



# EMERGENCY **OPERATIONS PLAN**

SONOMA COUNTY OPERATIONAL AREA



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# 1

## BASIC PLAN

PURPOSE, SCOPE, SITUATION OVERVIEW,  
AND ASSUMPTIONS



## SIX PARTS OF THE NATIONAL PREPAREDNESS SYSTEM

1

Identifying & assessing risk

2

Estimating capability requirements

3

Building & sustaining capabilities

4

Planning to deliver capabilities

5

Validating capabilities

6

Reviewing & Updating

# 1.1

## PURPOSE

**The Sonoma County Operational Area Emergency Operations Plan (EOP) is a guidebook for the Sonoma County Operational Area (OA) to utilize during phases of an all-hazards emergency management process which include preparedness, response, recovery, and mitigation.**

The EOP is intended to facilitate coordination between agencies and jurisdictions within Sonoma County while ensuring the protection of life, property, and the environment during disasters. In accordance with California's Standardized Emergency Management System (SEMS), this Plan provides the framework for a coordinated effort between partners and provides stability and coordination during a disaster.

This EOP outlines the specific actions that the OA will carry out when an emergency exceeds or has the potential to exceed the capacity of a single agency or jurisdiction to respond. It sets forth the organizational framework and addresses steps needed to safeguard the whole community - especially those who are most at-risk, experience the most vulnerabilities, and/or have been historically underserved.

This document, however, also reflects an understanding that traditional emergency management structures can leave little room for a collaborative community-centered approach to emergency response. Thus, in developing this plan, staff reached out to those community members who experience the most vulnerability during disaster and emergency response. As a result, this document identifies opportunities to ensure that all community members' needs are understood and met in all phases of the emergency response process. This process assumes that only by designing to the margins, we are truly able to serve our community as a whole.

## THIS PLAN IS COMPOSED OF EIGHT SECTIONS:



**Purpose, Scope, Situation Overview, and Assumptions** describes the role of the EOP plus information about the Operational Area.



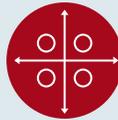
**Concept of Operations** describes the goals and phases of emergency management.



**Organization and Assignment of Responsibilities** outlines the systems and roles of individual partners in this plan.



**Direction, Control, and Coordination** explains the structures in place for coordination of partners.



**Information Collection, Analysis, and Dissemination** includes alert and warning, public information, and other communications within the Operational Area.



**Mutual Aid** describes the processes in place to get assistance from outside agencies or jurisdictions, when needed.



**Plan Development and Maintenance** outlines the process used in developing this EOP and the procedures for updating it in the future.



**Authorities and Reference** details the various documents and regulations that serve as a basis for this document.

# 1.2

## SCOPE

**This Plan is a statement of County policy regarding emergency management. It assigns tasks and responsibilities to County departments and other agencies and organizations specifying their roles before, during, and after an emergency or disaster situation.**

It was developed pursuant to the California Emergency Services Act and conforms to SEMS. The Operational Area (OA) for Sonoma County includes cities, special districts, tribal nations, and unincorporated areas of the County. Day-to-day procedures and specific emergency responses of the County and Operational Area partners are not addressed in this Plan. For example, each city maintains its own Emergency Operations Plan.

In accordance with SEMS and a County Joint Powers Agreement, when a disaster occurs, the Sonoma County OA coordinates and supports emergency operations within the County jurisdiction. The EOP provides guidance when the Emergency Operations Center (EOC) activates, although its provisions for mitigation and training indicate that this Plan remains in effect even when the EOC is not activated. The EOC activates when an incident or event in the county has overwhelmed or exceeded the capabilities of a single department or a single city and requires additional or non-standard resources. In this event, the County Department of Emergency Management (DEM) Duty Officer will notify DEM leadership, usually the Director or Deputy Director of Emergency Management. DEM leadership will then contact the County Administrator (CAO) If DEM leadership is not available, the Duty Officer will contact the County Administrator's Office (CAO) directly. Otherwise, DEM leadership will contact the CAO and make notifications and recommendations; CAO will direct. An emergency proclamation is not

Once adopted by the Sonoma County Board of Supervisors, this EOP is in effect and can be activated in whole or in part to respond to:

1

Incidents in or affecting the unincorporated areas of the County

2

Requests from the governing body of incorporated jurisdictions

3

Public/environmental health emergencies in or affecting the County

4

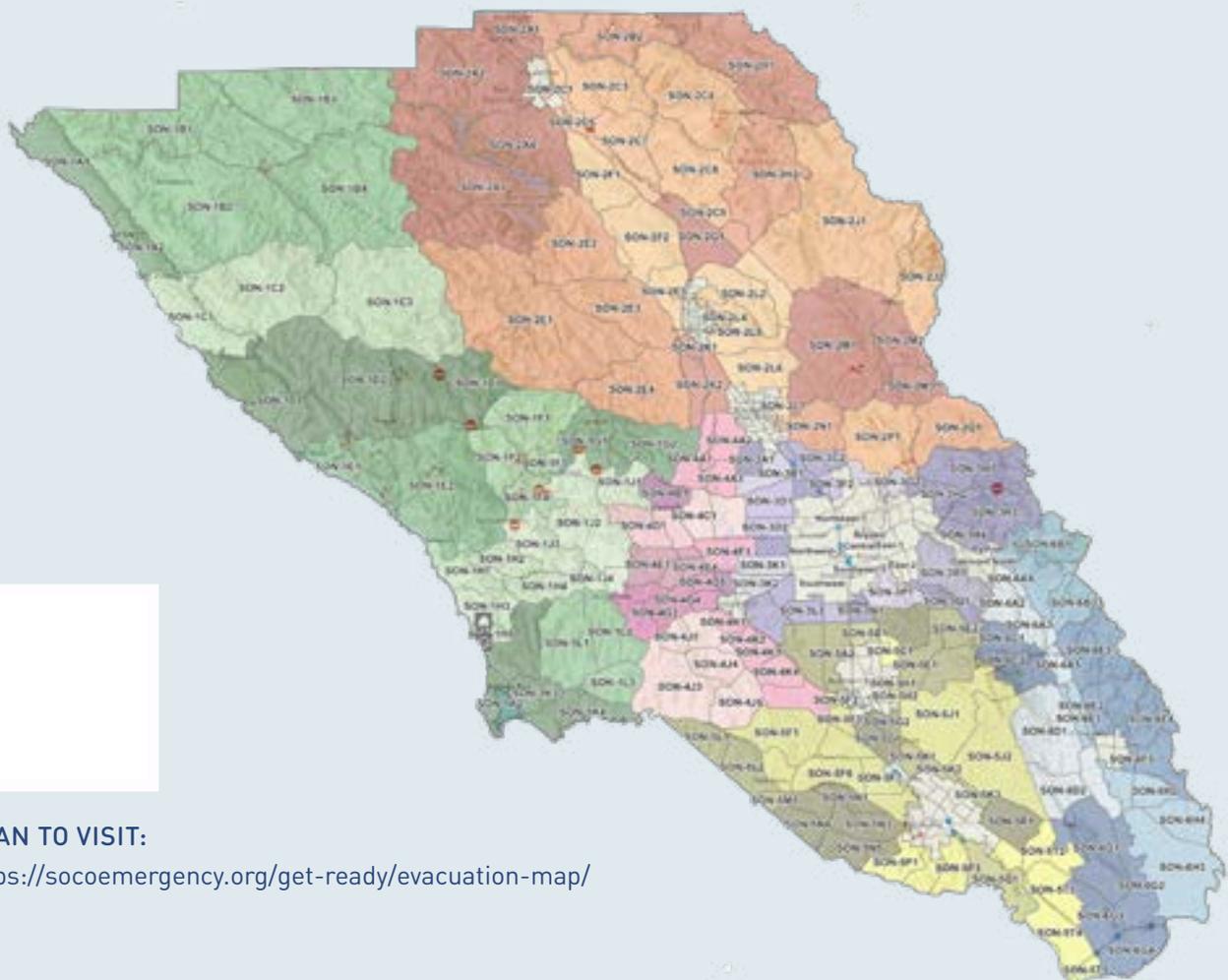
Non-routine life-safety issues in or affecting the County

required in order to implement the EOP nor to activate the EOC. Sonoma County DEM may implement the EOP as deemed appropriate for the situation or at the request of an on-scene Incident Commander.

EOC deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the County. This can happen with the resolution of the event or the local jurisdiction being able to meet the needs of the continued response, per SEMS. There may be multiple steps to deactivation, such as having the EOC activated at a lower level, before full deactivation. Depending on the severity of the incident, transition into long-term recovery efforts may continue beyond deactivation. County staff, including the EOC, if activated, will ensure that demobilization and the transfer of authority and support are completed before deactivating.



## SONOMA COUNTY OPERATION AREA EVACUATION ZONE MAP<sup>1</sup>



SCAN TO VISIT:  
<https://socoemergency.org/get-ready/evacuation-map/>

# 1.3

## WHO WE ARE AND WHERE WE LIVE, A SITUATION OVERVIEW



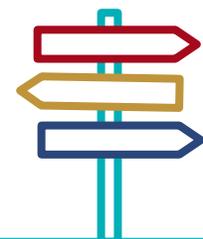
**Sonoma County, the northern-most of the nine counties comprising the San Francisco Bay Area, is just over 1,500 square miles, with more than 50 miles of coastline along the Pacific Ocean and San Pablo Bay.**

The three major waterways are the Russian River, Petaluma River, and San Pablo Bay. Lake Sonoma, created by the Warm Springs Dam, has a total water supply capacity of 245,000 acre-feet. The county typically experiences a mild climate and is known for its vineyards.

Transportation to and within Sonoma County includes rail, air, and highway systems. The Charles M. Schulz Sonoma County Airport offers daily flights to cities such as Los Angeles, Las Vegas, Dallas, and Seattle. Four other small municipal airports are located in or near the cities of Sonoma, Petaluma, Healdsburg, and Cloverdale. The county is also served by Amtrak and the Sonoma-Marín Area Rail Transit (SMART) light-rail system. Bodega Bay Harbor and Petaluma Marina are home to commercial fishing and charter boats.

The primary north/south travel corridor is US Highway 101, along which a majority of the population lives. This vital economic and transportation corridor for the county and entire North Bay is also the main tourist route through

Northern California. The main east/west travel route is Highway 12, connecting Highway 1 in Bodega with the City of Sonoma in the east, and continuing to Interstate 80 in Solano County. Highway 116 links the City of Sonoma to Petaluma, Rohnert Park/Cotati, Sebastopol, and the Russian River area, eventually reaching Jenner. From Vallejo in the east to Novato in the west, Highway 37 runs through the southernmost portion of the County with a large amount of commercial and passenger traffic. Highway 128 comes south from Mendocino County and connects Cloverdale, Geyserville, and Calistoga to the east. Of note is scenic Highway 1 (the Pacific Coast Highway) running along from Tomales in the south, onto the coastline north to Gualala, ultimately connecting Marin and Mendocino counties.



# SONOMA COUNTY

## TRANSPORATION MAP



SCAN TO VISIT:  
<https://arcg.is/XOHGH1>

### 1.3.1 DEMOGRAPHICS

The vulnerability of people and groups to hazard events is dynamic, varying with physical location as well as economic, social, geographic, demographic, cultural, institutional, governance, and environmental factors. The impacts of a hazard event on individuals and communities can depend on factors such as wealth, education, race, ethnicity, religion, gender, age, access and functional needs, and health status. The capacity to anticipate, cope with, and adapt to a hazard is an important factor of vulnerability.<sup>2</sup> These factors often overlap spatially, so spatial analysis to locate areas where there are higher concentrations of people experiencing different vulnerabilities can help to extend focused public outreach, education, and resources to these residents. Understanding communities' makeup and demographic changes over time is important to making decisions that may impact these communities future, such as land used decisions that affect housing, industry, stores, public facilities and services, and transportation.

### WHO WE ARE: DEMOGRAPHICS OF SONOMA COUNTY

In 2020, the population of Sonoma County is approximately 488,000 people, making it the 17th largest county in California.<sup>3</sup> Latinos now make up nearly 29% of all Sonoma County residents, where a decade ago their share was just under 25%. White residents comprise just under 59% of the total population, whereas 10 years ago they made up 66%.<sup>4</sup> The portion of the planning area's residents living outside incorporated areas has gradually decreased over that period, changing from about 32.7 percent in 2000 to about 28.3 percent in 2018. Overall growth in the incorporated areas from 2000 to 2018 was approximately 4 percent. According to population projections by the

California Department of Finance, Sonoma County's population is expected to decrease to 485,017 by 2040. This represents a 3.8 percent decrease from the 2018 population.

Sonoma County has a vibrant and rich immigrant population, of which a substantial portion are undocumented. The Migration Policy Institute estimates that 29,000 undocumented immigrants reside in the County of Sonoma, 87% of whom are from Mexico or Central America. Undocumented workers in the county have been hit particularly hard by wildfires and the pandemic, as many work in industries that have been disproportionately impacted by both. They are also more likely to work under dangerous conditions including toxic air quality, exposure to COVID-19, lack of access to clean bathrooms



**About 10% of Sonoma County residents (around 50,000 individuals) report having one or more disabilities, with more prominence in older age groups.<sup>5</sup>**



and water, lack of vital information in their language, and a majority do not have health coverage. Sonoma County is also home to a significant Indigenous farmworker population, who experience compounding marginalization by other Latinx populations, as well as the challenges of often being undocumented, not speaking English, and earning low wages.

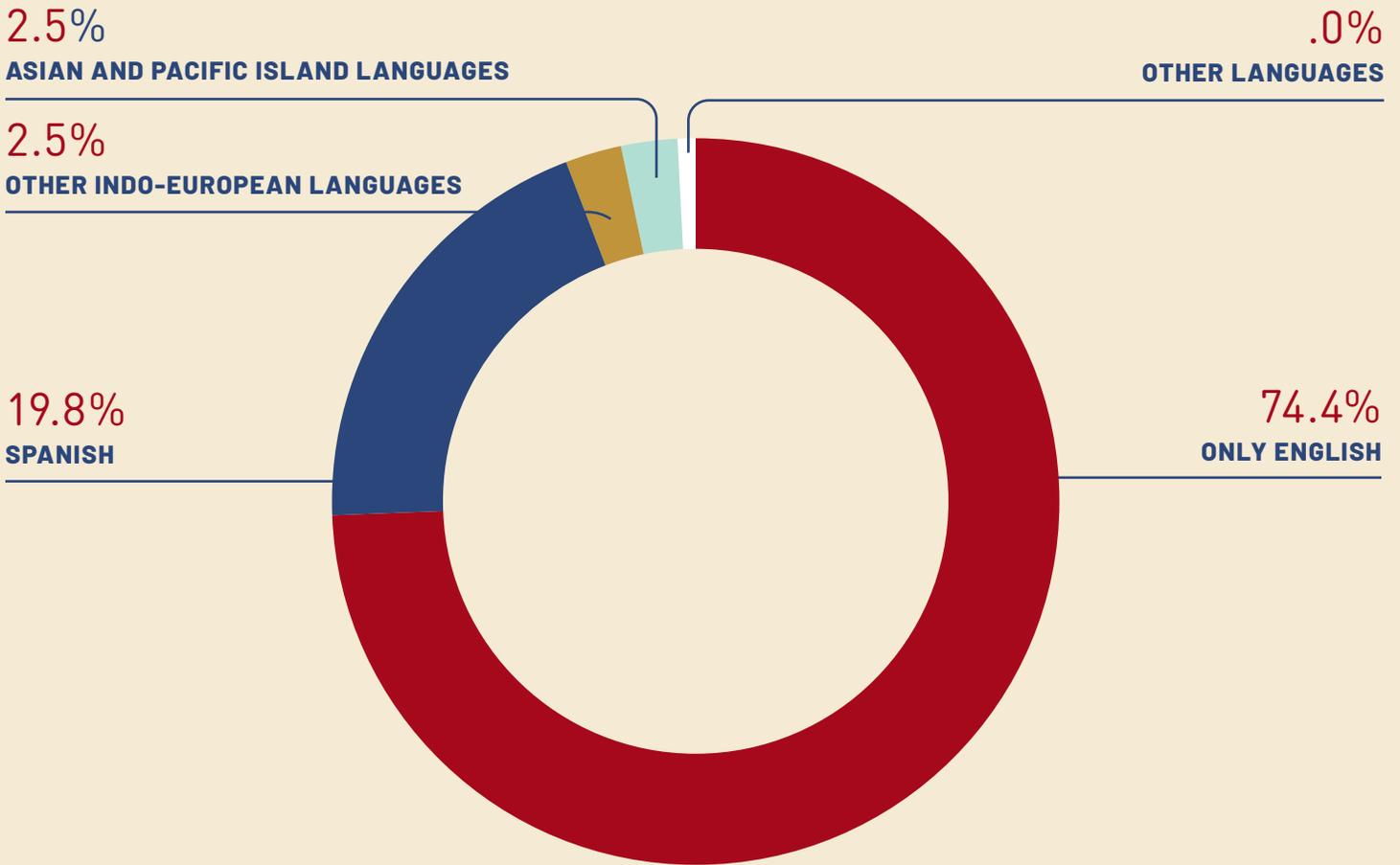
About 10% of Sonoma County residents (around 50,000 individuals) report having one or more disabilities, with more prominence in older age groups. The population of children under 5 with disabilities is an estimated 1.5%, ages 5-17 is 4.2%, ages 18-64 is 8.1%, and ages 65+ is 35.1%. Cultural responsiveness in disaster planning must include support for neurodiverse individuals, individuals with disabilities, and

individuals who are medically fragile. In accordance with Title II of the Americans with Disabilities Act (ADA), emergency and disaster-related programs must address the needs of individuals with a physical or mental impairment that substantially limits one or more major life activities, has a history of such impairment, or is perceived to have such an impairment. Access and Functional Needs are defined more broadly. Although not a comprehensive list, some Access and Functional Needs areas can be defined as referring to individuals with physical, developmental, or intellectual limitations, chronic conditions or injuries, limited or no English proficiency, as well as older adults, children, infants, and pregnant women. Individuals experiencing accessibility challenges are the most knowledgeable about their own needs, and planning must include

representation of that community. Not all persons experiencing vulnerabilities will have the same needs. That makes it crucial to maintain a connection with local community groups and for the County to do significant outreach to ensure policies and procedures best reach all residents in the County. This Plan seeks to foster inclusion and integration in all aspects of emergency planning so that all groups, especially persons experiencing conditions that put them at disproportional risk during a disaster, have enhanced opportunities to be supported by the County's emergency services. Examples of planning considerations are shelter location selection, communication protocol, and program modifications.

