



Solano County, CA Emergency Operations Plan (EOP)



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EXECUTIVE SUMMARY

The preservation of life and property is an inherent responsibility of all levels of government. As incidents can occur in devastating form at any time, Solano County must provide safeguards that can save lives while minimizing property damage. This will be accomplished through planning, preparedness measures, and training. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize losses.

This Emergency Operations Plan (EOP) was prepared under the oversight of the Solano County Office of Emergency Services (Solano OES) to establish a comprehensive approach to managing extraordinary incidents, such as natural, technological, and human-caused emergencies. It may also be used to manage large events within the Operational Area (OA) that require a coordinated response. It does not apply to routine emergencies and the procedures used by OA partners to cope with such emergencies.

It complies and is consistent with California's Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and local and state laws, regulations, and guidance; and it follows the Federal Emergency Management Agency's (FEMA's) and California Governor's Office of Emergency Services (Cal OES) standards on EOP organization for a local jurisdiction. Lastly, it establishes an emergency management structure that addresses government organizations' roles and responsibilities, and links to local, state, federal, and private organizations and resources that may be activated to address and support emergencies and disasters in the OA.

This plan was developed with the cooperation of the County departments and agencies that play a functional role in responding to emergencies and disasters. All departments, offices, and employees of Solano County are expected to abide by and cooperate fully with the actions described in this plan.

This plan applies to all agencies and individuals, public and private, having responsibilities for emergency preparedness, prevention, response, recovery, and mitigation, in unincorporated areas of the county. The cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo are responsible for maintaining their own EOPs, consistent with the policies and procedures established by this plan. Consistent with SEMS, this plan also provides the structure for coordination and support of the incorporated cities when an incident spans multiple communities, when needs exceed the resources available within one or more communities, or when an incident is otherwise complex, and assistance is requested.

The EOP was reviewed by Cal OES for compliance with the January 2023 Cal OES Emergency Plan Review Crosswalk for Local Government Agencies. Following their review and incorporation of their feedback, it went to the Solano County Board of Supervisors, where it was officially adopted and disseminated in accordance with County Code Chapter 7.

This EOP and its content supersedes all previous versions and other iterations of this plan. The approval and adoption of the EOP, including all annexes, appendices, attachments, and revisions amended to it, affirms Solano County's support for emergency management and a safe and resilient community. The Solano County Board of Supervisors fully supports the EOP and urges all public employees and individuals to prepare for times of emergency and disaster before they occur.

RESOLUTION NO. 2024-93

**RESOLUTION OF THE SOLANO COUNTY BOARD OF SUPERVISORS
TO ACCEPT AND ADOPT THE 2024 EMERGENCY OPERATIONS PLAN FOR SOLANO
COUNTY**

Whereas, Solano County is committed to ensuring the health, safety, and protection of all persons in the county; and

Whereas, Solano County utilizes the Standardized Emergency Management System and National Incident Management System to manage significant incidents; and

Whereas, Solano County Operation Area has developed and updated the Emergency Operation Plan to be used in preparing for, responding to, and recovering from an emergency or disaster.

Resolved, that the Solano County Board of Supervisors accepts and adopts the updated 2024 Solano County Operational Area Emergency Operations Plan.

Passed and adopted by the Solano County Board of Supervisors at its regular meeting on May 14, 2024, by the following vote:

AYES: SUPERVISORS Brown, Williams, Vasquez, and Chair Mashburn

NOES: SUPERVISORS None

EXCUSED: SUPERVISORS None



MITCH H. MASHBURN, Chair
Solano County Board of Supervisors

ATTEST:
BILL EMLLEN, Clerk
Board of Supervisors

By: 
Alicia Draves, Chief Deputy Clerk

RECORD OF CHANGES

This section will document any approved additions or modifications to the EOP. The date of the change, the name and title of the person making the change, and a summary and reason for the modifications will be included in this section of the plan.

If any major or significant changes to the EOP need to be made, the revised EOP will be considered an update, and the cover page, promulgation page, and approval and implementation page should reflect that it is a new plan.

After any modification to this plan, Solano OES will ensure the updated version is distributed to all departments, agencies, and individuals listed on the Plan Distribution list and the revised plan is uploaded to any shared sites and/or web pages where this plan resides.

Change Number	Date of Change	Section(s)	Summary of Change	Change made by (add title and name)
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RECORD OF DISTRIBUTION

Solano OES is responsible for developing, maintaining, and distributing the EOP. Solano OES will make the EOP available to all Solano County departments, agencies, and partner organizations as necessary and upon request.

Hard copies are available to view at the Solano County Office of Emergency Services, located at 530 Clay Street, Fairfield, California. A digital copy will be available on the Solano OES website.

Personnel with a role in executive leadership, coordination and management, and operational implementation of incident procedures have reviewed the EOP and agree with the content as well as their role in responding to an incident as outlined in this plan. Solano County departments and partner organizations are encouraged to always have digital access to the EOP or a printed copy available to them.

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DISCLOSURE EXEMPTIONS

Much of the EOP is available for public review. However, portions of this document may contain sensitive information relevant to the emergency response operations of Solano County. Portions that include information with significant implications on county, regional, state, or national security are placed in attachments that are exempt from public disclosure under the provisions of the California Public Records Act §7920 *et seq.*

LIABILITY EXEMPTION STATEMENT

Incident response often requires decisions to be made quickly under adverse conditions. Government entities complying with the EOP shall not be liable for injury, death, or loss of property, except in cases of willful misconduct or gross negligence.

NON-DISCRIMINATION STATEMENT

Local activities pursuant to the federal and state agreement for major disaster recovery will be carried out in accordance with all applicable state and federal nondiscrimination laws. Federal disaster assistance is conditional on full compliance with non-discrimination rules and policies.

PLAN ADHERENCE STATEMENT

Information provided within the EOP is guidance, not policy. Decisions about the best approach for response and recovery are influenced by many factors and will be determined based on the best information available at the time of the emergency.

PLAN ORGANIZATION AND LAYOUT

The EOP provides an all-hazards approach to dealing with incidents and empowering Solano County staff and partners to respond to emergencies. It consists of the Base Plan, Functional Annexes, Hazard Specific Appendices, and Supporting Documents and Attachments.

