SOC is operated by the California Governor's Office of Emergency Services at the State Level in SEMS. It is responsible for centralized coordination of state resources in support of the three Regional Emergency Operations Centers (REOC). It is also responsible for providing updated situation reports to the Governor and Legislature.

Strategy: The general plan or direction selected to accomplish incident objectives.

System: An integrated combination of people, equipment, and processes that work in a coordinated manner to achieve a specific desired output under specific conditions.

Technical Assistance: Support provided to state, tribal, and local jurisdictions when they have the resources, but lack the complete knowledge and skills needed to perform a required activity (such as mobile-home park design or hazardous material assessments).

Technical Specialists: Personnel with special skills that can be used anywhere within the SEMS organization. No minimum qualifications are prescribed, as technical specialists normally perform the same duties during an incident that they perform in their everyday jobs and they are typically certified in their fields or professions.

Terrorism: Under the Homeland Security Act of 2002, terrorism is defined as activity that involves an act dangerous to human life or potentially destructive of critical infrastructure or key resources; is a violation of the criminal laws of the United States or of any state or other subdivision of the United States in which it occurs; and is intended to intimidate or coerce the civilian population, or influence or affect the conduct of a government by mass destruction, assassination, or kidnapping. See Section 2 (15), Homeland Security Act of 2002, Public Law 107-296, 116 Stat. 2135 (2002).

Threat: An indication of possible violence, harm, or danger.

Tools: Those instruments and capabilities that allow for the professional performance of tasks, such as information systems, agreements, doctrine, capabilities, and legislative authorities.

Unified Command: An ICS application used when more than one agency has incident jurisdiction or when incidents cross political jurisdictions. Agencies work together through the designated members of the UC, often the senior person from agencies and/or disciplines participating in the UC, to establish a common set of objectives and strategies and a single IAP.

Unit: The organizational element with functional responsibility for a specific incident planning, logistics, or finance/administration activity.

Vital Records: The essential agency records needed to meet operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records), or to protect the legal and financial rights of the



Government and those affected by Government activities (legal and financial rights records).

Volunteer: For purposes of NIMS, a volunteer is any individual accepted to perform services by the lead agency (which has authority to accept volunteer services) when the individual performs services without promise, expectation, or receipt of compensation for services performed. See 16 U.S.C. 742f(c) and 29 CFR 553.101.