# SONOMA COUNTY

## LANGUAGE BREAKDOWN



The 2021 Sonoma County Education Report Card shows that 18.5% of the 70,131 students in Sonoma County are English Learners. Information from California Department of Education and English Learners in Public Schools (2018-2019) indicate that the most common languages spoken by English Learning Students in Sonoma County are Spanish, Vietnamese, Mandarin (Putonghua), French, and Khmer (Cambodian). Information from California Department of Education and English Learners in Public Schools (2018-2019) indicate that the most common languages spoken by English Learning Students in Sonoma County are Spanish, Vietnamese, Mandarin (Putonghua), French, and Khmer (Cambodian).

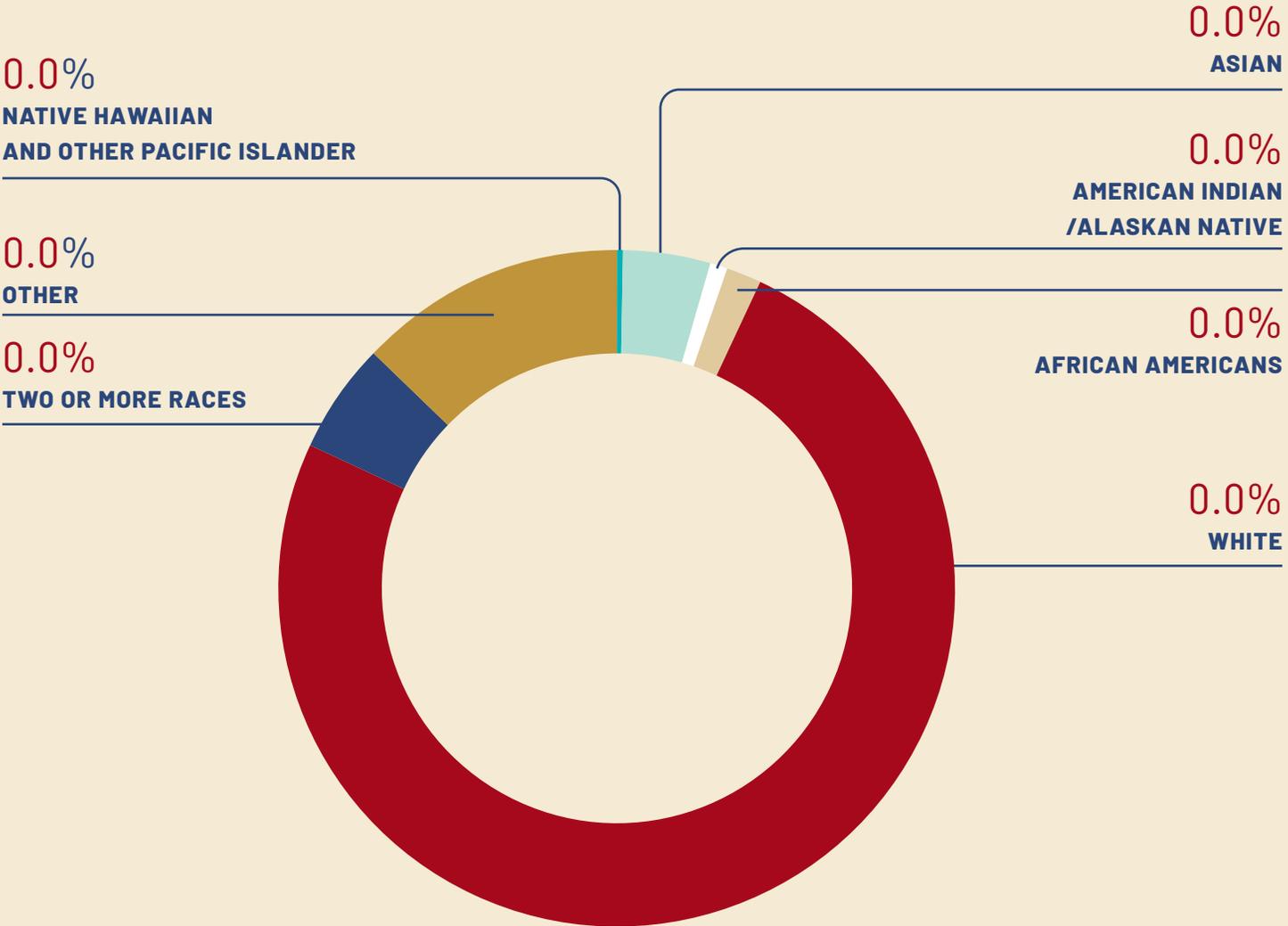
The county is also home to many speakers of Indigenous languages, although exact populations are unknown. The

native language of much of Sonoma County is Southern Pomo, which was spoken for thousands of years along the Russian River and surrounding areas. Southern Pomo is closely related to six other Pomo languages (Kashaya, Central Pomo, Northern Pomo, Eastern Pomo, Southeastern Pomo, and Northeastern Pomo). Other known Indigenous languages include Mixteco, Triqui, K'iche', and Zapoteco.

LANGUAGE	TOTAL EL STUDENTS
Spanish	13,059
Vietnamese	130
Mandarin	65
French	64
Khmer (Cambodian)	63

# SONOMA COUNTY

## DEMOGRAPHIC BREAKDOWN



# HAZARD ANALYSIS SUMMARY

**The County's current Hazard Mitigation Plan was adopted by the Board of Supervisors in December 2021. This Plan identifies and assesses natural hazards including, areas at risk, risk factors, and potential impacts.**

Incorporating data from past disasters as well as computer modeling, these analyses allow emergency management in the OA to assess the risks and future probabilities as well as the scale of vulnerability. As per Sonoma County's current Multi-Jurisdictional Hazard Mitigation Plan revision, the following hazards have been confirmed as a threat to the County's safety, economy, and livelihood based on an in-depth partner organization-led threat assessment.



## WILDFIRE

The combination of highly flammable fuel, long dry summers, and steep slopes create a significant natural hazard of large wildfires in many areas of Sonoma County. A wildfire is a fire in which the primary fuel is natural vegetation. Wildfires can consume thousands of acres of vegetation, timber, and agricultural lands. Fires ignited in wildland areas can quickly spread to areas where residential

or commercial structures are intermingled with wildland vegetation. Similarly, fires that start in urbanized areas can grow into wildfires. Wildland/urban interface (WUI) fire hazards are especially pronounced in areas of high structure densities adjacent to undeveloped open space areas and narrow roads with dense vegetation. A Wildland/urban interface fire may result in death, injury, economic, property, or job loss, subsequent mental health challenges, and a large public investment in firefighting activities. Sonoma County residents, particularly those who work outdoors, may also be impacted by unhealthy air quality from wildfire smoke within the County or carried by winds from other counties.<sup>6</sup>

Wildfire season in Sonoma County typically spans the months after the last spring rains have fallen and until the first fall or winter rains occur. The months of August, September, and October have the greatest potential for wildland fires as vegetation dries out, humidity levels fall, and offshore winds blow. Wildland fire behavior is based on three primary factors: weather, topography, and fuel.

Since 2017, Sonoma County has been impacted by six major wildfires, which have prompted community evacuations and massive resource engagement from the local and state jurisdictions.



## EARTHQUAKE

Sonoma County is bounded on the west and the east by major earthquake faults. The northern segment of the San Andreas Fault lies off the west coast of the County, crosses land at Bodega Bay, goes out to sea, and crosses the County again from Fort Ross, past the community of Sea Ranch, exiting the County at its northern border. The Rodger’s Creek Fault enters Sonoma County at San Pablo Bay and extends northward, east of Petaluma, Rohnert Park, and through the City of Santa Rosa, where it meets up with the Healdsburg Fault, which continues northward, passing east of Windsor. The Mayacama Fault lies to the east of the Healdsburg Fault and continues northward, passing east of the Cloverdale.

Modern earthquake modeling techniques indicate that a major earthquake will likely cause many deaths and casualties, extensive property damage, fires, hazardous material spills, and other secondary events. The Rodger’s Creek Fault is considered the greatest earthquake threat to Sonoma County because of the high probability of rupture and its proximity to the County’s

greatest concentration of population, governmental services, and infrastructure. More information on faults is available here: [URL Needed](#)



## FLOOD

Floods are historically the most frequent natural hazard impacting Sonoma County. Nationally, Sonoma County has the distinction of the highest repetitive flood damage rate west of the Rocky Mountains. A large percentage of the County may be subject to flooding due to flash flooding, urban flooding (storm drain failure/infrastructure breakdown), river channel overflow, or downstream flooding. The County has also been vulnerable to storm surge inundation associated with cyclones and tropical storms.

The majority of areas subject to damage resulting from river flooding in Sonoma County are adjacent to the Russian River in the north and the area bordered by Mirabel Park on the east and Duncans Mills on the west. The Petaluma River has also produced significant flood problems, causing damage within the City of

Petaluma. Other areas that flood periodically are low-lying lands near the San Antonio, Sonoma, Santa Rosa, Mark West and Lichau Creeks, and the Laguna de Santa Rosa. Besides this type of flooding, Sonoma County may experience coastal flooding at harbors and inlets, such as Bodega Bay, which is susceptible to storm surges accompanied by wave action. Additionally, tidal flooding occurs along San Pablo Bay.

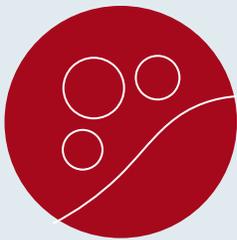


## TSUNAMI

Sonoma County has 40 miles of Pacific Ocean coastline. The greatest potential damage from a tsunami will occur on the west coast of the County, potentially affecting communities such as Sea Ranch, Jenner, Salmon Creek, and Bodega Bay, as well as all the Sonoma Coast beaches. Areas within San Pablo Bay are not expected to receive large wave impact but may sustain damage from strong currents.

On the west coast of Sonoma County, Highway 1 is the main transportation artery. A post-incident response may be hampered, and communities may be isolated for a period of time if

sections of Highway 1 are rendered impassable as a result of inundation damage, debris, or slides, especially if the tsunami is preceded by a local earthquake. The San Pablo Bay area of Sonoma County is less likely to experience inundation damage, but the currents generated may cause damage to marinas and yacht harbors and structures along the shoreline.



### LANDSLIDE

The rolling hills, coastal ranges, and steep canyons that characterize Sonoma County's landscape contribute to increased landslide susceptibility. Landslides are described as the downward mass movement of a slope of materials under the force of gravity. Extended periods of intense rainfall during the winter months are the primary cause of landslides in the region.

In Sonoma County, the complex geology and groundwater formations mixed with the many creeks and micro-watersheds and large differential magnitude of rainfall patterns facilitate a high susceptibility for landslide hazards. The hazards are greatest on

slopes of thirty percent or greater but can occur on slopes of fifteen percent or less depending on geologic deposits, vegetation, and building patterns. Landslides are also likely along coastal cliffs. Historic landslides are perhaps the best indicator of where landslides will occur again unless the conditions that contributed to the prior landslide have been mitigated. Areas included in and around recent burn scars are also vulnerable to landslides and debris movement.



### DAM FAILURE

Dam inundation is defined as the flooding which occurs as a result of the structural failure of a dam. The most common cause of dam failure is overtopping. Overtopping is when the water behind a dam flows over the face of the dam and erodes the structure. Earthen dams are especially vulnerable to this type of failure. Structural dam failure may be caused by seismic activity. Seismic activity may produce inundation by generating a seismically induced wave that overtops the dam without also causing dam failure. This action is referred to as

a seiche. Landslides flowing into a reservoir are also a source of potential dam failure or overtopping. Although there have been no recent events, the possibility of dam failure exists and has occurred in the past in California.

Many areas of the Sonoma County OA are subject to inundation due to dam failure. There are 65 dams within County boundaries that are large enough to be either state or federally regulated. The two major dams that would have the most significant impact on the Sonoma County OA in the event of dam failure are Warm Springs Dam in the north/central portion of the County, northwest of Healdsburg, and Coyote Valley Dam, located in Mendocino County, northeast of Ukiah. Failure of either of these two dams is considered very unlikely, even in a severe earthquake. The method of construction used for these dams, stringent federal standards for maintenance, and the stewardship of the United States Army Corps of Engineers (USACE), provide an expectation that failure will not occur.

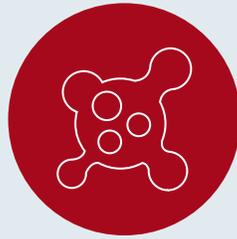
The other, smaller dams may pose a significant threat to specific and limited areas within the Sonoma County OA. Most of these dams are used for agricultural purposes or to store drinking or storm water.



## DROUGHT

The Sonoma County OA is very sensitive to the impacts of drought due to its growing population, dependence on a single key water source, agricultural economic base, and environmental concerns. Drought produces a complex web of impacts that spans many sectors of health and safety as well as the economy and reaches well beyond the area experiencing physical drought. This complexity exists because water is integral for producing goods and providing services.

Direct impacts related to drought in Sonoma County include reduced crop, rangeland, and forest productivity; increased fire hazard; reduced water levels; increased livestock and wildlife mortality rates; and rationing.



## INFECTIOUS DISEASE (PANDEMIC)

Officially declared a pandemic by the World Health Organization on March 11, 2020, recent experiences with Coronavirus Disease 2019 (COVID 19) have shown that a pandemic poses a serious threat to Sonoma County. Although COVID-19 is presumably thought to have initiated outside the United States in late 2019, it began to heavily impact the mainland in early 2020. The impact of the COVID-19 pandemic has been disproportionately felt by low-income workers and communities of color.<sup>7 8</sup>

California, located on the West Coast and with several major ports of entry for international flights and shipping, could be among the first US locations for a pandemic to establish a foothold, as it happened with COVID-19. Sonoma County's proximity to the Highway 101 transportation corridor could speed the transmission of the contagion as well as impact response efforts.

**In addition to the previously mentioned events, there are other hazards that, despite not having a high likelihood of happening, still represent a significant threat to the county:**



## TERRORISM

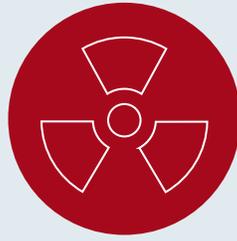
An act of terrorism could occur anywhere in the Sonoma County OA. These threats could be a targeted nuclear, chemical, biological, or radiological event. Plans have been developed on a generalized basis that would have adaptability throughout the county. A terrorist activity emergency has its own unique characteristics and must be dealt with in accordance with its magnitude and with an appropriate level of response. Determination of the type of response and overall direction remains the responsibility of local officials, both elected and appointed, in conjunction with local law enforcement.