Section 1: Base Plan

Section 2: Functional Annexes

- Annex A: Animal Care
- Annex B: Damage Assessment
- Annex C: Debris Management
- Annex D: Mass Care and Shelter
- Annex E: Mass Fatality
- Annex F: Protective Actions
- Annex G: Public Health and Medical
- Annex H: Public Information, Alert, and Warning
- Annex I: Recovery
- Annex J: Transportation Coordination

Section 3: Hazard Appendices

- Appendix AA: Drought
- Appendix BB: Earthquake
- Appendix CC: Extreme Weather
- Appendix DD: Flood
- Appendix EE: Food and Agriculture
- Appendix FF: Slope Failure
- Appendix GG: Terrorism
- Appendix HH: Utility Disruption
- Appendix II: Wildfire

Section 4: Supporting Documents and Attachments

- Acronym List
- Glossary
- Authorities
- References
- EOC Job Aids
- Traditional/ESF Crosswalk

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1 INTRODUCTION

1.1 PURPOSE STRUCTURE AND AUDIENCE

1.1.1 Purpose

This Emergency Operations Plan (EOP) is designed to provide general information about how the Solano County Operational Area (OA) will prepare for, respond to, and recover from large-scale incidents within the jurisdiction. Agencies, organizations, and departments are expected to perform their roles and responsibilities in good faith and as effectively as possible within the constrained and limited operational capabilities encountered during emergency response.

1.1.2 Structure

The EOP is divided into four parts.

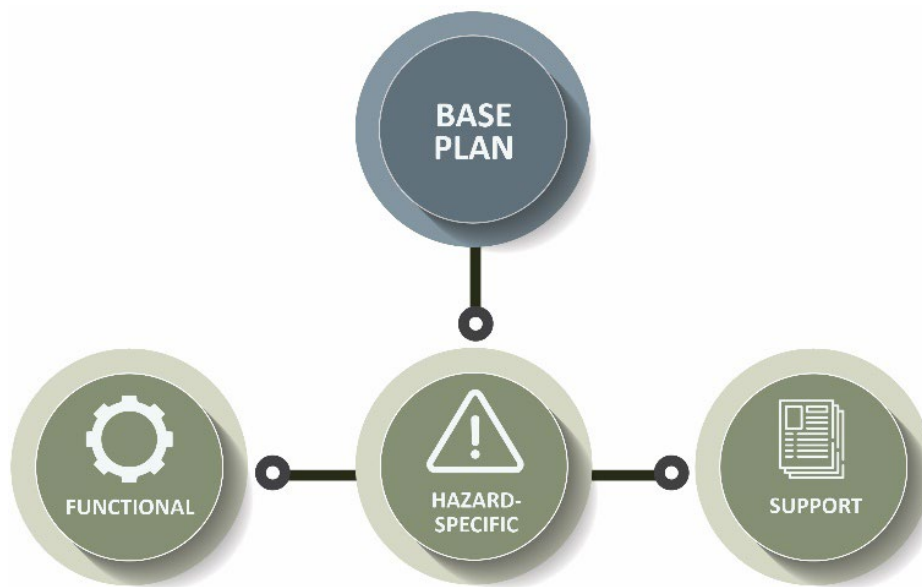


Figure 1: EOP Plan Relationship

Base Plan. The Base Plan identifies incident response policies, describes the response organization, and assigns tasks. In addition, the EOP:

- Identifies individual roles and responsibilities.
- Describes the concept of emergency operations and the overall operational approach to incident response.
- Describes how the OA integrates into the National Incident Management System (NIMS) and the National Response Framework (NRF).

- Serves as an operational plan as well as a reference document and may be used for pre-incident planning as well as emergency operations.
- Will be utilized in coordination with applicable local, state, and federal contingency plans.
- Identifies the components of the OA and establishes associated protocols required to effectively respond to, manage, and recover from major emergencies and disasters.
- Establishes the emergency management structure that will be relied upon to respond to and support an incident.
- Includes a list of tasks to be performed by position and organization.
- Describes the structure for all direction, control, and coordination activities.
- Describes essential elements of information (EEI) common to all operations identified during the planning process.
- References Memoranda of Understanding (MOUs) and Memoranda of Agreement (MOAs), both intra- and interstate, including the Emergency Management Assistance Compact (EMAC).
- References policies on keeping financial records, tracking needs, use of resources, and sources.
- Discusses the overall approach to plan development and maintenance responsibilities.
- Provides the legal basis for emergency operations and activities by listing authorities and references.

Functional Annexes. Annexes focus on the operational functions that are critical to a successful response and define who is responsible for carrying them out. They describe the policies, processes, roles, and responsibilities that agencies and departments carry out before, during, and after an incident or event. The annexes also identify the OA’s existing capacity to carry out functions and establish preparedness goals to support the jurisdiction in maintaining or improving the identified response capacity.

Hazard-Specific Appendices. Appendices focus on preventative, protective, response, and recovery actions taken regarding a specific hazard, including but not limited to identifying which functions should be activated, recognizing incident-specific resources, and recognizing incident-specific considerations.

Support Sections and Documents. This includes the acronyms, glossary, authorities, references, and documents that support the other three sections.

1.1.3 Intended Audience

The intended audience for the EOP includes County departments, elected officials, response agencies, municipalities, community-based organizations (CBOs), faith-based organizations (FBOs), non-governmental organizations (NGOs), and the private sector. The EOP also serves as a reference for partners from neighboring jurisdictions, state and federal agencies, and interested members of the public. It is intended as an overview of emergency management preparedness, response, and recovery activities as carried out by the OA.

1.2 SCOPE

The EOP may be activated in response to any incident-associated with any hazard – natural, technological, or human-caused – that may affect the OA and that generates situations requiring planned, coordinated responses by multiple agencies or jurisdictions. It may also be activated to oversee large-scale pre-planned events that may benefit from the organization and coordination provided by its structure.

The policies, procedures, and provisions of the EOP apply to all agencies and individuals, public and private, having responsibilities for emergency preparedness, prevention, response, recovery, and mitigation in Solano County. This includes, but may not be limited to, the County, school districts, special districts, utilities, CBOs, and state and federal agencies. For the purposes of the EOP:

- The **county** refers to the physical location, boundaries, and space described as Solano County, CA.
- The **County** refers to the political entity, a general law county, founded on February 18, 1850, by the first elected legislature of the territory of California, making it one of the original 27 California counties.
- **Event** refers to preplanned or anticipated activities that require significant resources from the government, private sector, and community organizations. Events gather large crowds that may be vulnerable in the case of a natural, technological, or human-caused emergency or disaster.
- **Incident** refers to an occurrence – natural, technological, or human-caused – that requires a response to protect life or property.

As an operational plan, the EOP does not cover response tactics. Tactics are described within the threat-specific plans and procedures that guide detailed response activities created and maintained by the relevant agencies. These documents are cited within the text and are listed in the references section. During the use of these and other plans and procedures, the overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

Each agency and organization identified in the EOP is responsible for the development, implementation, and exercising of policies, instructions, standard operating guides (SOGs), and standard operating procedures (SOPs) or checklists that demonstrate awareness and understanding of the emergency management concepts contained in the EOP.

1.3 INTEGRATION WITH EXISTING PLANS, POLICIES, AND PROCEDURES

Wherever possible, this plan integrates with existing Solano County plans and those of its sub-jurisdictions. Geographical, demographic, and hazard information is largely informed by the 2022 Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) and uses the same data sets and definitions utilized in the MJHMP to promote consistency.

The EOP also incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines, including the Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101 version 3.0. It is intended to be used in conjunction with applicable local emergency operations plans (EOP) and the State of California Emergency Plan (SEP). It is

designed to conform to the requirements of NIMS. Following NIMS guidance, the EOP incorporates the use of the Incident Command System (ICS), mutual aid, and multiagency and interagency coordination. It is designed to be read, understood, and tested before an incident.

1.4 SITUATION OVERVIEW

The development of the EOP was based on the hazard and vulnerability analysis identified in the MJHMP. The following sections will provide a brief overview of the OA as well as associated hazards and vulnerabilities.

1.4.1 About the Operational Area

1.4.1.1 Geography

1.4.1.1.1 General

Solano County encompasses approximately 909 square miles near the San Francisco Bay area in the coastal area of central California. Of this, approximately 89% is land and 11% water. The county is bordered to the north by Yolo County, to the east by Sacramento County, to the south by Contra Costa County, and to the west by Napa and Sonoma Counties. There are seven incorporated cities taking up 16% of the jurisdiction - Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo. The remaining 84% is unincorporated and boasts several large communities (Allendale, Bird's Landing, Collinsville, Elmira, and Green Valley) and extensive natural habitats, including riparian corridors, oak woodlands, and significant marshlands. (MJHMP, 2022)

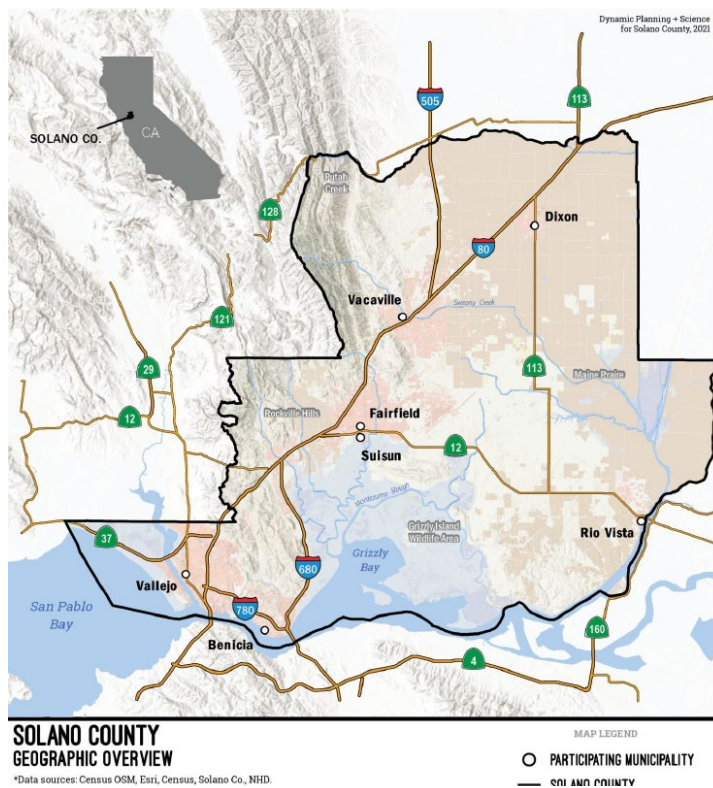


Figure 2: Map of Solano County (MJHMP, 2022)

1.4.1.1.2 Infrastructure

There are many transportation routes, transit providers, and transit facilities throughout Solano County. Regional access routes include I-80, I-505, I-680, and I-780, as well as State Routes (SRs) 12, 29, 37, 84, and 113. Transit agencies include FAST (Fairfield & Suisun), Rio Vista Delta Breeze, SolTrans (Vallejo & Benicia), City of Dixon, and Vacaville City Coach. The Water Emergency Transportation Authority (WETA)

operates the Baylink Ferry from Vallejo to San Francisco. Amtrak passenger trains and Greyhound bus lines provide long-distance inter-city service through the county. In addition, SolTrans 2 Routes 2 connects with Bay Area Rapid Transit (BART) stations in Contra Costa County, and transit links are provided to Napa, Sacramento, and Yolo Counties. Public aviation airports in Solano County include the Nut Tree Airport and Rio Vista Municipal Airport. (MJHMP, 2014)

In addition, Union Pacific Railroad moves significant amounts of freight, including hazardous materials, through the county. High-capacity pipelines carry volatile liquids and natural gas, mostly using railroad easements to the south and east. A major waterway, the San Joaquin-Sacramento Ship Channel, carries traffic through the Carquinez Strait to major inland ports. (Solano EOP, 2017)

1.4.1.2 Population Demographics

1.4.1.2.1 General

Population demographics are taken from the U.S. Census Bureau’s American Community Survey one-year estimate tables for 2021.