The Sonoma County OA may also be affected by terrorist events originating or occurring in other parts of the Bay Area.



### **CIVIL UNREST**

There are numerous potential targets for civil disobedience or civil unrest in the Sonoma County OA. Local political issues may generate protests that strain local resources. Criminal trials, environmental issues, and labor strife could result in serious situations. Additionally, Sonoma County may be affected by civil unrest originating or occurring in other parts of the Bay Area. Regional events may start or encourage civil unrest in the Sonoma County OA. Peaceful protests and gatherings are not indicative of a threat but may be monitored by local law enforcement for situational awareness.



### **HAZARDOUS MATERIAL INCIDENT**

With the exception of the Geysers geothermal fields in the northeast corner of the County, the central portion of the County along the US 101 corridor contains the majority of facilities that utilize hazardous materials for business purposes. These facilities are generally limited to industrial parks within or near the incorporated cities. The eastern and western portions of the County are primarily rural and are mostly forested or agricultural. There are moderate concentrations of fertilizers, pesticides, fuel, and other related substances consistent with the agricultural activities of these areas. As a major state transportation artery, the 101 corridor itself is a route for the transport of hazardous materials, which also may lead to an incident.

The County and the nine cities do not have the large industrial complexes normally associated with a high incidence of hazardous material

emergencies. However, when a hazardous material emergency does occur, the multiple resources that many urban communities draw upon may not be immediately available to Sonoma County. If the incident occurs at a peak traffic time, it is estimated that significant out-of-county assistance may be delayed for two to five hours or longer.



### **HOW CLIMATE CHANGE AFFECTS HAZARD MITIGATION**

Climate change will affect the people, property, economy, and ecosystems of the planning area in a variety of ways. Consequences of climate change include increased flood vulnerability, and increased heat-related illnesses. The most important effect for the development of this plan is that climate change will have a measurable impact on the occurrence and severity of natural hazards.



## SUMMARY

To address the likelihood of these and other unexpected disasters, this EOP was designed with a multi-hazard approach. This means that the tools used to address the above threats can be used in other potential emergencies that were not considered likely or consequential at any one time. The results of evaluating risks in this manner allow for prioritization and effective decision-making processes. Multiple events happening either simultaneously or with cascading effects from the initial disaster will also benefit from this multi-hazard risk assessment.





### 1.3.2

#### **CAPABILITY ASSESSMENT**

The examination of hazard analyses highlights the importance of capabilities to reduce the impact of future disasters. This process includes looking at both the possible risk factors paired with the capacity of local responder agencies to effectively respond to those identified risks. This building of capability strengthens the resiliency of the OA to respond to more disasters with an all-hazards approach. Many emergencies have common response elements, such as evacuation or care and shelter. Therefore, building upon strengthening these capabilities helps develop response efforts across all possible emergencies. This is accomplished through the on-going efforts of individuals, neighborhoods, cities, the County, and many other local groups.

### 1.3.3

#### **MITIGATION OVERVIEW**

To reduce personal injury, property damage, and disaster response and recovery costs resulting from natural disasters, Congress adopted the Federal Disaster Mitigation Act of 2000. This Act encourages states and local jurisdictions to plan more wisely and pursue proactive mitigation actions. Mitigation actions reduce vulnerability to natural hazards and increase post-disaster resiliency.

The Federal Disaster Mitigation Act of 2000 requires jurisdictions to prepare and adopt a hazard mitigation approved by the Federal Emergency Management Agency (FEMA) plan to remain eligible for various pre- and post-disaster grants and community aid. The guidelines require local governments to incorporate the hazard analysis and mitigation strategies into

other planning mechanisms such as General Plans, Capital Improvement Plans, Zoning and Building Codes, and ongoing operations and programs, where appropriate.

Mitigation actions are intended to reduce the disruption or loss of life, property, and economic and environmental impacts that might result from a natural disaster. Mitigation actions also aim to lower the costs that multiple disasters can compound on local, county, state, and Federal budgets. Mitigation differs from an emergency response plan in that it is proactive rather than reactive.



### 1.3.4

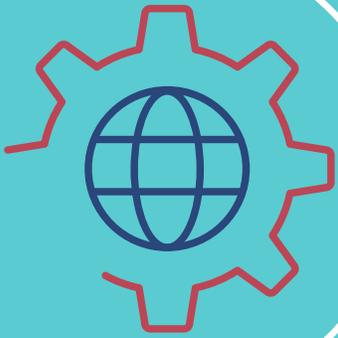
#### PLANNING ASSUMPTIONS

The following assumptions are made in this Plan:

- All incidents are local.
- Disasters may occur at any time with little or no warning and may exceed the capabilities of local, state, federal, tribal governments, and the private sector in the affected areas.
- Not all communities are impacted equally by disasters. Some communities experience disproportional impacts from response through recovery.
- Disasters may result in injuries, fatalities, and displacement of people from their homes.
- A disaster can result in property loss, interruption of essential public services, damage to basic infrastructure, and/or significant harm to the environment.
- The greater the complexity, impact, and geographic scope of a disaster, the more multi-agency coordination will be required.
- Multiple major emergencies may occur simultaneously.
- The OA will utilize SEMS and the National Incident Management System (NIMS) in disaster response and management operations.
- The Director of Emergency Services will coordinate the County's disaster response in conformance with the California Emergency Services Act, County Code Chapter 10.<sup>9</sup>
- Local government entities (including cities and special districts) will participate in the Sonoma County OA emergency management organization.
- Non-governmental agencies, such as the Sonoma County Community Organizations Active in Disaster (COAD), can also participate in the Sonoma County OA emergency management organization.
- Efforts in all phases will take into consideration language, equity, and accessibility needs.
- Local tribal governments may choose to participate in the OA emergency management organization.
- Mutual Aid and other forms of assistance will be rendered within the OA when impacted local jurisdictions exhaust or anticipate exhausting their resources.
- The State will provide disaster assistance to the OA when requested, in accordance with the State of California Emergency Operations Plan.<sup>10</sup>
- The federal government will provide emergency assistance to the OA when requested by the state of California in accordance with the National Response Framework.<sup>11</sup>

# 2

## CONCEPT OF **OPERATIONS**



**The emergency management community of stakeholders in Sonoma County will identify potential threats to life, property, and the environment, and will develop plans and procedures to protect those assets and lives within their own departments, agencies, or jurisdictions.**

These plans and procedures will direct disaster response and recovery activities and will be validated by the conduct of actual responses or by exercising the plans. Deliberate planning provides a solid concept of operations. Incident planning shall build upon the inherent scalability and adaptability of such plans.

# 2.1

## EMERGENCY MANAGEMENT PHASES



**The four phases of Emergency Management used in the Sonoma County OA are Preparedness, Response, Recovery, and Mitigation. These phases are not static in nature, and the OA can expect to encounter overlap in these phases as they experience an incident.**

### PREPAREDNESS

Creates community readiness before a disaster strikes.

### RESPONSE

Pre-emergency response (alerts and warnings) and initial response (assessment).

### RECOVERY

Restoration of an affected community in the aftermath of a disaster.

### MITIGATION

Actions taken to prevent or reduce the cause, impact, and consequences of disasters.

As a starting point, Preparedness creates community readiness before a disaster strikes. This phase includes planning, training, educational activities, and other actions which increase operational capabilities. Packing a “go bag” and developing a family evacuation plan are examples of preparedness measures. Increased awareness and preparedness skills can help reduce vulnerability and can limit disruption or harm in the face of a disaster. Community outreach efforts conducting with access and language considerations on the part of the County are especially crucial to support communities who may experience additional challenges at this stage, such as those with access and functional needs, language or technological access concerns, or those located in remote rural areas. Standard Operating Procedures and checklists will be prepared in advance of an emergency and aim to improve all-hazard resiliency. Preparedness is an ongoing process.<sup>12</sup>

The Response phase can be divided into two sections, the first of which is Pre-Emergency Response. At this phase, disaster may be imminent, and actions are precautionary and emphasize protection of life. In a

## KEY ACTIVITIES

### PREPAREDNESS

- Planning
- Training
- Educational activities

### RESPONSE

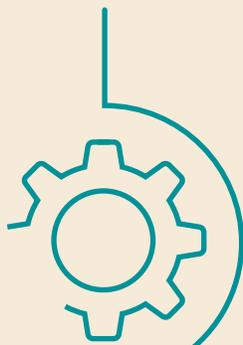
- Precautionary Actions
- Alerts + Warnings
- Evacuation notifications
- Requesting Mutual Aid

### RECOVERY

- Damage Assessment
- Debris removal
- Infrastructure repairs
- Assistance Programs

### MITIGATION

- Prevent/reduce cause
- Prevent/reduce impact
- Act on lessons learned



predicted disaster, such as a flood or tsunami, the OA may receive a briefing, the EOC may be activated, and other preparations and notifications may be made based on the anticipated severity of the incident. Following this Pre-Emergency Response, or when no advance warning occurs, the Emergency Response phase attempts to establish and maintain control of the situation while minimizing the effects of the disaster. Examples of this phase include issuing alerts and warnings, coordinating evacuation notifications, and requesting Mutual Aid. Evacuation orders for Sonoma County are issued by the Sheriff's Office. The interactions and communication between the field and the EOC are guided by the Incident Command System (ICS). In an extended emergency, the response also includes care and shelter, public information efforts, situation analysis, and initial damage assessments.<sup>13</sup>

Recovery efforts will begin at the outset of an emergency, may overlap with the Response Phase, and will be coordinated through the EOC. During the Recovery Phase, the focus is on the restoration of an affected community in the aftermath of a disaster. Deliberate actions at the onset of an emergency may enhance recovery operations. Based on FEMA's National Disaster Recovery Framework, these efforts involve creating a new normal for those affected by the disaster. Achieving this may include damage assessments; debris removal; infrastructure

## Emergency Response attempts to establish and maintain control of the situation while minimizing the effects of the disaster.

repairs; local, state, or federal assistance programs; and many other agency and departmental efforts. Identification of hazards continues during this phase, and public health and safety are prioritized. Depending on the severity of the incident, recovery from a single event may take years.<sup>14</sup>

Successful recovery efforts are crucial for caring for our Sonoma County residents and restoring essential services. Recovery efforts must be responsive to the special characteristics and needs of the communities and individuals affected. To that end, response efforts led by the County of Sonoma will present information in both English and Spanish and strive to be proactive and responsive to addressing gaps that may exist in the accessibility of services for individuals with AFN.



Coordination between many partners is needed to optimize resources, improve partnerships, and seek out opportunities to benefit the community. Partners can include individuals and households, the private sector, nonprofit sector, local government, state government, tribal governments, and the federal government. Specific details are available in the Sonoma County Recovery and Resiliency Framework.<sup>15</sup> Recovery efforts are overseen by the Policy, Grants, and Special Projects division of the County Administrator’s Office, formerly the Office of Recovery and Resiliency.

Mitigation may follow the Recovery Phase and lead into the Preparedness phase. Mitigation includes actions taken to prevent or reduce the cause, impact, and consequences of disasters, such as decreasing dry fuel and creating defensible space to limit risk from wildfire. These efforts may include the implementation of lessons learned from the previous event. Eliminating or reducing the impact of hazards in the Sonoma County OA that are a threat to life and property are part of the mitigation efforts. Mitigation tools include:

- Local ordinances and statutes (zoning ordinances, building codes and enforcement, etc.)
- Structural construction measures, such as building levees or retrofitting structures
- Tax levy or abatements
- Land use and hazard mitigation planning

See the Sonoma County Multi-Jurisdictional Hazard Mitigation Plan for additional information on mitigation efforts and priorities in the county.<sup>16</sup>



## 2.2

# PREPAREDNESS, TRAINING EXERCISES

**Sonoma County provides vast and up-to-date information for the community on preparedness, current emergencies, local hazard information, and recovery efforts. Comprehensive tools for individual, family, and neighborhood planning are included.**

Current Sonoma County Emergency and Preparedness information can be found in English at <https://socoemergency.org/> and in Spanish at <https://socoemergency.org/inicio/>. These sites provide vast and up-to-date information for community members on preparedness, current emergencies, local hazard information, and recovery efforts. Comprehensive tools for individual, family, and neighborhood planning are included on these websites. Residents and visitors can also sign up for alerts, which is the best way to protect themselves by staying informed. Countywide educational events and exercises can also be found on the websites. Additional bilingual and accessible community outreach and education will occur regularly and will be promoted on social media,

radio, and other public information venues. Within the County jurisdiction, DEM will share additional training opportunities that apply to partner agencies. These may include EOC orientations, WebEOC trainings, SEMS, FEMA, and other opportunities to increase skills and familiarity with emergency management systems and protocols. Drills, such as community evacuation drills, may be conducted in collaboration with community groups to bolster individual and family preparedness. Exercises, from virtual tabletop to full-scale scenarios, may be designed to familiarize partners with plans and capabilities. Regular testing and training reinforces knowledge of procedures, facilities, systems, and equipment. Testing also increases individual confidence while fostering collaboration.

# 3

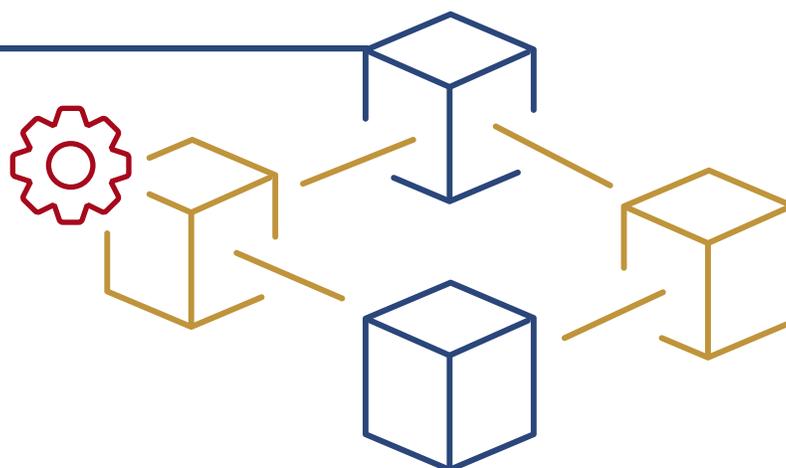
## ORGANIZATION & ASSIGNMENT OF RESPONSIBILITIES



## **During all phases of emergency management, the operations begin at the local level and, when needed, expand to include Operational Area, regional, state, or federal resources as the affected jurisdiction requires additional support.**

This model of responding at the local level then bringing in the next tier of support, as outlined in SEMS, also aligns with NIMS. NIMS provides stakeholder agencies across the whole community with a shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System.<sup>17</sup> The NIMS framework

defines operational systems that guide how personnel work together during incidents. One of the main components of NIMS is the utilization of ICS. The NIMS represents a core set of doctrine, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels.<sup>18</sup>



## 3.1

# STANDARDIZED EMERGENCY MANAGEMENT SYSTEM

**The Standardized Emergency Management System (SEMS) is the cornerstone of California’s emergency response system and the fundamental structure for the response phase of emergency management.<sup>19</sup>**

The system unifies all elements of California’s emergency management community into a single integrated system and standardizes key elements. The primary goal of SEMS is to aid in communication and response by providing a common management system and language. Core elements of SEMS include the use of ICS, multi-agency coordination, Mutual Aid, and the concept of an operational area.

Many different agencies must work together effectively to protect lives, property, and the environment during disasters. SEMS facilitates priority setting, interagency cooperation, and the efficient flow of resources and information among responding agencies. The response structure of SEMS begins when an incident exceeds the

response capabilities of first responders, and they establish an Incident Command or need for additional agencies to manage the response. SEMS allows multiple agencies to coordinate and communicate as the response unfolds, rather than acting within their departmental silos. As an incident grows, the response may expand to a larger area, which might involve local government in the form of cities or other agencies. If additional support is required or multiple local governments are affected, the EOP may be activated according to protocols in place. If further support were necessary, the request for assistance would go to the Coastal Region, which is one of three regions of Cal OES, and from there to the State. At that point, the State may request Federal Assistance.

# 3.2 NATIONAL INCIDENT MANAGEMENT SYSTEM

**In response to the events of September 11th, 2001, President George W. Bush issued Homeland Security Presidential Directive-5, which directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS).**

NIMS is based in part on the California SEMS model. The Sonoma County OA formally adopted NIMS in September 2006. HSPD-5 requires Federal Departments and agencies to make adoption of NIMS by State and local organizations a condition for Federal preparedness assistance. NIMS includes fourteen defining components.