The population for this period was estimated at 451,716 people, with over 75% of those individuals living in the three largest cities: Fairfield (the county seat), Vallejo, and Vacaville.

Jurisdiction	Population
Benicia	27,191
Dixon	19,038
Fairfield	119,710
Rio Vista	9,850
Suisun City	29,436
Vacaville	103,092
Vallejo	124,869
Unincorporated	18,530

Table 1: Population of Solano County Sub Jurisdictions

Extensive, additional population demographic information is available within the MJHMP, including the following breakdowns:

Population Demographics

- Owner-occupied versus renter-occupied households
- Median household income and persons in poverty
- Elderly households
- Households with minors and single parents
- Household Language
- Hispanic population
- Public transportation dependence and disabilities
- Disability status of noninstitutionalized persons
- Occupation

1.4.2 Hazard and Threat Analysis Summary

1.4.2.1 Hazard Profile

The MJHMP contains a comprehensive hazard analysis which reviews the natural hazards that have affected or have the potential to impact Solano County, including their history and potential for future impacts. The MJHMP is updated every five years per federal requirements.

Those hazards that have been identified as having the greatest potential for impact to the jurisdiction are addressed within hazard appendices. Each of the hazard appendices provides additional information on preparedness, response, and recovery concerning a specific hazard. These hazards can affect the safety of residents, damage or destroy public and private property, disrupt the local economy, and negatively impact quality of life.

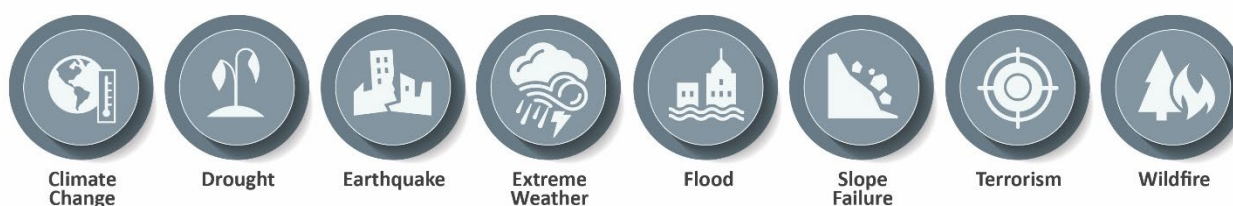


Figure 3: Solano County's Identified Hazards

A brief description of each of these hazards and the county's vulnerability to them is provided below. For further information on natural hazards, please refer to the MJHMP. Human-caused and technological hazards are addressed in other documents and referenced as appropriate within those hazard appendices.

1.4.2.1.1 Climate Change

According to the MJHMP, “Jurisdictions considered whether specific vulnerability descriptions identified for each prioritized hazard, also called areas of concern or problem statements, contained a nexus with climate change. An area of concern has a climate nexus if climate change is worsening or predicted to worsen impacts of the hazard to the population or asset in question.”

Climate change is prioritized for all jurisdictions within the OA. Although climate change has not been cited as being directly responsible for any incidents within the OA, its effects are ongoing and are likely to augment the impact that hazards have on future incidents.

In Solano County, cascading effects from climate change may include agriculture and forestry pests and diseases, drought, extreme heat, inland and shoreline flooding, landslides and debris flow, sea level rise, extreme heat, and wildfires. Of these, sea level rise has been addressed as a sub-hazard within the MJHMP due to its unique properties – including the ability to delineate the hazard boundaries and quantifiable exposure and damage estimations. The cities of Vallejo, Benicia, Suisun City, and Fairfield are at particular risk of sea level rise. (MJHMP, 2022)

Additional information about climate change preparedness, response, and recovery can be found in *relevant hazard appendices*. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.1.2 Drought

The National Weather Service (NWS) defines drought as “A period of unusually persistent dry weather that persists long enough to cause serious problems, such as crop damage and/or water supply shortages” and notes that “the severity of the drought depends upon the degree of moisture deficiency, the duration, and the size of the affected area.” The California State Hazard Mitigation Plan (SHMP) further explains that California’s water supply infrastructure mitigates the impacts of shorter dry spells and that typically, an area must be abnormally dry for multiple years to be significantly affected.

In Solano, the primary contributor to drought is climate change, although California experiences regular drought cycles. Cascading effects may include increased wildfire, impacts on agricultural production, and impacts on water supply systems. *Risk assessment information for drought in Solano’s incorporated communities is provided in Table 2.*

Jurisdiction	Probability	Impact	Ranking
Benicia	Highly Likely	Limited	High
Dixon	Highly Likely	Limited	High
Fairfield	Possible	Minor	Low
Rio Vista	Likely	Limited	High
Suisun City	Highly Likely	Minor	Medium
Vacaville	Likely	Limited	High
Vallejo	Likely	Minor/Limited	Medium/High

Table 2: Drought Risks - Source: MJHMP, 2022

Additional information about drought preparedness, response, and recovery can be found in *Appendix AA: Drought*. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.1.3 Earthquake

The United States Geological Survey (USGS) and the MJHMP define earthquakes as "The sudden shaking of the ground caused by the passage of seismic waves through the Earth’s rocks. Seismic waves are produced when some form of energy stored in the Earth’s crust is suddenly released, usually when masses of rock straining against one another abruptly fracture and ‘slip.’ Earthquakes associated with this type of energy release are called tectonic earthquakes. The energy also can be released by elastic strain, gravity, chemical reactions, or even the motion of massive bodies. Earthquakes occur most often along geologic faults, narrow zones where rock masses move in relation to one another."

In Solano, cascading effects from earthquakes may include transportation and utility disruptions, hazardous materials release, flooding, and tsunamis. *Risk assessment information for earthquakes in Solano’s incorporated communities is provided in Table 3.*

Jurisdiction	Probability	Impact	Ranking
Benicia	Possible/Likely	Critical	High
Dixon	Possible	Critical	High
Fairfield	Likely	Catastrophic	Extreme
Rio Vista	Possible	Critical	High
Suisun City	Likely	Critical	High
Vacaville	Possible	Critical	High
Vallejo	Possible	Critical	High

Table 3: Earthquake Risks - Source: MJHMP, 2022

Additional information about earthquake preparedness, response, and recovery can be found in Appendix BB: Earthquake. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.1.4 Extreme Weather

The MJHMP defines extreme weather as “Any dangerous meteorological phenomena with the potential to cause damage, serious social disruption, or loss of human life. Extreme weather may form over wide geographic areas or occur within a more limited geographic area.” Within Solano County, typical extreme weather includes high wind, heavy rain, and high heat.

In Solano County, high wind and heavy rain often occur as a result of intense Pacific jet streams, commonly referred to as the “Pineapple Express.” Climate change contributes to the intensity of these storms and is also a primary contributor to high-heat events. Cascading effects may include utility damage, flooding, and increased risk of impactful wildfire. *Risk assessment information for extreme weather in Solano County’s incorporated communities is provided in Table 4.*

Jurisdiction	Probability	Impact	Ranking
Benicia	Highly Likely	Critical	Extreme
Dixon	Likely	Limited	High
Fairfield	Likely	Limited	High
Rio Vista	Likely	Limited	High
Suisun City	Likely / Highly Likely	Limited/Critical	High/Extreme
Vacaville	Highly Likely	Limited	High
Vallejo	Likely	Limited	High

Table 4: Extreme Weather Risks - Source: MJHMP, 2022

Additional information about extreme weather preparedness, response, and recovery can be found in *Appendix CC: Extreme Weather*. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.1.5 Flood (Including Tsunami)

FEMA defines a flood as “A general and temporary condition of partial or complete inundation of two or more acres of normally dry land area or of two or more properties.” Solano County has identified six types of flooding that impact the jurisdiction, including riverine, flash, urban stormwater, levee or canal, and coastal delta flooding. The County also recognizes tsunamis as a type of flood for operational responses.

In Solano County, primary contributors to flooding and flood intensity include “precipitation amount, intensity and distribution, soil moisture content, channel capacity, seasonal variation in vegetation, snow depth, and water-resistance of the surface due to urbanization” (MJHMP, 2022). Tsunamis that can impact Solano County are most often caused by earthquakes, though they may also be caused by a volcanic eruption or extraterrestrial collision (e.g., asteroids, meteors). Cascading effects may include bank erosion, levee failure, hazardous materials spills, and mold. *Risk assessment information for floods in Solano County’s incorporated communities is provided in Table 5.*

Jurisdiction	Probability	Impact	Ranking
Benicia	Likely	Limited	High
Dixon	Likely	Limited	High
Fairfield	Likely	Limited	High
Rio Vista	Likely	Critical	High
Suisun City	Likely	Limited	High
Vacaville	Likely	Critical	High
Vallejo	Possible	Limited	Medium

Table 5: Flood Risks - Source: MJHMP, 2022

Additional information about flood preparedness, response, and recovery can be found in *Appendix DD: Flood*. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.1.6 Slope Failure

The MJHMP recognizes landslides, mudflow, debris flow, and rockfall as types of slope failure. In Solano County, primary contributors to slope failure include wildfire, extreme weather, and earthquake. The most common cascading effect is a disruption to transportation routes, though mudflow and debris flow may contribute to flooding. *Risk assessment information for slope failure in Solano County’s incorporated communities is provided in Table 6.*

Jurisdiction	Probability	Impact	Ranking
Benicia	Possible	Minor	Low
Dixon	Unlikely	Minor	Low
Fairfield	Possible	Limited	Medium
Rio Vista	Unlikely	Minor	Low
Suisun City	Unlikely	Minor	Low
Vacaville	Possible/Likely	Critical	High
Vallejo	Possible	Limited	Medium

Table 6: Slope Failure Risks - Source: MJHMP, 2022

Additional information about slope failure preparedness, response, and recovery can be found in *Appendix FF: Slope Failure*. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.1.7 Terrorism

The Federal Bureau of Investigation (FBI) defines terrorism as “The unlawful use of force or violence against persons or property to intimidate or coerce a government or civilian population in furtherance of political or social objectives.”

As a non-natural hazard, information on terrorism is not included in the MJHMP.

The Bay Area Urban Areas Security Initiative (UASI), of which Solano County is a member, improves the regional capacity to prevent, protect against, respond to, and recover from terrorist incidents and catastrophic events. It utilizes federal Homeland Security Grant funds to analyze regional risks, identify capability gaps, and build a secure, prepared, and resilient region. The Bay Area UASI works in close collaboration with diverse stakeholders at the local, state, and federal levels.

The Bay Area UASI completes a Threat and Hazard Identification Assessment (THIRA) every three years. This document lists chemical release, biological attack, cyberattack, explosive devices, and radiological attack within identified hazards. Generally, Solano County is at increased risk of terrorism due to its

proximity to the Bay Area and due to its critical role in regional transportation and other functional assets.

Additional information about terrorism preparedness, response, and recovery can be found in *Appendix HH: Terrorism* or by contacting the Solano County Sheriff’s Office. Additional information on the Bay Area UASI may be found at <http://www.bayareauasi.org/about-us>.

1.4.2.1.8 Wildfire

According to the State Hazard Mitigation Plan (SHMP), wildfires are defined as “Any free-burning vegetative fire that initiates from an unplanned ignition, whether natural (e.g., lightning) or human-caused (e.g., powerlines, mechanical equipment, escaped prescribed fires), where the management objective is full suppression.”

In Solano County, primary contributors to wildfire starts and intensity include sudden oak death, human ignition, lightning, wildland urban interface, and faulty electric transmission equipment. Cascading effects include contamination of reservoirs, increased risk of flooding and mudslides, destruction of utility transmission lines, and economic impacts. *Risk assessment information for wildfire in Solano County’s incorporated communities is provided in Table 7.*

Jurisdiction	Probability	Impact	Ranking
Benicia	Highly Likely	Limited	High
Dixon	Possible	Limited	Medium
Fairfield	Likely	Critical	High
Rio Vista	Highly Likely	Limited	High
Suisun City	Highly Likely	Critical	Extreme
Vacaville	Highly Likely	Critical	Extreme
Vallejo	Likely	Limited/Critical	High

Table 7: Wildfire Risks - Source: MJHMP, 2022

Additional information about wildfire preparedness, response, and recovery can be found in *Appendix GG: Wildfire*. Additional information on the hazard profile and mitigation measures may be found in the MJHMP.