The OA manages and/or coordinates information, resources, and priorities among local governments within the operational area and serves as the coordination and communication link between the local government level and the regional level. The implementation of SEMS

**A critical function of ICS is the responsibility of the individuals within it to communicate both up and down the chain of command, share information, and empower each member.**

and NIMS is a cooperative effort of all departments and agencies within the County, cities, tribal governments, and special districts that have an emergency response role. A critical function of ICS is the responsibility of the individuals within it to communicate both up and down the chain of command, share information, and empower each member.

## NIMS

### FORMALLY ADOPTED

September 2006

### 14 DEFINING COMPONENTS

Common Terminology

Modular Organization

Management by Objectives

Incident Action Planning

Manageable Span of Control

Incident Facilities  
and Locations

Comprehensive  
Resource Management

Integrated Communications

Establishment and  
Transfer of Command

Unified Command

Chain of Command  
and Unity of Command

Accountability

Dispatch/Deployment

Information and Intelligence  
Management

Thus, a diverse EOC builds connectivity of ideas and solutions. The Department of Emergency Management will lead SEMS and NIMS implementation and planning.

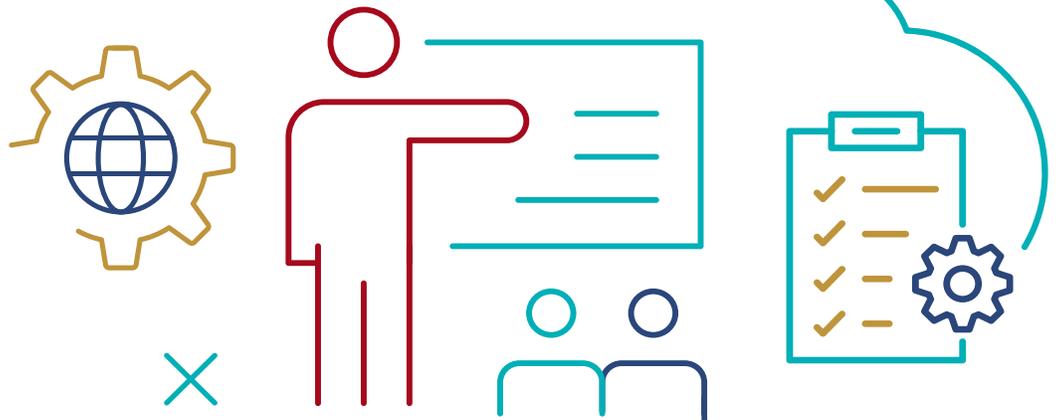
**All local government and OA staff who may work in the EOC, in a Department Operations Center (DOC), or at the field level will receive appropriate ICS/SEMS/NIMS training as recommended by FEMA.**

New County personnel receive ICS/SEMS/NIMS awareness training as part of their new employee orientation. To validate preparedness and planning efforts, local governments will develop an exercise program that provides periodic exercises for EOC and DOC personnel under ICS/SEMS/NIMS guidelines. Members of the Sonoma County OA are responsible for the overall documentation of ICS/SEMS/NIMS training within their own cities or special districts. Under the guidance issued by the Governor’s Office of Emergency Services, NIMS training and self-certification of personnel is the responsibility of individual Law, Fire, EMS, Public Works, and other agencies.



## 3.3

# RESPONSE: INCIDENT MANAGEMENT



**The Incident Command System (ICS) is a standardized approach to incident management that allows coordination among various jurisdictions and agencies.**

Developed in the aftermath of catastrophic California fires in the 1970s, ICS establishes common practices and terminology for planning and managing resources. It allows for the integration of facilities, equipment, personnel, procedures, and communications within a common organizational structure. This allows for a quicker and smoother response, sharing information quickly between partners, with more accountability. ICS allows for a flexible, dynamic response structure. The coordination of objectives, information, and resources is efficient and protects the safety of responders, community members, and others. ICS can be used to respond to any type of natural or human-caused incident requiring multi-agency support.

In ICS, communication is critical. Once a response reaches a level of multi-agency response, an incident commander takes responsibility for managing the on-scene incident. Any additional agencies will be incorporated into this response and will all be organized under one incident commander. This allows for the consolidation of decision-making regarding objectives, assignments, and resource allocation.

It removes redundancies and miscommunications. The established chain of command allows for information flow up and down the chain. Authority and responsibilities given in the ICS in an incident supersede the protocol for an individual department; for instance, one would report to their superior under the incident commander rather than their typical day-to-day supervisor. The ICS organization is unique to the incident and does not reflect an administrative structure.

Transfer of command is another vital aspect of ICS. When the response expands or someone more qualified for a position arrives, a transfer of command occurs. This allows for smooth continuity of responsibility and management. In this transfer, the incoming responder receives a command briefing of the situation. This briefing can be written, oral, or a combination of both. This transfer ensures those delegated the authority are fully aware of the situation, limitations, and decisions that have been made so far. The basic structure of an incident command can be seen in the diagram below.

SIX FUNCTIONAL  
AREAS OF THE  
SONOMA COUNTY  
EOC

1

Management

2

Planning

3

Operations

4

Logistics

5

Finance Administration

6

Public Information

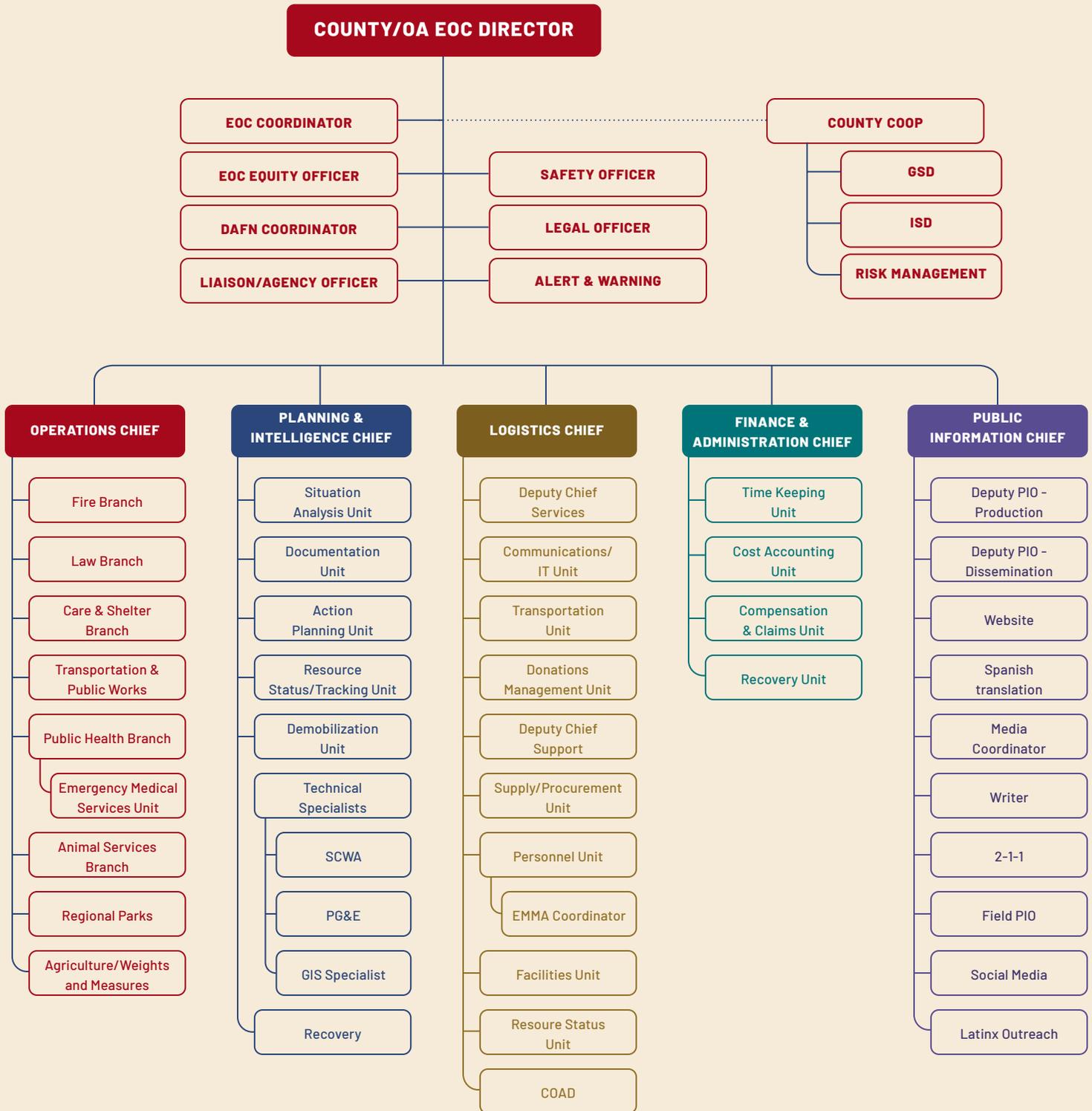
## 3.4 EMERGENCY OPERATIONS CENTER ORGANIZATION

**The EOC serves as a central coordination point to gather the decision-makers and stakeholder representatives together under the direction of the EOC Director.**

Stakeholders may include other County departments, first responders, tribal representatives, COAD, other non-governmental organizations (NGO), and others, as needed. This structure facilitates information sharing, maintaining situational awareness, communicating a common operating picture of response activities, objective prioritization, and collaboration. The appropriate information and support is relayed to responders, EOC sections, stakeholder agencies, county departments, the OA, and the public.

Based on SEMS and ICS structure, the Sonoma County EOC is organized into six functional areas, also known as EOC sections: Management, Planning, Operations, Logistics, Finance and Administration, and Public Information. The number and agency makeup of individuals in each section will vary according to the current needs of the response.

# DETAILED EMERGENCY OPERATIONS CENTER ORGANIZATIONAL CHART



### **3.4.1 MANAGEMENT**

The Management Section is responsible for the overall directing and coordination of emergency response and recovery operations. It oversees and manages the other sections of the EOC. Management will coordinate and act as liaison with appropriate federal, tribal, state, regional, and local governments, as well as private and volunteer organizations. Priorities are established by this group. The representatives from the Office of Equity and the AFN committee are vital members of this group overseeing that the needs of community members most likely to be disproportionately impacted by disasters are considered and elevated as decisions are made.

### **3.4.2 OPERATIONS**

Those in the Operations Section are known as “The Doers.” They coordinate and offer strategic support to all the jurisdictional operations during response efforts. The Operations Section directs County OA operational resources and coordinates discipline-specific Mutual Aid resources. The Operations Section is responsible for coordinating with County OA field incident commanders and City EOC Operations Sections. They provide situational awareness and relay direction from management.

The Operations Section staff must evaluate the potential economic, social, and environmental impacts of the disaster on the public while managing a response to the conditions within the County. The Operations Section is organized into functional units representing agencies involved in tactical operations. This could include branches for Fire, Law, Transportation and Public Works, Public Health, Care & Shelter, and others, as needed.

### **3.4.3 PLANNING**

The Planning Section is considered “The Thinkers.” The duties and responsibilities of the Planning Section are gathering and performing analysis of data regarding the incident. The Planning Section maintains an incident log, EOC display maps, and charts. It is responsible for preparing situation reports, assessing damage, recovery operations, conducting planning meetings, documenting all EOC activities, conducting advanced planning, and leading the preparation of the Incident Action Plan. Members continuously collect, analyze, process, and document information coming in from the OA. They forecast the needs of the response and implement appropriate procedures and processes. Geographic Information System (GIS) and mapping services are an integral part of this section. During a response, the Planning Section Chief conducts regularly scheduled meetings with different levels of EOC staff and OA

partners to keep them informed of the most current intelligence. Planning will maintain documentation for recovery, damage assessments, and after action reports, which will be coordinated with Cal OES.

### **3.4.4 LOGISTICS**

Known as “The Getters” the Logistics Section is tasked with requesting services, personnel, equipment, and facilities in support of jurisdictional operations. Providing for all of the emergency support needs, the Logistics Section orders all resources, coordinates volunteer personnel, and provides communications, facilities, personnel, transportation, supplies, equipment, fuel, food, staging, and shelter as required to support the Operations Section. This section is authorized to direct supporting departments and agencies to furnish materials and commodities for residents. Coordination of Private Sector resources will be accomplished in the Logistics Section.

### **3.4.5 FINANCE & ADMINISTRATION**

The Finance and Administration Section has overall responsibility for fiscal accounting, and it is referred to as “The Payers.” This accounting process can involve compensation and claims, EOC and field cost accounting, and Jurisdictional Disaster Survey



reporting. This section also provides for the tracking of the time worked by all emergency personnel involved in the incident, provides cost analysis and projections, and records any and all injury claims for compensation.

### **3.4.6 PUBLIC INFORMATION & JOINT INFORMATION CENTER**

These “Message Senders” are committed to providing accurate, culturally sensitive, bilingual (English/Spanish), and timely information to employees, the public, the media, and the community about emergency events in the county. Usually located as a section under the Management Section, Sonoma County acknowledges the importance and complexity of getting the vital information out to the public in a timely manner and has created a separate section accordingly.

### **3.4.7 ESSENTIAL FACILITIES**

Essential facilities are sites identified as critical for government/Operational Area operations in support of a given emergency or disaster response. In order to ensure continued operational area response operations, primary and secondary locations have been identified. For the OA EOC, these are pre-identified locations that can be either activated or enhanced in terms of equipment, personnel, and other necessary resources to best address an emergency.

The OA EOC’s primary location is in the County Center Complex at the Hall of Justice in Santa Rosa. The EOC may be partially or fully staffed to meet the demands of the situation. Activation of the Op Area EOC can take place in situations where collaboration and support of field operations are necessary. This can include an emergency situation of such magnitude that it will require a large commitment of resources from two or more cities or of the County

jurisdiction over an extended period of time. The EOC may also be activated proactively during such occasions as flood warnings or elevated fire risk conditions.

The County Administrator or the Director of the Department of Emergency Management, or their appointed representatives designated by the Continuity of Government Lines of Succession in Section 10-5(h) of the County Code, are authorized to activate the EOC.<sup>20</sup> The activation level will depend upon the severity and expected duration of the incident. Staffing will be based on SEMS, and operational periods are determined during the initial stages of an event. The EOC will be deactivated at the end of the event or when the affected cities, agencies, or departments can assume control of the incident without EOC support. If the primary EOC is not habitable or unavailable for any reason, setup at one or more alternate locations may be required. Several sites have been identified for this purpose. The decision to activate an alternate EOC will be made by the EOC Director. If

necessary, the Logistics Section will arrange for the relocation of EOC staff members to the alternate EOC. All Section Chiefs will advise their emergency response field forces of the new location and transition to the alternate EOC. The operational capabilities of the alternate EOCs may be significantly less than those of the primary EOC.

All facilities, including any used for sheltering and other purposes, will accommodate the provisions of the Americans with Disabilities Act.

**3.4.8  
STANDARD OPERATING  
PROCEDURES**

Operational Area emergency response operations will be led by hazard and/or sector-specific Standard Operating Procedures (SOPs), developed and maintained by partner agencies that would normally lead that specific emergency operation. As a part of the shared responsibility in leading with current hazard-specific hazard plans, these SOPs, sometimes in the form of an annex, will be regularly updated by the responsible departments and agencies. The following list indicates some examples of SOPs (not maintained by DEM) that will be continuously updated to enhance the overall OA EOP scope by providing specific information on the resources to be employed and the procedures to be followed to ramp up and deliver a targeted response:



**SHERIFF'S OFFICE**  
Mass Casualty Plan  
Civil Unrest Plan  
Evacuation Plan



**HUMAN SERVICES  
DEPARTMENT (HSD)**  
Care and Shelter Plan



**HEALTH SERVICES  
DEPARTMENT (DHS)**  
Infectious Disease Plan  
Extreme Weather Plan



**MITIGATION**  
Culturally Responsive  
Communications Plan



# 4

## DIRECTION, CONTROL, **AND COORDINATION**



## **County agencies and response partners may have various roles and responsibilities throughout a major emergency or disaster’s duration.**

Therefore, it is particularly important that the local command structure be established to support response and recovery efforts and maintain a significant amount of flexibility to expand and contract as the situation changes. Typical duties and roles may also vary depending on the incident’s size and severity of impacts, as well as the availability of local resources. Thus, it is imperative to develop and maintain a depth of qualified staff within the command structure and response partners. DEM will coordinate disaster management planning and operations for unincorporated areas of the County.