1.4.2.2 Capabilities Statement

As an established organization, the Solano County Office of Emergency Services (OES) has the capabilities to perform the necessary incident response duties outlined in the EOP.

For in-depth information on agency and/or organization-specific capabilities, along with OA Preparedness Targets and resources, please refer to the functional annexes and hazard appendices.

1.5 COMMITMENT TO EQUITY, INCLUSION, AND CULTURAL COMPETENCY

Solano OES incorporates an inclusive approach into EOP planning, operations, and communications as the primary agency responsible for meeting the required needs of all populations within the County. The EOP adheres to federal guidance known as a “Whole Community” approach to meet the legal intent and humanitarian spirit of a response that is equitably inclusive, both geographically and demographically.

As a concept, Whole Community is a means by which residents, organizational and community leaders, emergency management practitioners, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests. Therefore, the EOP and all associated annexes, appendices, and supporting documents are intended to ensure policies, program services, and communications equitably serve all individuals, with priority given to disproportionately



impacted populations, who reside in, work in, or visit Solano County. Ensuring the safety and health of the county’s diverse populations and individuals with disabilities and access and functional needs (DAFN) who may be disproportionately impacted in an incident is a top priority during response and recovery.

Solano OES is committed to responding to the county’s diverse populations with culturally inclusive and equitable access to the same services, aids, and benefits and in the same manner for all. Additionally, the County will ensure cultural competence in preparedness and response policies, processes, protocols, service delivery, and communications about the services. Persons representing the diverse demographics of the county’s local jurisdictions will be engaged and integrated into planning and operational response activities, and their input and feedback will be incorporated to provide quality assurance of inclusive practices. Incident responders will be supported by agency leadership in building professional skills for interacting sensitively, effectively, and professionally with persons from diverse cultural, socioeconomic, educational, racial, ethnic, and professional backgrounds, age groups, and lifestyle preferences.

As local demographics within the county shift, new community champions emerge, and response needs evolve, all formal and informally designated responders (e.g., formal emergency management staff, Disaster Service Workers (DSWs), Community Emergency Response Team (CERT) members, enlisted volunteers) will maintain a dedicated effort to cultural inclusion, diversity, and equity throughout all emergency operations.

1.6 PLANNING ASSUMPTIONS AND CONSIDERATIONS

1.6.1 General Planning Assumptions

General planning assumptions for the EOP include, but are not limited to, the following:

- Solano County is primarily responsible for emergency actions in the County unincorporated area and will commit all available resources to save lives, minimize injury to persons and minimize property damage.
- Everyone within the OA deserves appropriate care and consideration in emergency situations, regardless of their situation or demographic.
- Emergency service delivery, communications about those services, alerts, and warnings, and planning efforts should be equitable to all diverse populations and will adhere to state and federal regulations pertaining to cultural competence, inclusion, and accessibility.
- Incidents will vary in form, scope, and intensity, from an area in which the devastation is isolated and limited, to an event that is wide-ranging and extremely devastating. For this reason, planning efforts should be conducted in a way that allows response to be flexible, scalable, and inclusive.
- Effective prediction and warning systems have been established that make it possible to anticipate some incidents that may occur throughout the jurisdiction or the general area beyond the jurisdiction's boundaries.
- Officials will respond to all incidents under the assumption the situation is urgent, and time is of the essence.
- An incident will require prompt and effective response and recovery operations, using resources from County departments, disaster relief agencies, volunteer organizations, and the private sector.
- When an incident occurs, all involved County departments will put their respective EOPs and SOPs into limited or full activation as necessary, integrating those plans and procedures with the actions described in the EOP.
- Essential County services will be maintained for as long as conditions permit and will be restored as quickly as possible.
- The OA intends to be able to respond effectively in a standalone capacity; but also, to build strong regional and state partnerships to support an integrated effort if necessary.
- Some incidents may be of such magnitude and severity that outside assistance is required. Mutual aid, state, and federal assistance, when provided, will supplement, not supplant, the relief provided by the OA.
- Planning will make use of and integrate with regional, state, and federal response and recovery plans, protocols, and frameworks, including but not limited to compliance with ICS, NIMS, and NRF to ensure efficient operational integration.
- Due to the reasons listed above, it is in the best interest of the OA and its residents to build a culture of preparedness, to integrate emergency management considerations into all government planning processes, to build strong regional partnerships with neighboring emergency management and response agencies, and to promote individual readiness throughout the community.

1.6.2 Inclusivity Planning Considerations

Inclusive planning considerations for the EOP include, but are not limited to, the following:

- Appropriate maps, data, and situational awareness regarding disproportionately impacted individuals, particularly diverse populations and those with disabilities and access and functional needs, will be prioritized to support equitable policy decisions and response efforts.
- Planning for disproportionately impacted, at-risk, or people with disabilities and access and functional needs is not an add-on for the EOC; it is an integrated layer throughout all activities and functions.
- One role of the EOC is to provide expertise and cultural inclusion based on the situational awareness available to field and tactical operations; this includes knowledge of the repercussions on disproportionately impacted individuals and population groups.
- Communications, transportation, and sheltering accessibility are often the three areas most repeatedly identified as needing improvement in relation to disproportionately impacted individuals and/or people with disabilities and others with access and functional needs and as such, should be prioritized in response efforts.
- The term “whole community planning” includes the business community as well. They should be incorporated into inclusive planning efforts in preparedness and response.
- Identifying languages and communicating actionable messages using a variety of technologies to address the needs of people with DAFN in multiple languages is necessary.
- Diverse communities are made up of individuals with varied communication and messaging styles and preferences; outreach communication strategies need to incorporate a wide variety of methodologies to adequately address everyone.
- There will be different populations affected during different incidents and with functional variables associated with transience (visitors, travelers, workers, etc.); their needs will vary, and the EOC staff will need to recognize language and service needs to respond appropriately.
- Disproportionately impacted individuals live throughout the county and may commonly be found in rural areas and neighborhoods lacking adequate resources daily (e.g., areas with limited access to fresh, healthful foods, transportation, housing, and health maintenance services).
- The EOC Operations DAFN Unit Leader will work to coordinate response activities, resources, and support partnerships with CBOs, FBOs, and other Voluntary Organizations Active in Disaster (VOAD) required for ensuring equitable, culturally competent, quality response during an activation.
- Solano County works to ensure that all emergency operations are compliant with California AB 477 (Chapter 218, Statutes of 2019) and AB 2311 (Chapter 520, Statutes of 2016) as well as the Americans with Disabilities Act (ADA) and are accessible to all individuals. All communications, procedures, shelters, and facilities addressed in the plan comply with ADA regulations. ADA compliance is an important benchmark as new communications, procedures, and facilities are utilized in the emergency operations process.