Some parts of the disaster planning will involve other departments, jurisdictions, and entities. For instance, evacuation is a function of the Sheriff’s Department. The

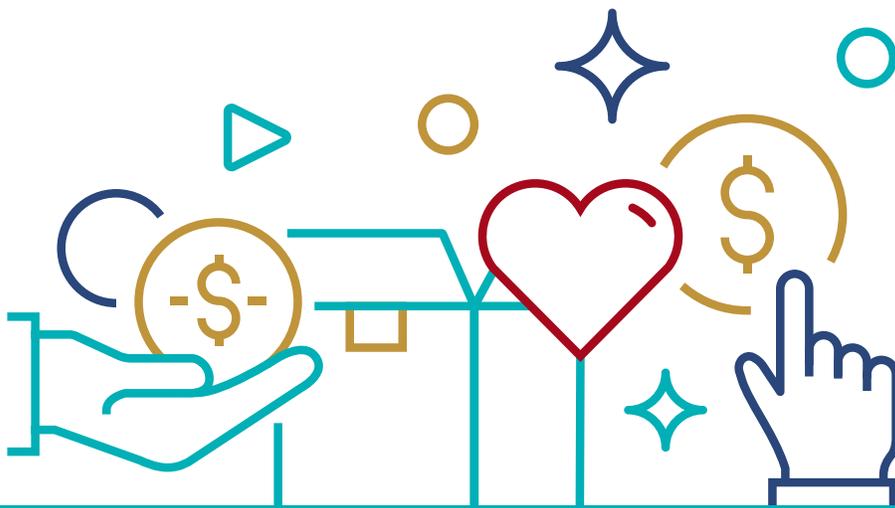
Medical and Health Operational Area Coordinator (MHOAC) will address the medical needs. As such, fire coordination and law enforcement coordination will occur outside of the context of this Plan. The City Manager or designee (pursuant to City charter or ordinance) of each incorporated City is responsible for emergency management planning and operations for that jurisdiction. Many County departments have emergency functions that are similar to their normal duties. Each department is responsible for developing and maintaining its own procedures for carrying out these functions during an emergency. Under this Plan, it is the responsibility of each of these agencies or entities to communicate with the EOC for situational awareness and coordination.

# 4.1

## RESPONSE PARTNERS

**Response partners for the OA include city staff, first responders, various special districts, private and volunteer agencies, tribal officials, COAD and other NGOs, and other representative groups.**

Members of these groups are invited to OA weekly calls during the year, plus special calls specific to a response. Some are also represented in the EOC, when applicable. For instance, COAD will represent the nonprofit sector within the Logistics Section. Requests and information sharing can also go through the Liaison/Agency Officer in the Management Section. Such requests from local tribal nations can go through these same channels, or they may request assistance directly from the state or federal government. These partnerships are developed and maintained throughout the year among OA partners, including DEM staff.



### OPERATIONAL AREA PLANNING AND RESPONSE STAKEHOLDERS

- City of Cloverdale
- City of Cotati
- City of Healdsburg
- City of Petaluma
- City of Rohnert Park
- City of Santa Rosa
- City of Sebastopol
- City of Sonoma
- Town of Windsor
- Tribal Government Partners
- Education Partners
- Transportation Partners
- US Coast Guard- Training Center Petaluma
- Non-Governmental Organizations
- American Red Cross
- 2-1-1
- COAD
- Operational Area Coordinators for  
Fire, Law, MHOAC
- Cal OES
- California Highway Patrol
- County Departments, Agencies, and  
Special Districts



## 4.2

# DEPARTMENT OPERATIONS CENTERS

**A Department Operations Center (DOC) is an operational and logistical entity that is designed to coordinate functional support for incident management.**

A purpose of a DOC is to tactically manage department-owned and controlled resources and maintain public services during an emergency. DOCs work to restore their departments' critical business functions and perform high-priority response activities.

They are established physical facilities or locations and activated by individual departments to coordinate actions specific to that department during an emergency event, even when the EOC is not activated. Activation of a DOC is based on the mission of the department and is authorized by the Director of that County department. Because

DOCs are primarily for departments that play a role in immediate response during a disaster or emergency, not all departments will require a DOC.

If the EOC is activated, DOCs can serve as extensions of the functional branches in the Operations and Logistics Sections of the EOC. The DOC shares objectives, strategies, and status updates at regular intervals with the EOC. As such, personnel selected by the department to be part of a DOC receive training and participate in drills and exercises to develop their skills and knowledge of overall EOC operations.

# 4.3

## EMERGENCY PROCLAMATIONS

**Emergencies exist due to a specific localized situation, such as flood, fire, storm, earthquake, epidemic, drought, sudden and severe energy shortage, or other events.**

To those directly impacted by the situation, it may indeed be catastrophic. Many such events require a coordinated response. However, to merit a “proclamation,” certain criteria must be met, depending on the type of emergency and the binding legal procedures. When there is a condition of extreme peril or potential peril to the safety of persons and property, and the condition is beyond the capability of a local jurisdiction to control effectively, an emergency may be proclaimed.

County Counsel will draft the resolution at the request of the CAO or designee. This resolution, proclaiming a local emergency, must be adopted by the Board of Supervisors in order to extend the Proclamation of Local Emergency past seven days. This County proclamation may involve the unincorporated areas of the County or be necessitated by one or more OA Partners whose resources have been exceeded. Proclamations provide a mechanism to request resources and Mutual Aid from other jurisdictions, or a higher level of government, although a proclamation is not the only way to request such assistance. The governing body must review the need to continue the proclamation at least every thirty

days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant. <sup>21</sup>

A local governing body, such as a city, may proclaim a local emergency, as described in the California Emergency Services Act, and as prescribed in local ordinances. Incorporated cities within the Operational

**Proclamations are normally made when the jurisdictional limits, in whole or in part, are affected by a disaster or extreme peril.**

Area may proclaim a local emergency as provided for under their municipal code. When made, the city shall advise the Department of Emergency Management of the proclamation. Proclamations are normally made when the jurisdictional limits, in whole or in part, are affected by a disaster or extreme peril. A local emergency can be proclaimed when the conditions exceed or are forecasted to exceed the capacity of that jurisdiction. Per local ordinances, certain additional emergency powers may



be authorized for use by local officials following the issuance of a Proclamation.

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

- If necessary, request that the Governor proclaim a State of Emergency
- 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 provide Mutual Aid
- Require the emergency services of any local official or employee
- Requisition necessary personnel and resources from any local department or agency
- Obtain vital supplies and equipment and, if required, immediately commandeer the same for public use
- Impose isolation or quarantine orders or otherwise

restrict public activities, as well as control or destroy objects that pose an imminent menace to the public health

- Impose penalties for violation of lawful orders
- Conduct emergency operations without incurring legal liability for performance or failure of performance. (Note: Article 17 of the Emergency Services Act provides for certain privileges and immunities.)

The Governor may proclaim a State of Emergency, and this Gubernatorial Proclamation may occur when conditions of disaster or extreme peril exist which threaten the safety of persons and property within the state, caused by natural or human-caused incidents. The request for a Gubernatorial Proclamation must come from the local jurisdiction, and DEM will inform Cal OES staff when a city or the county declares an emergency. The Governor must concur that the local authority is inadequate to cope with the emergency to issue a Gubernatorial Proclamation of a State of Emergency. Whenever the Governor proclaims a State of Emergency, state resources and support are available to assist the local jurisdiction. All state agencies and political

subdivisions are required to comply with the lawful orders and regulations of the Governor, which are made or given within the limits of his authority as provided for in the Emergency Services Act. Additionally, if the state's resources are not adequate to support the response, the Governor can request additional assistance by asking for a Presidential Declaration.

A Presidential Declaration happens at the Federal level. An Emergency Declaration may be proclaimed by the President of the United States when:

- There is a large regional incident or threat of disaster or extreme peril to the safety of persons and property caused by natural or human-caused situations.
- Conditions of disaster or extreme peril exist which

threaten the safety of persons and property within the Country caused by natural or human-caused incidents.

- The President is requested to do so by the Governor of the State of California
- The President finds that State authority is inadequate to cope with the emergency

Whenever the President Declares an Emergency:

- The President may authorize essential Federal assistance
- The President may authorize public assistance
- The President may authorize individual assistance
- The President may authorize Federal Mutual Aid
- The President may authorize mitigation funds

## DEFINITION OF LOCAL EMERGENCY

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

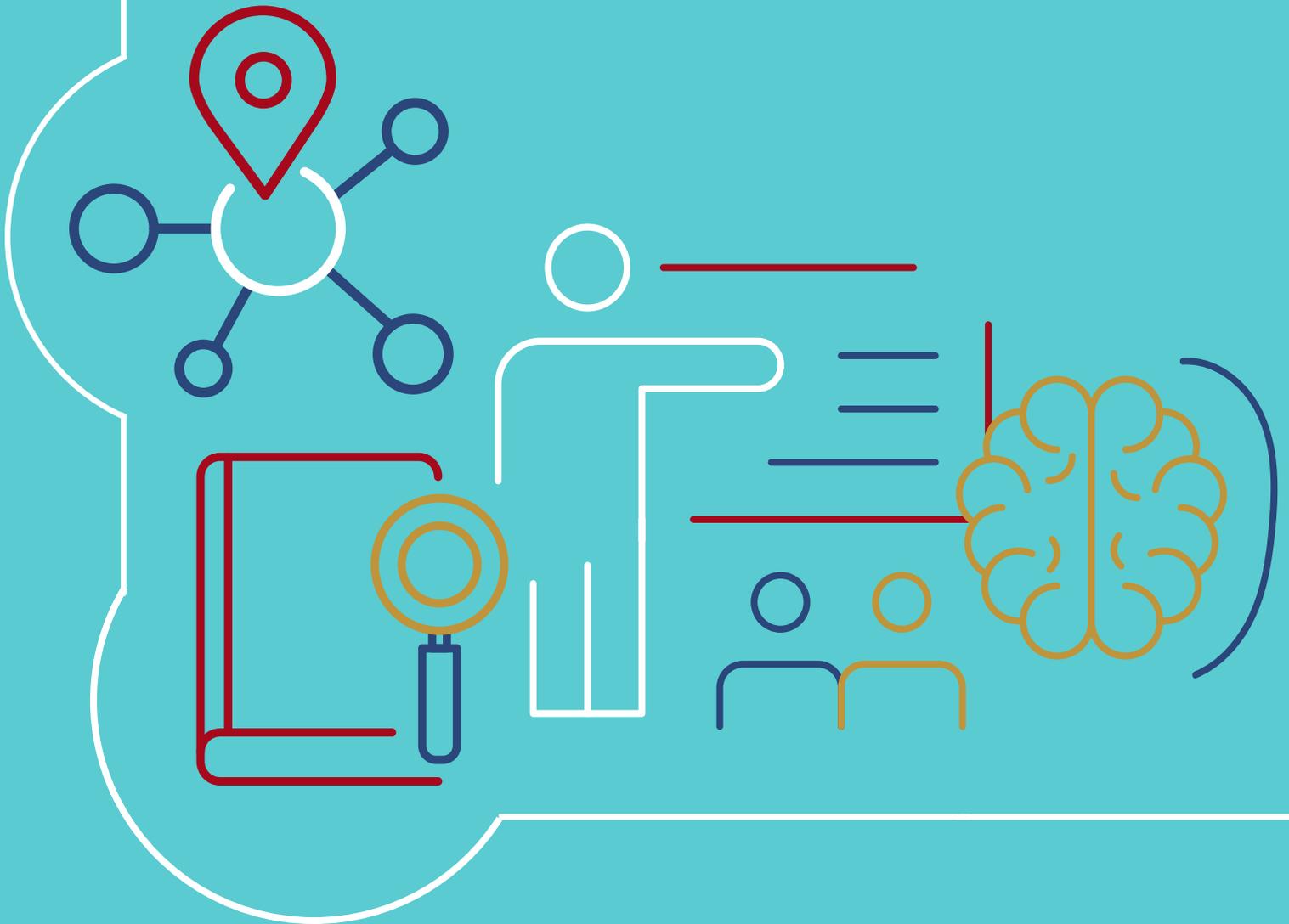
SONOMA COUNTY OPERATIONAL AREA

# EMERGENCIES 1990-2021

<b>DATES</b>	<b>TYPE OF EVENT</b>	<b>PROCLAMATION</b>
Dec 1990 - Feb 1991	<b>Freeze</b>	Local, State, Federal
Jan 20 - 25, 1993	<b>Flood</b>	Local, State, Federal
May - Sep 1994	<b>Fishing Emergency</b>	Local, State, Federal
Jan 8 - 31, 1995	<b>Flood</b>	Local, State, Federal
Dec 11-12, 1995	<b>Winter Storm</b>	Local
Dec 30, 1996 - Jan 4, 1997	<b>New Year's Flood</b>	Local, State, Federal
Feb 2, 1998 - Jan 4, 2000	<b>Rio Nido Flood</b>	Local, State, Federal
Feb 8 -10, 1999	<b>February Winter Storm</b>	Local, State
Dec 1, 2002	<b>December Winter Storms</b>	Local
Sep 3 - 7, 2004	<b>Geysers Fire</b>	Local, State
Dec 30, 2005 - Jan 4, 2006	<b>New Year's Flood</b>	Local, State, Federal
Mar 29 - Apr16, 2006	<b>Spring flooding</b>	Local, State, Federal
Nov 7, 2007	<b>SF Bay Oil Spill</b>	Local, State
Apr - May 2009	<b>H1N1 Event</b>	Local
Mar 11, 2011	<b>Great Tohoku Tsunami</b>	State, Federal
Apr 7 - Sept 30, 2011	<b>Ag Freeze, Contiguous County</b>	State, Federal
Oct 8, 2017- Oct 25, 2018	<b>Nuns/Tubbs Fire</b>	Local, State, Federal
Feb 25 - Mar 4, 2019	<b>Winter Storm/Flooding</b>	Federal
Sept 23-24, 2019	<b>PG&amp;E Power Shutoff</b>	Local
Oct 8-9, 2019	<b>PG&amp;E Power Shutoff</b>	Local
Oct 23-25, 2019	<b>PG&amp;E Power Shutoff</b>	Local
Oct 23 - Nov 7, 2019	<b>Kincade Fire/Power Shutoffs</b>	State
Nov 20-21, 2019	<b>PG&amp;E Power Shutoff</b>	Local
Jan 7 - Feb 3, 2020	<b>JRT Encampment</b>	Local
Mar 1, 2020 - ∞	<b>COVID-19 Pandemic</b>	Federal
Aug 18 - Sept 8, 2020	<b>LNU Complex (Walbridge &amp; Meyers) Fires</b>	Federal
Sept 28 - Oct 5, 2020	<b>Glass Fire</b>	State
Oct 25-27, 2020	<b>PG&amp;E Power Shutoff</b>	Local

# 5

## INFORMATION COLLECTION, **ANALYSIS & DISSEMINATION**



**No two disasters are ever the same; yet, virtually all incidents disproportionately affect individuals with access and functional needs (AFN) (i.e., people with disabilities, people with limited or no English proficiency, seniors, children, and people with limited transportation resources).**

In compliance with the Americans with Disabilities Act<sup>22</sup>, Sonoma County will provide relevant and culturally responsive public information to persons with access and functional needs in emergency planning, including the integration of interpreters, translators, and accessible content and technology. Communication with individuals with disabilities must be effective in response to their needs.



# There are many factors to consider ensuring effective communication during disasters and recovery. Following are areas to consider regarding communication access:

## ALERT AND WARNING SYSTEMS

Depending on the situation, numerous forms of alert and warning may be required to reach the entire population, including for those who cannot hear, lack adequate eyesight, or who speak a different language. The County's mass notification system is capable of sending emergency information via voice, text, and email, and also through free applications available for "smart phones." Every Alert and Warning message is sent through as many "channels" as possible in English and Spanish. There are other tools such as NOAA radios, which have attachments that allow for the dissemination of alerts in formats effective for individuals with certain disabilities.

## WEBSITES

Many people with disabilities use "assistive technology" to enable them to use computers and access the Internet. Blind individuals who cannot see computer monitors may use screen readers – devices that speak the text that would normally

appear on a monitor. People who have difficulty using a computer mouse can use voice recognition software to control their computers with verbal commands. Poorly designed websites can create unnecessary barriers for people with disabilities, just as poorly designed buildings prevent some from entering. The County of Sonoma created SoCoEmergency.org and its Spanish version, SoCoEmergencia.org, to host all emergency information relevant to the public to prepare or respond during emergencies.

## PRESS CONFERENCES

Information delivered at press conferences by public officials and broadcasted on television and through social media channels during a disaster is critical. This information needs to be effective, understood, consumable, and actionable by the whole community (i.e., American Sign Language interpreters for the Deaf/Hard of Hearing, interpretation for those with limited or no English proficiency, and alternative formats for Blind/Low Vision).

## ADDITIONAL METHODS

The County will utilize additional methods to establish communication with communities historically underserved and with limited access to mainstream communications methods such as social media and website access. The County may work with local radio stations, ethnic media partners, and community trusted partners such as NGO representatives and faith leaders to reach different communities. The County also encourages checking on neighbors and friends who may need assistance.

# 5.1

## ALERT & WARNING



**Success in saving lives, property, and preserving the environment depends on the timely and effective alerts and warnings to Sonoma County residents, visitors, and first responders.**

During a disaster, the OA is responsible for the dissemination of information about the emergency to keep the public and its internal personnel informed about what has happened, the location of the threat, the actions desired from the public, and other critical details.

The words “alert” and “warning” are often used interchangeably, but in this document, those words are used in specific senses:

- Alert - A communication intended to draw the attention of recipients to some previously unexpected or unknown condition or event.
- Warning - A communication that encourages recipients to take immediate protective actions appropriate to an emergent hazard or threat.

The County will utilize various modes to alert and warn the public, along with methods to contact emergency response personnel. The County will incorporate responsive measures to enhance the ability to reach individuals with Access and Functional Needs (AFN) and those who speak languages other than English. An example of this is

providing those in the Deaf community, or persons who are hard of hearing, with a NOAA Weather Radio and external attachments that produce a strobing light or vibration to indicate an alert of which they need to be aware. The County is also committed to sending alerts and warnings in English and Spanish through County-managed alert systems.

SoCoAlert is the branded name of the County’s mass notification system. Residents and visitors are strongly encouraged to register to receive alerts via phone call, text message, email, TDD, and push notification via a smartphone app. Registration and additional information are available at <https://socoemergency.org/get-ready/sign-up/> and in Spanish at <https://socoemergency.org/preparase/registrarse/>.

The County also uses the Emergency Alert System<sup>23</sup>, Wireless Emergency Alerts<sup>24 25</sup>, and NOAA Weather Radio<sup>26</sup>. The various systems and the processes through which these systems are accessed are described in the Community Alert and Warning Annex.<sup>27</sup>



## 5.2 PUBLIC INFORMATION

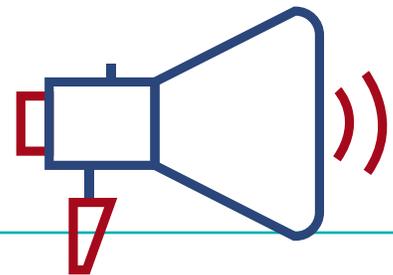
**The Sonoma County OA has experienced a number of incidents and large-scale disasters during the last several years, including 2017, 2019, 2020, and 2021.**



Providing clear, accurate, accessible, and timely information during an emergency is critical. Providing the same during times outside of an emergency is just as important.

Public awareness campaigns, public events, and other public education materials are created and take place throughout the year to support Preparedness efforts. Local nonprofits, city and county agencies, and the DEM Community Preparedness section spearhead these efforts. Events and messaging are amplified and supported by the County Administrator's Communications Office.

Sonoma County agencies disseminate public information through various channels and platforms on a day-to-day basis. In a disaster incident, information related to the disaster and, later, information in the Recovery Phase, is primarily disseminated via the platforms and channels described in the tables below.



# COUNTY WEBPAGES

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County Webpage

**SonomaCounty.ca.gov**

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County Emergency Webpage

**SoCoEmergency.org**

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County Emergency Webpage (Spanish)

**SoCoEmergencia.org**

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# COUNTY SOCIAL MEDIA

<b>PLATFORM</b>	<b>URL</b>	<b>USERNAME</b>
Facebook	<b>facebook.com/CountyofSonoma/</b>	@CountyofSonoma
Facebook	<b>facebook.com/SoCoDEM/</b>	@SoCoDEM
Facebook	<b>facebook.com/sonoma.sheriff/</b>	@sonoma.sheriff
Twitter	<b>twitter.com/countyofsonoma</b>	@CountyofSonoma
Twitter	<b>twitter.com/sonomasheriff</b>	@sonomasheriff
Nextdoor	<b>nextdoor.com/agency-detail/ca/sonoma-county/county-of-sonoma/</b>	County of Sonoma
Nextdoor	<b>nextdoor.com/agency-detail/ca/sonoma-county/sonoma-county-department-of-emergency-management/</b>	Sonoma County Department of Emergency Management
YouTube	<b>youtube.com/c/CountyofSonoma</b>	County of Sonoma
Nixle	<b>local.nixle.com/sonoma-county-sheriffs-office/</b>	Sonoma County Sheriff's Office

### 5.2.1

## PUBLIC INFORMATION OFFICER

In times outside of an emergency, the County Administrator's Communications Office is responsible for the County's public information and public affairs. During a disaster, this Office is responsible for staffing and leading the Public Information Section.

Information for the public is disseminated through several mechanisms under the control and advice of the Public Information Officer (PIO). The PIO reports to the EOC Director and will communicate with the Incident Commander's PIO (a member of their command staff) to inform communication priorities. The PIO advises leadership on all public information matters relating to the incident.

The PIO handles inquiries from the media, the public, elected officials, monitors traditional and social media, responds to rumors, and performs other functions required to gather, verify, coordinate, and disseminate accurate, accessible, and timely information related to the incident, particularly regarding the information on public health, safety, and protection of life and property.

### 5.2.2

## JOINT INFORMATION SYSTEM

The Joint Information System (JIS) is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and/or disciplines with the private sector and NGOs.

It includes the plans, protocols, procedures, and structures used to coordinate and share public information. Federal, State, tribal, territorial, regional, local, and private sector PIOs and established Joint Information Centers (JIC) at each level of SEMS are critical elements of the JIS.

The JIS structure is used for ensuring that:

- PIO functions are coordinated and integrated.
- A structure and system for developing and delivering coordinated interagency messages are provided.
- Public information plans and strategies in response to community needs and on behalf of the incident management leadership can be developed, recommended, and executed.
- Leadership is effectively advised

on public affairs issues that could affect a response effort, and rumors and inaccurate information that could undermine public confidence are controlled and managed.

The County of Sonoma is a participating member of the Bay Area Urban Areas Security Initiative (Bay Area UASI), which has an established Joint Information System. It is a network of individuals with responsibilities to support emergency public information and warning. Members are from a broad spectrum of agencies, disciplines, and jurisdictions throughout the Bay Area to work together to coordinate public information and warning efforts before, during, and after emergencies. Additional information about the Bay Area Joint Information System is available at [www.bayareauasi.org/jis](http://www.bayareauasi.org/jis).

### 5.2.3

## JOINT INFORMATION CENTER

The Joint Information Center is the central location that facilitates the operations of the JIS during an emergency. This location houses personnel with public information responsibilities from multiple agencies, departments, and other



local governments. They perform critical emergency information functions, crisis communications, and public affairs functions.

For incidents requiring the activation of the EOC, Sonoma County will establish the JIC to coordinate the handling of Public Information operations for the County government and the OA. A JIC will be established at a suitable location in close proximity to provide for effective management of Public Information functions. When activated, the JIC will be staffed by personnel trained to conduct Public Information activities, including coordinating inter-jurisdictional media releases and management of rumor control and community communications functions. Regardless of where the JIC is established, Public Information functions will continue to be managed from the EOC.

#### 5.2.4 **PUBLIC INFORMATION HOTLINE**

The EOC Public Information Hotline at 2-1-1 is coordinated from within the PIO Section of the Sonoma County EOC and is staffed by United Way of the Wine Country as needed to support this public information function. The 2-1-1 phone service assists in public information dissemination during emergencies in several languages. The Hotline Room in the EOC can also support multiple phone operators to take calls from the public, if needed.

Outside of an emergency, the County uses 2-1-1 as an active 24/7 call center for non-emergency, local community services inquiries. The Call Center is in Ventura County and has a robust backup forwarding system to ensure call volume loads can be accommodated in times of

disaster. The PIO provides validated disaster-related information to the 2-1-1 PIO Liaison (United Way staff member sitting in the PIO section) to be sent to the Call Center. All forms of information released to the public include instructions to call 2-1-1 to receive up-to-date information about the current disaster/event. The 2-1-1 service is provided in 178 languages. This public notification system greatly reduces overload calls to the 9-1-1 system for non-emergency public inquiries.



# 5.3

## INTELLIGENCE & COMMUNICATIONS



**The Sonoma County Operational Area Emergency Operations Center EOC is responsible for gathering timely, accurate, accessible, and consistent intelligence during an emergency.**



The OA EOC will serve as the hub for information collection, analysis, and dissemination of information relating to the incident or event. Common to these are information components that are critical or essential for any given incident. These elements include:

- Location or boundaries of the affected area
- Weather conditions and forecasts
- Jurisdictional boundaries or areas of responsibilities
- Status of the threat or hazard
- Current response operations
- Current and anticipated operational needs

Sonoma County OA EOC personnel, other County departments, cities, special districts, and State and Federal stakeholders are kept informed using these elements of information through situation summaries or reports and operational reports or briefings. These create a common situational picture and can be used to adjust the operational goals, priorities, and strategies.

The ability of personnel from different agencies and disciplines to work together depends greatly on their ability to communicate with each other. Using plain language is essential to emergency response operations and will be used by the Sonoma County OA EOC personnel during emergencies. The use of common terminology enables



emergency responders, EOC personnel, and County staff, as well as personnel from neighboring jurisdictions or the State, to communicate clearly with each other and effectively coordinate response activities, regardless of an incident's size, scope, or complexity.

Information and communication will have a two-way flow (both bottom-up and top-down) through the established structure between the levels of government as detailed in SEMS: Field Response, Local Government, Operational Area, Region, and State.

## FIELD RESPONSE

LOCAL GOVERNMENT, OPERATIONAL AREA, REGION, AND STATE



## 5.4

# COMMUNICATIONS



**Communication will be coordinated between the OA EOC and all responding supporting agencies through various forms of communications devices, channels, and methods.**

The OA EOC is equipped with multiple redundant communication modalities allowing the sharing of situational awareness, resource status, raw intelligence and data, and alert and warning. These include telephone, email, radio, satellite phone, Sonoma County Auxiliary Communications Service (ACS), among others.

Periodic OA EOC briefings will be held to update OA EOC personnel on the current status of the incident. The briefings will take place as often as necessary, determined by the EOC Director. Briefings will occur at least once per operational period and may be adjusted to suit the needs of the situation.

Information needing to be shared with other levels of government, other agencies and departments outside the

county, and the private sector will be shared as necessary to ensure public safety, economic integrity, and effective resources for response and recovery.

Information for the public will be shared via the JIC. The JIC will work with available media outlets, including radio or TV, to get the necessary information to the public as soon as possible and in accessible ways. Various social media channels will be used to share relevant and verified bilingual information with the public as well. Using other means of communication may be necessary depending on the nature of the incident, the impacts on public information systems, and outstanding community needs. These could include message boards at community centers or shelters, use of changeable message signs, and flyers or leaflets.

# 5.5

## EMERGENCY MANAGEMENT INFORMATION SYSTEM



**The OA EOC also utilizes a web-based emergency management information system. This allows OA EOC personnel to have a common situational picture, situational awareness, and information coordination during the emergency.**

The system provides real-time sharing of information via status boards, resource tracking, mapping, significant events, among other capabilities.

Currently, the system is accessible to OA EOC personnel with future planning to include providing access to personnel from local jurisdictions within the Operational Area, along with State and Federal partners as appropriate. The Department of Emergency Management maintains the user license and administrative privileges with the system provider.



# 5.6

## OPERATIONAL AREA UPDATES

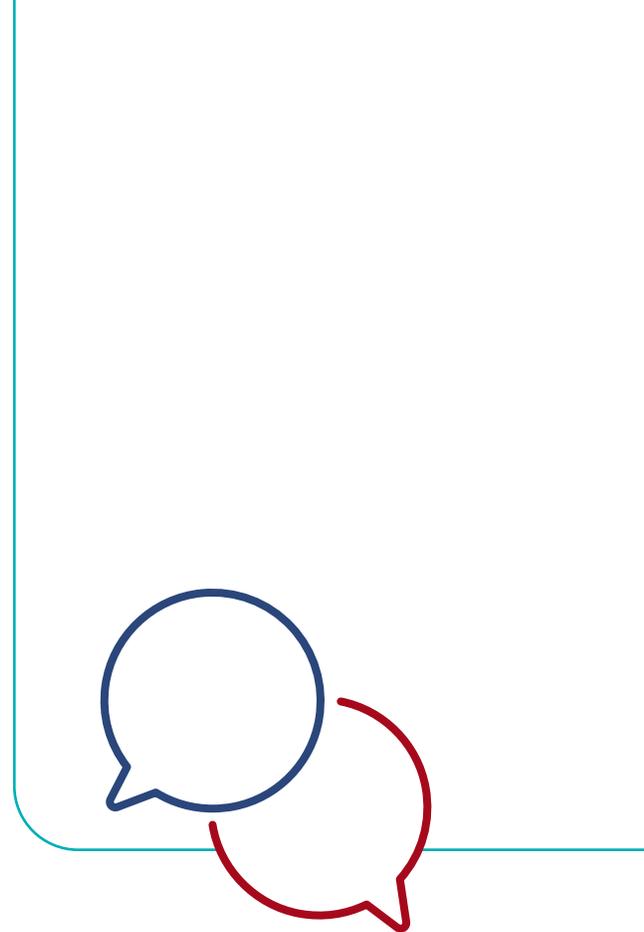
### **Coordination and collaboration are essential during times of non-disaster.**

These established relationships between multiple disciplines and various stakeholders prove beneficial during an emergency incident. The Sonoma County Operational Area will provide opportunities that foster such connections.

In times outside of a disaster, the sharing of information with the Operational Area takes place during standing Weekly Briefings. These briefings detail any incidents that occurred within the Operational Area, those in adjacent areas, and statewide incidents of note. They also include an update of the weather forecast and any weather condition changes. Local jurisdictions, including state partners, have an opportunity to share any notable incidents or information that is beneficial to the group or for situational awareness.

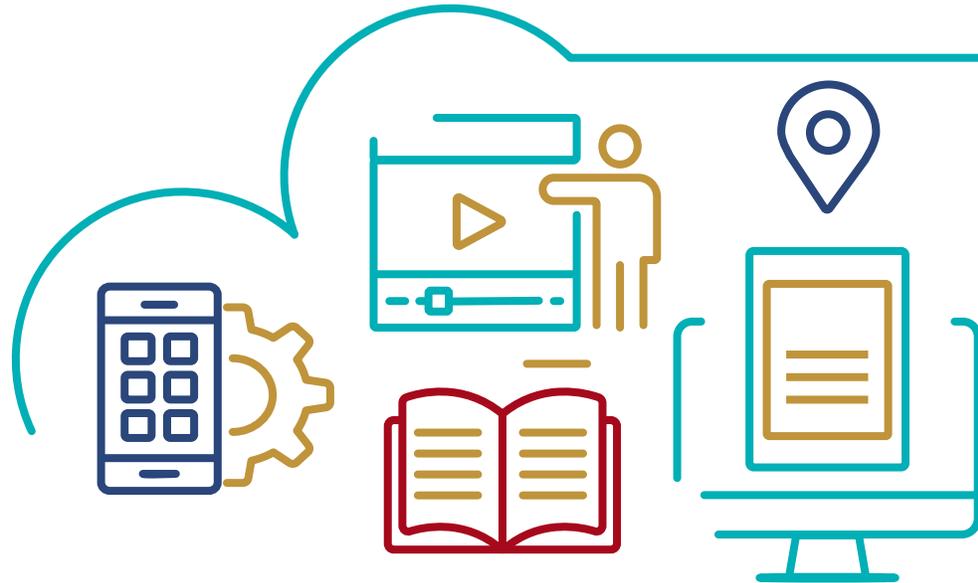
During a disaster, the standing briefing becomes a regular occurrence to update the Operational Area about the ongoing incident, sometimes multiple times per day. During this Situational Briefing, the Operational Area receives updates on evacuations, response operations, sheltering, and recovery information. The briefing also includes a weather update and a report out from the local jurisdictions in attendance.

Additionally, if an incident occurs that does not reach the level to activate the OA EOC, yet may be of general and/or public interest, the Department of Emergency Management Staff Duty Officer is responsible for creating and disseminating an Incident Update Report. This report includes a summary of the incident, any actions taken, and any actions needed from Operational Area partners.



# 5.7

## VITAL RECORD RETENTION



**The responsibility of developing and implementing procedures for protecting vital records, materials, and facilities falls to each individual County Department and local government entities.**

These procedures must also identify the systems, archiving schedules, and the responsible roles for the maintenance of records.

It is imperative that Departments and local government agencies maintain essential agency records that are needed to:

- Meet their operational responsibilities under national security emergencies or other emergency or disaster conditions (emergency operating records);
- Protect the legal and financial rights of the government and those affected by government activities (legal and financial rights records); or
- Preserve the obligation and interests of County residents and employees (legal and financial rights records).

The Information Services Department (ISD) has overarching responsibility for the overall Records and Information Management program for the County. ISD has an established retention schedule for each County Department and certain Special Districts, along with a Common Accounting and Administrative Records Retention Schedule

based on specific record types. Additionally, the County operates and maintains the Sonoma County Records Center, electronic vaults, and on-site/off-site vault locations for physical records and media.

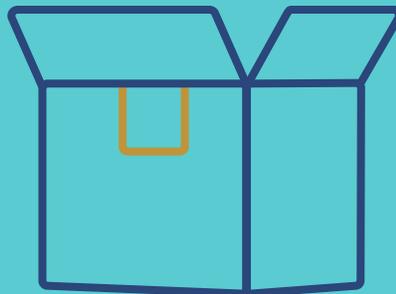
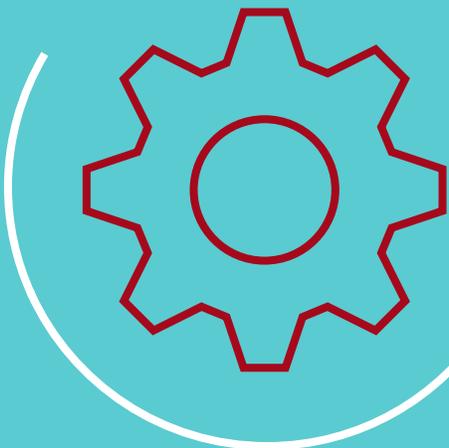
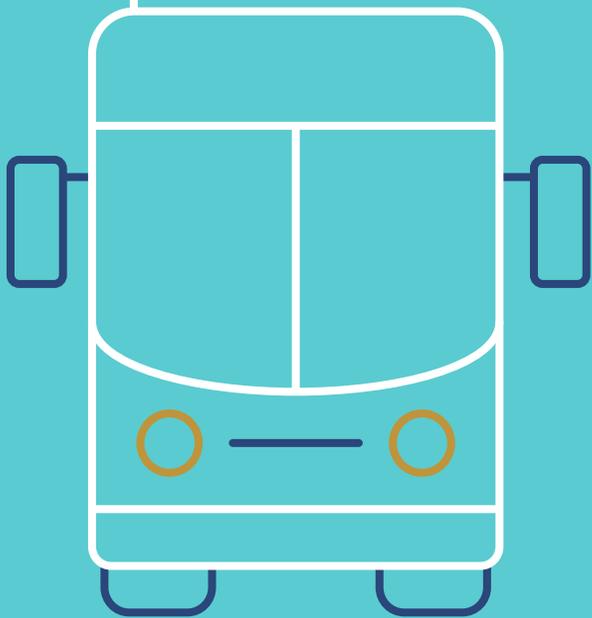
Specific to emergency management operations, vital records include but are not limited to:

- Emergency plans (including procedures, checklists, contact lists, personnel records, etc.)
- Emergency Action Plans (specific to the response operations during an incident)
- Situation Reports
- Alert and Warning notifications
- Disaster Financial Records
- Recovery planning records and documents
- Grant applications and supporting documentation

These documents are primarily stored in electronic form and archived per the established County retention schedule.

# 6

## MUTUAL AID



# **Mutual Aid may be required to support the response to a credible threat or actual emergency and is dependent on the needs of the requesting jurisdiction.**

Response to Mutual Aid requests is provided through automatic triggers or agreements and not on the basis that it is anticipated that the responding local government or entity will be reimbursed by state or federal disaster funds. Reasons for requesting Mutual Aid include, but are not limited to:

- Natural disasters
- Major emergencies
- Civil disturbance
- Sabotage
- Cyberterrorism
- Acts of Terror
- Political violence
- Enemy attacks

The California Master Mutual Aid Agreement is the basis of delivery for all Mutual Aid in the state. It creates a formal

structure wherein each jurisdiction retains control of its own facilities, personnel, and resources, but may also receive or render assistance to other jurisdictions within the State. The State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of local jurisdictions to negotiate, coordinate and prepare Mutual Aid agreements.

California is divided into three Administrative Regions (Coastal/Inland/South) and into six Mutual Aid regions (I-VI), with the Region I subdivided only for law enforcement Mutual Aid. The purpose of a Mutual Aid region is to provide for the effective coordination and application of Mutual Aid and other emergency-related activities. Sonoma County is in the Coastal Administrative Region and a part of Mutual Aid Region II.

# 6.1

## MUTUAL AID SYSTEMS

**Several discipline-specific Mutual Aid systems function within the California Mutual Aid regional framework.**

With the exception of disaster medical/health, all Mutual Aid systems are coordinated at the state level by the Governor’s Office of Emergency Services (Cal OES). Cal OES coordinates all Mutual Aid through three independent networks or channels: Emergency Services, Fire and Rescue, and Law Enforcement. Disaster Medical and Health Mutual Aid is coordinated by California Emergency Medical Services Authority (Cal EMSA).



### MUTUAL AID SYSTEMS AND CHANNELS OF

## STATEWIDE MUTUAL AID COORDINATION

COORDINATED BY CAL OES			COORDINATED BY CAL EMSA
Fire & Rescue Branch	Law Enforcement Branch	Emergency Management	Medical and Health Disaster Medical and Health Mutual Aid
Fire & Rescue Mutual Aid Urban Search and Rescue Mutual Aid	Law Enforcement Mutual Aid Coroner/Medical Examiner Mutual Aid	Emergency Management Mutual Aid Public Utilities Mutual Aid Water/Wastewater Agency Response Network (WARN)	
Hazardous Materials Mutual Aid	Search and Rescue Mutual Aid		



### **PRIVATE AND COMMUNITY MUTUAL AID**

A significant component of our Mutual Aid system is through volunteer and private agencies. These include agencies such as the American Red Cross (ARC) and COAD, who mobilize to provide assistance with mass care and sheltering and culturally sensitive community support. During these large-scale incidents, these agencies will typically provide a representative to the County EOC. Many private agencies, churches, nonprofits, and other organizations offer to provide their assistance during emergencies. If needed, the County may request the agency to provide a liaison to the EOC to help facilitate and coordinate Mutual Aid.

### **VOLUNTARY MUTUAL AID**

Mutual Aid is voluntary when an agreement is initiated either verbally or in writing. When in writing, which is preferable, the conditions may be enumerated as to what and how much of a department's resources may be committed.

### **OBLIGATORY MUTUAL AID**

Mutual Aid under a "State of War Emergency" shall be deemed obligatory. Mutual Aid under a "State of Emergency" may be obligatory. (Emergency Services Act, 1970).

### **INTERSTATE MUTUAL AID**

In the event that resource requests are unfilled using local, regional, or state resources, Mutual Aid may be obtained from other states. California is a member of the interstate Emergency Management Assistance Compact (EMAC), a congressionally ratified organization that provides form, structure, and procedures for rendering emergency assistance between states. After a state of emergency declaration, California can request and receive reimbursable assistance through EMAC for other member states quickly and efficiently without issues of liability. The Secretary of Cal OES and the states' EMAC Coordinator are responsible for facilitating requests for assistance pursuant to EMAC.



## 6.2

# MUTUAL AID PROCESS

**The Operations and Logistics Sections of the EOC will be responsible for tracking requests for equipment and resources.**

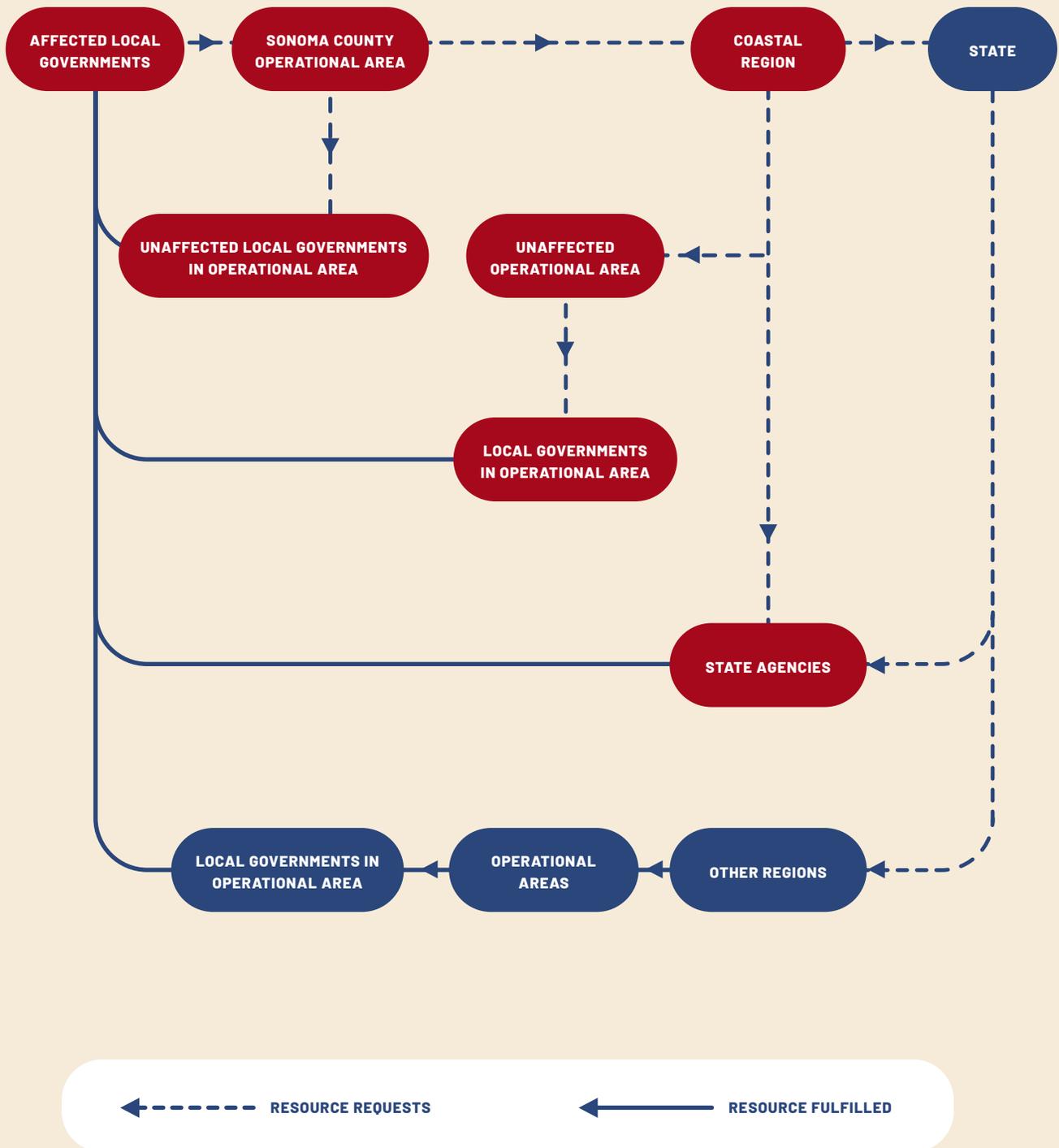
EOC personnel requests may be made for Emergency Mutual Aid under existing Cal OES procedures. Law enforcement and OA Fire coordination requests will be managed by their procedures and policies.

If the EOC cannot fill a request with local resources, it will forward the request to the Cal OES Coastal Regional Emergency Operations Center (REOC). The REOC will receive the request and attempt to fulfill the request using regional resources from other Operational Areas. If the Region does not have the capabilities to meet the resource request, the request is sent to the State Operations Center (SOC) for fulfillment. The SOC works with the other REOCs to attempt to fulfill the request. If needed, Cal OES will assign missions for State resources and coordinate

requests for federal resources. If Cal OES receives a request that meets the criteria for State agency tasking and if an agency has the capability, Cal OES will issue a mission number authorizing the agency to respond. Once tasked, that agency will work directly with the requesting agency and provide the resource within the definition and limits of the mission authorization. State agencies tasked under a Cal OES mission number respond free of charge. However, crews may require feeding and sheltering; transport vehicles may require gas and maintenance. These services are paid for or provided by the requesting agency unless agreed otherwise at the time of the request.

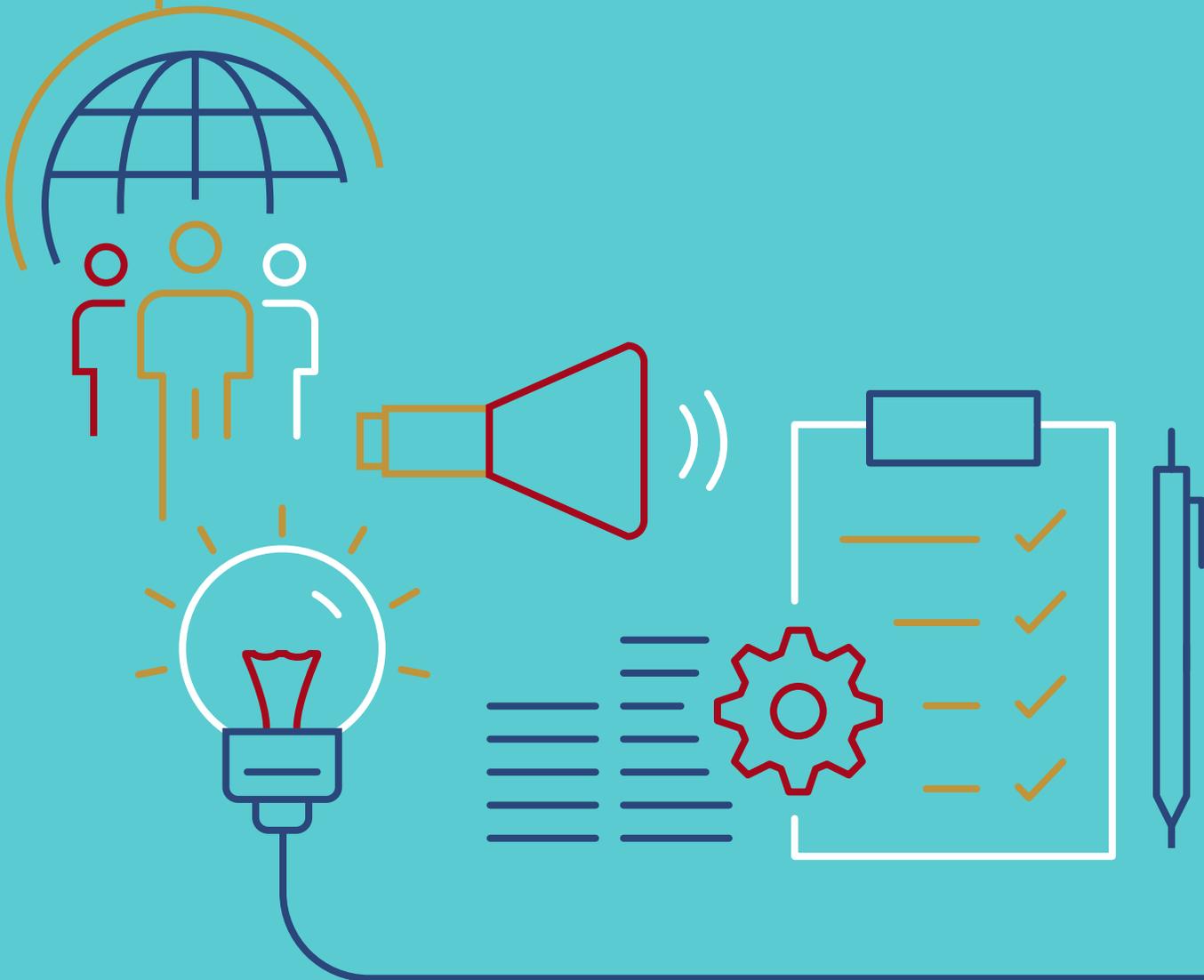
Should the state be unable to fulfill a resource request, the request is sent for fulfillment through the EMAC process.

# REQUEST MANAGEMENT



# 7

## PLAN DEVELOPMENT & MAINTENANCE





During the initial Emergency Operations Plan process, the Sonoma County Department of Emergency Management's (DEM) Deputy Emergency Services Coordinators and Leadership had the opportunity to review the EOP and ensure that all required sections were completed, meeting the Cal OES requirements. The EOP was then presented to the Access and Functional Needs subcommittee for comments. Because it is essential that departments and agencies responsible for providing a primary or support function role in an emergency concur with the EOP, this Plan, in its final draft form, was also sent to the Emergency Coordinators' Forum and Cal OES for comments and feedback. Review and concurrence with the Plan provide for a comprehensive and cohesive response within the County when an emergency occurs. After any necessary changes to the EOP, the Sonoma County Board of Supervisors has the authority and responsibility to approve.

Sonoma County strives to create a framework of cultural responsiveness. In 2019, California Senate Bill No. 160 passed in California, requiring county jurisdictions to incorporate cultural competence into disaster response services and planning.<sup>28</sup> Pursuant to this law, at several key points of the drafting and finalization process, the EOP was presented to the County of Sonoma Office of Equity and a Community Advisory Group created to offer feedback. We gathered recommendations to best address the needs of community members who have experienced marginalization and underservice during past disasters and to appropriately embed cultural responsiveness in the EOP. Five meetings were held for community leaders to offer insight into each

of the Board of Supervisors' Districts. In this EOP, DEM and the Office of Equity also worked with Sonoma County COAD and community partners to address the concerns and the

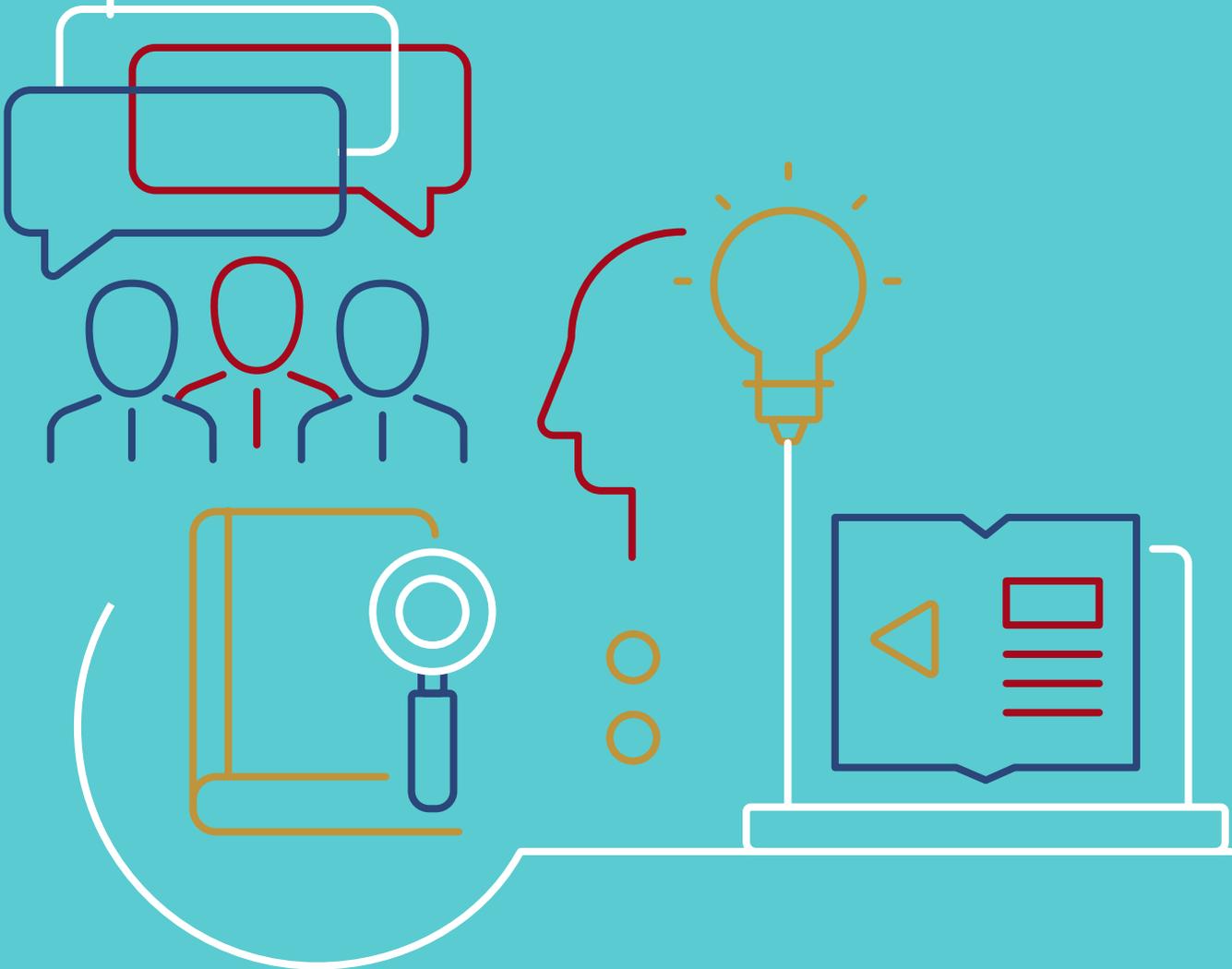
**Engagement with the communities that experience the most risk, lack of access, and vulnerabilities helps create a healthier and more resilient County for all residents.**

potential for avoidable gaps in the prevention, preparedness, response, recovery, and mitigation of disasters in culturally diverse communities. By examining past correspondence and engaging community input, the areas of most concern and opportunity were identified. Suggestions and comments, where possible, were incorporated into this document, forwarded to the appropriate departments, or noted for consideration within more specific plans listed in the appendix. Engagement with the communities that experience the most risk, lack of access, and vulnerabilities helps create a healthier and more resilient County for all residents.

The Department of Emergency Management will coordinate the review and revision of this Plan at least once every three years or when key changes occur, such as additional lessons learned in after-action reports. Development and revisions of the EOP annexes and non-substantive changes to this Plan may be made by DEM without formal approval by the Board of Supervisors.

# 8

## AUTHORITIES & **REFERENCE**



# Continuity of governmental operations during a disaster is critical.

To ensure essential government functions – including those within emergency management – are maintained during an emergency, the County has adopted a Continuity of Operations (COOP) Basic Plan, which establishes a continuity structure for all County Departments and Agencies. The level of authority and duration of the authority of those representatives, or those to which they delegated that responsibility, would be determined

by the scope of the incident and within the parameters of SEMS and California Code Sec. 8560. For Emergency Management-specific continuity of operations during an emergency, the following positions are considered the core emergency response body on behalf of the Sonoma County Operational Area:

## CORE EMERGENCY RESPONSE BODY

<b>MAIN POSITION</b>	<b>CONTINUITY BACKUP</b>
Director of Emergency Services	Deputy County Administrator
Op Area EOC Director	Op Area EOC Deputy Director
Op Area EOC Section Chiefs	Op Area EOC Deputy Section Chiefs
Op Area EOC Coordinator	Alternative Op Area EOC Coordinator
County Counsel	Deputy County Counsel
Cal OES Liaison	Alternative Cal OES Liaison

# 8.1

## CURRENT DEM ANNEXES

All current DEM annexes are available at <https://sonomacounty.ca.gov/DEM/Plans/> and <https://sonomacounty.ca.gov/DEM/Planes/> for Spanish. The annexes are separate plans, and have not been updated as a part of this process, but are revised and updated as needed.



# 8.2

## ACRONYMS

<b>ARC</b>	American Red Cross
<b>Cal OES</b>	California Governor’s Office of Emergency Services
<b>CalEMSA</b>	California Emergency Medical Services Authority
<b>CAO</b>	County Administrator’s Office
<b>COAD</b>	Community Organizations Active in Disaster
<b>DEM</b>	Department of Emergency Management
<b>EMAC</b>	Emergency Management Assistance Compact
<b>EOC</b>	Emergency Operations Center
<b>EOP</b>	Emergency Operations Plan
<b>FEMA</b>	Federal Emergency Management Agency
<b>GIS</b>	Geographic Information System
<b>ICS</b>	Incident Command System
<b>JIC</b>	Joint Information Center
<b>JIS</b>	Joint Information System
<b>NGO</b>	Non-Governmental Organizations
<b>NIMS</b>	National Incident Management System
<b>OA</b>	Operational Area
<b>PIO</b>	Public Information Officer
<b>SEMS</b>	Standardized Emergency Management System
<b>SOP</b>	Standard Operating Procedure
<b>UASI</b>	Urban Area Security Initiative
<b>WARN</b>	Water/Wastewater Agency Response Network
<b>WUI</b>	Wildland Urban Interface

# 8.3

## GLOSSARY

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

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

**Agency:** An agency is a division of government with specific function, or a non-governmental organization (e.g., private contractor, business, etc.) which offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility of incident mitigation); or assisting by providing resources.

**Agency Representative:** An individual assigned to an incident or to an EOC from an assisting or cooperating agency who has delegated authority to make decisions on matters affecting that agency’s participation at the incident or at the EOC.

**American Red Cross:** A nationwide volunteer agency that provides disaster relief to individuals and families.

**Available Resources:** Incident-based resources that are available for immediate assignment.

**Care and Shelter:** A phase of operations that meets the food, clothing, and shelter needs of people on a mass care basis.

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

**Continuity of Government:** All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision makers.

**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.

**Cultural competence:** The ability to understand, value, communicate with, and effectively interact with people across cultures in order to ensure that the needs of all community members are addressed, with priority given to “culturally diverse communities.” “Cultural competence” includes, but is not limited to, being respectful and responsive to the cultural and linguistic needs of diverse population groups.

**Culturally diverse communities:** Includes, but is not limited to, race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee

communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited or no English language proficiency; as well as geographic location.

**Damage Assessment:** The process utilized to determine the magnitude of damage and the unmet needs of individuals, businesses, the public sector, and the community caused by a disaster or emergency event.

**Dam Failure:** Part or complete collapse of a dam causing downstream flooding.

**Declaration:** The formal action by the President to make a State eligible for major disaster or emergency assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act, PL 3-288, as amended (the Stafford Act).

**Declaration Process:** When a disaster strikes, local authorities and individuals request help from private relief organizations and their State government, which give all assistance possible. If assistance is beyond their capability, the Governor requests a Presidential declaration of a major disaster or an emergency.

**Delegation of Authority:** A statement provided to the Incident Commander by the Agency Executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed.

**Department Operations Center (DOC):** A location used by a distinct discipline, such as fire, medical, hazardous materials, or a unit, such as Department of Public Works, Department of Health or local water district to manage and coordinate their departmental response functions in a disaster. Department operations centers may be used at all SEMS levels above the field response level, depending upon the impact of the emergency.”

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

**Emergency:** A condition of disaster or of extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the Governor’s warning of an earthquake or volcanic prediction, or an earthquake or other conditions.

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

**Emergency Operations Plan (EOP):** The plan that each jurisdiction has and maintains for responding to relevant threats and hazards that defines the emergency management organization, structure and coordination.

**Essential Facilities:** Facilities that are essential for maintaining the health, safety, and overall wellbeing of the public following a disaster (e.g., hospitals, police and fire department buildings, utility facilities, etc.). May also include buildings that have been designated for use as mass care facilities (e.g., schools, churches, etc.).

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

**Exercise:** Maneuver or simulated emergency condition involving planning, preparation, and execution; carried out for the purpose of testing, evaluating, planning, developing, training, and/or demonstrating emergency management systems and individual components and capabilities, to identify areas of strength and weakness for improvement of an emergency operations plan (EOP).

**Federal:** Of or pertaining to the Federal Government of the United States of America.

**Federal Emergency Management Agency (FEMA):** This agency was created in 1979 to provide a single point of accountability for all Federal activities related to disaster mitigation and emergency preparedness, response, and recovery.

**First Responder:** This term refers to individuals whose organizations specific and primary responsibility is to respond to life safety incidents.

**Hazard:** Natural or man-made source of danger or difficulty to people or property.

**Hazardous Material:** A substance or combination of substances, which, because of quantity, concentration, physical, chemical, radiological, explosive, or infectious characteristics, poses a potential danger to humans or the environment. Generally, such materials are classed as explosives and blasting agents, flammable and nonflammable gases, combustible liquids, flammable liquids and solids, oxidizers, poisons, disease-causing agents, radioactive materials, corrosive materials, and other materials including hazardous wastes.

**Hazard Mitigation:** A cost-effective measure that will reduce the potential for damage to a facility from a disaster event.

**Hazard Mitigation Plan:** The plan resulting from a systematic evaluation of the nature and extent of vulnerability to the effects of natural hazards, including the actions needed to minimize future vulnerability to identified hazards.

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

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

**Incident Action Plan (IAP):** The plan developed at the field response level that contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

**Incident Commander:** The individual responsible for the command of all functions at the field response level.

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

**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 at the scene of the incident. Public information officials from all participating agencies should collocate at the JIC.

**Joint Information System (JIS):** Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors

and inaccurate information that could undermine public confidence in the emergency response effort.

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

**Local Emergency:** The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, or earthquake or other conditions, other than conditions resulting from a labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and required the combined forces of political subdivisions to combat.

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

**Mitigation:** Pre-event planning and actions that aim to lessen the effects of potential disaster.

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

**Mutual Aid Region:** A subdivision of Governor's Office of Emergency Services established to assist in the coordination of Mutual Aid and other emergency operations within a geographic area of the state, consisting of two or more county (operational) areas. Sonoma County is in Mutual Aid Region II.

**National Incident Management System (NIMS):** A system mandated by HSPD-5 that provides a consistent nationwide

approach for Federal, State, local, and tribal governments; the private-sector, and nongovernmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among Federal, State, tribal, and local capabilities, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; Multi-agency Coordination Systems; training; identification and management of resources (including systems for classifying types of resources); qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

**National Response Framework (NRF):** A plan mandated by HSPD-5 that integrates Federal domestic prevention, preparedness, response, and recovery plans into one all-discipline, all-hazards plan.

**Nongovernmental Organization (NGO):** An entity with an association that is based on interests of its members, individuals, or institutions and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the American Red Cross.

**Office of Emergency Services:** The California Governor's Office of Emergency Services (OES).

**Operational Area:** An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the county's geographic borders. An operational area is defined in law (Section 8559, California Government Code) as an organization (not a jurisdiction) whose boundaries are those of a county. This organization is not necessarily a county government; it could be several cities, or a city and a county, a county government or several county governments, willing to undertake to coordinate the flow of Mutual Aid and information within the defined area. The operational area concept is the backbone of SEMS.

**Plan:** As used by OES, a document that describes the broad, overall jurisdictional response to potential extraordinary emergencies or disasters.

**Preparedness:** The range of deliberate, critical tasks and activities necessary to build, sustain, and improve the operational capability to prevent, protect against, respond to, and recover from domestic incidents. Preparedness is a continuous process. Preparedness involves efforts at all levels of government and between government and private-sector and nongovernmental organizations to identify threats, determine vulnerabilities, and identify required resources. Within the NIMS, preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certification, and publication management.

**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. It includes for-profit and not-for-profit organizations, formal and informal structures, commerce and industry, and private voluntary organizations

**Public Information Officer (PIO):** The individual at field or EOC level that has been delegated the authority to prepare public information releases and to interact with the media. Duties will vary depending upon the agency and SEMS level.

**Recovery:** Activities traditionally associated with providing Federal supplemental disaster recovery assistance under a Presidential major disaster declaration. These activities usually begin within days after the event and continue after the response activities cease. Recovery includes individual and public assistance programs that provide temporary housing assistance, grants and loans to eligible individuals and government entities to recovery from the effects of a disaster.

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

**Response:** Activities to address the immediate and short-term effects of an emergency or disaster. Response includes immediate actions to save lives, protect property and the environment, stabilize communities and meet basic human needs following an incident. Based on the requirements of the situation, response assistance will be provided to an affected State under the National Response Framework using a partial activation of selected Emergency Support Functions (ESF) or full activation of all ESF to meet the needs of the situation.

**Risk:** Potential for an unwanted outcome resulting from an incident, even, or occurrence, as determined by its likelihood and associated consequences.

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

**Stafford Act:** Robert T. Stafford disaster Relief and Emergency Assistance Act, PL 100-707, signed into law November 23, 1988; amended the Disaster Relief Act of 1974, and the Sandy Recovery Improvement Act of 2013.

**Standard Operating Procedures (SOPs):** A set of instructions having the force of a directive, covering those features of operations that lends themselves to a definite or standardized procedure. Standard operating procedures support an annex by indicating in detail how a particular task will be carried out.

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

**State of Emergency:** The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the state caused by such conditions as air pollution, fire, flood, storm, epidemic, riot,

or earthquake or other conditions, other than conditions, resulting from a labor controversy, or conditions causing a "state of war emergency", which conditions by reason of magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the combined forces of a Mutual Aid region or regions to combat.

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

**Tsunami:** Also called a seismic sea wave. It is a large oceanic wave generated by earthquakes, submarine volcanic eruptions, or large submarine landslides in which sudden forces are applied to the water mass.

**Vulnerability:** Physical feature or operational attribute that renders and entity open to exploitation or susceptible to a given hazard.

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