1.6.2.1 At-Risk Individuals

Historically, hazard events have more deeply affected socially vulnerable populations. Nuanced social vulnerabilities often come from the social and physical environment in which a person is embedded.

Populations who experience ongoing safety concerns in their daily lives (such as those who experience violence at home, discrimination, and lack of resources), will be addressed as a priority in the incident response context, as they may have exacerbated safety concerns during an incident. Discrimination and increased social vulnerabilities have become touchpoints of concern in disaster response across the nation, with COVID-19 highlighting many long-standing systemic health and social inequities that have intensified the risk within communities of racial and ethnic minorities. Solano County OES and all disaster response partner organizations are committed to assisting individuals who traditionally may face discrimination, marginalization, and are vulnerable to exploitation or victimization.

Social demographic needs that need to be considered include but are 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 English language proficiency; limited digital access; and geographic location such as rural or economically disadvantaged communities. In the context of elevated social vulnerabilities, the ability of these and other diverse populations located throughout the county to safely respond to an unfolding incident may not be the same as more mainstreamed populations.

1.6.2.2 Individuals with Disabilities, Access, and Functional Needs

Prioritized support of individuals with DAFN is a critical piece of Solano County's approach to equity, social justice, and inclusion. The ADA defines a person with a disability as a person who has a physical or mental impairment that substantially limits one or more major life activities. This includes people who have a record of such an impairment, even if they do not currently have a disability. For example, an individual undergoing treatment for cancer (which substantially limits one or more major life activities) could be classified as having a disability even once they are in remission. It also includes individuals who do not have a disability but are regarded as having a disability. Under the ADA, a person with a disability is one who:

- Has a physical or mental impairment.
- Has a record of such an impairment.
- Is regarded as having such an impairment.

Examples include:

- An individual has an impairment that does not substantially limit a major life activity.
- An individual has an impairment that substantially limits a major life activity only because of the attitudes of others toward them.
- An individual does not have any impairment but is treated by an entity as having an impairment.

To the EOP, DAFN is defined as populations whose members may have additional needs before, during, and after an incident. Individuals in need of additional response assistance may include but are not limited to those who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, unhoused, transportation disadvantaged, those who are dependent on public transit, or those who are pregnant.

Solano County works to ensure all emergency operations are compliant with the ADA and are accessible to all individuals. Addressing the needs of persons with DAFN is a top priority in both the services and communications about the services. Ensuring accessibility complies with federal laws governing the ADA directives. All communications, procedures, shelters, and facilities addressed in the EOP and its annexes and appendices comply with ADA regulations. ADA compliance is an important benchmark as new communications, procedures, and facilities are utilized in emergency operations.

ADA compliance in emergency management applies throughout all phases including, but not limited to, notification, communication, preparation, evacuation, transportation, sheltering, temporary housing, medical care, recovery, decontamination processes, commodity points of distribution (C-POD), and point of distribution (POD) areas.

The Americans with Disabilities Act Accessibility Guidelines (ADAAG) cover the scoping and technical requirements necessary to ensure that buildings and facilities are accessible. The Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA) also mandate integration and equal opportunity for people with disabilities in general population emergency shelters.

The key concepts of nondiscrimination are:

- Self-determination
- There is no “one size fits all”
- Equal opportunity
- Inclusion
- Integration
- Physical access
- Equal access
- Effective communication
- Program modifications
- No charge

(Resource: FEMA’s Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters [2010].)

2 CONCEPT OF OPERATIONS

2.1 OPERATIONAL PRIORITIES

During response and recovery, the OA’s activities are focused on standard operational priorities. Actions taken during these phases will be prioritized based on the following:



Life Safety



Property Protection



Incident Stabilization

2.2 CONTINUITY OF OPERATIONS / CONTINUITY OF GOVERNMENT

A large incident could result in the death and/or injury of key government officials, destruction of established seats of government, and damage to public records that are essential to the continued operations of government. Throughout an incident, Solano County must continue to function as a government entity so that it may provide continuity of effective leadership, direction of emergency operations, and management of recovery operations.

2.2.1 Mission Essential Functions

During such times when normal operations are disrupted by any incident, Solano County must prioritize its resources and focus its efforts on those functions that are considered essential. These Mission Essential Functions are a subset of all functions of county government and can be characterized as the critical activities and services that must continue uninterrupted or resume rapidly after a disruption.

Solano County recognizes that Mission Essential Functions are those functions needed to meet the objectives outlined in Figure 4:

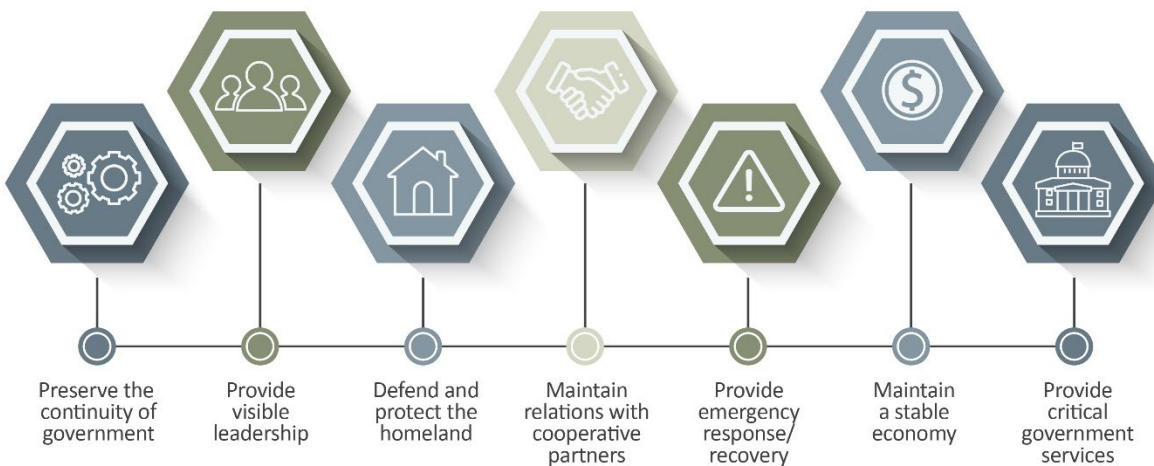
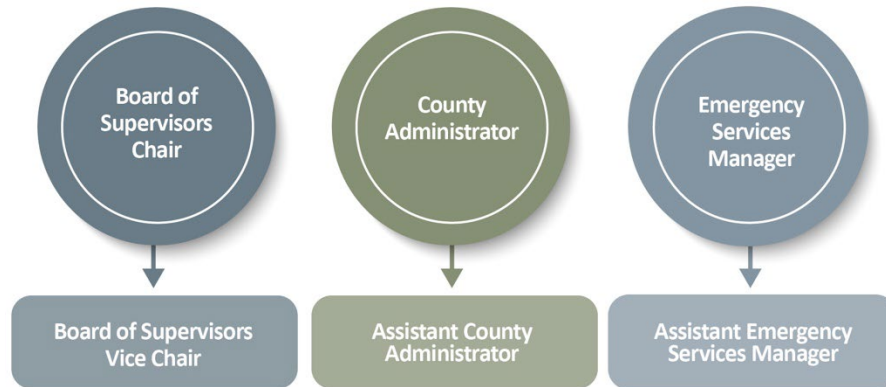


Figure 4: Mission Essential Function Objectives

2.2.3 Orders of Succession

Orders of Succession are provisions that enable an orderly and predefined transition of leadership should the County's leadership become incapacitated or otherwise unavailable during a continuity event. The order of succession is delineated by position and not by name. Solano County's order of succession for essential positions related to incident response decision-making are as follows:



2.2.4 Vital Records and Databases

Vital records are records that, if damaged or destroyed, would disrupt operations and information flow and require replacement or re-creation at considerable expense or inconvenience. In continuity of operations/continuity of government (COOP/COG) planning, vital records are those records that are necessary to carry out Mission Essential Functions. Content, not media, determines their criticality.

Solano County has identified systems to protect and recover essential records during emergencies and normal operations. The following activities and maintenance strategy have been identified:

- There are currently three data centers in the County that provide redundancy in the backup of data.
- Server and application backups are performed nightly. On average, network files are backed up every eight hours.
- IT performs a nightly backup of the County's financial system to the Cloud.
- County personnel are advised to save data to network drives, scan hardcopy documents to the network drives, and manage and retain records as required by County policy and state law.

2.2.5 Alternate Facility

In the event that Solano County offices are compromised or inaccessible, the alternate facility for performing day-to-day functions shall be located at the Solano County Claybank Campus, 2500 Clay Bank Road, Fairfield CA 94533.

2.3 NATIONAL INCIDENT MANAGEMENT SYSTEM

NIMS guides all levels of government, NGOs, and the private sector to work together to prevent, protect against, mitigate against, respond to, and recover from incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems, including the ICS and EOC structures that guide how personnel work together during incidents. NIMS applies to all incidents, from traffic accidents to major disasters.

2.3.1 Guiding Principles

NIMS is guided by the following principles:

2.3.1.1 Flexibility

NIMS components are adaptable to any situation, from planned special events to routine local incidents to incidents involving interstate mutual aid or federal assistance. Some incidents need multiagency, multijurisdictional, and/or multidisciplinary coordination. Flexibility allows NIMS to be scalable and, therefore, applicable for incidents that vary widely in terms of hazard, geography, demographics, climate, cultural, and organizational authorities.

2.3.1.2 Standardization

Standardization is essential to interoperability among multiple organizations in incident response. NIMS defines standard organizational structures that improve integration and connectivity among jurisdictions and organizations. NIMS defines standard practices that allow incident personnel to work together effectively and foster cohesion among the various organizations involved. NIMS also includes common terminology, which enables effective communication.

2.3.1.3 Unity of Effort

Unity of effort means coordinating activities among various organizations to achieve common objectives. Unity of effort enables organizations with specific jurisdictional responsibilities to support each other while maintaining their individual authorities.

2.3.2 Major Components

NIMS is divided into three major components and several sub-components that are the foundation of its systematic approach for responding to incidents. These components represent a building-block approach to incident management. Applying the guidance for all three components is vital to successful NIMS implementation.

2.3.2.1 Command and Coordination

Command and Coordination describes leadership roles, processes, and recommended organizational structures for incident management at the operational and incident support levels and explains how these structures interact to manage incidents effectively and efficiently.

- **NIMS Management Characteristics:** The following characteristics are the foundation of incident command and coordination under NIMS and contribute to the strength and efficiency of the overall system: common terminology, modular organization, management by objective, 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, and information and intelligence management.
- **Incident Command System:** ICS is a standardized approach to the command, control, and coordination of on-scene incident management that provides a common hierarchy within which personnel from multiple organizations can be effective. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities, and communications. Using ICS for every incident helps hone and maintain skills needed to coordinate efforts effectively. ICS is used by all levels of government as well as by many NGOs and private sector organizations. ICS applies across disciplines and enables incident managers from different organizations to work together seamlessly. This system includes five major functional areas, staffed as needed, for a given incident: Command, Operations, Planning, Logistics, and Finance and Administration.
- **Emergency Operations Centers:** Jurisdictions and organizations across the nation use EOCs as important elements in their emergency management programs. EOCs are locations where staff from multiple agencies typically come together to address imminent threats and hazards and provide coordinated support to incident command, on-scene personnel, and/or other EOCs. EOCs may be fixed locations, temporary facilities, or virtual structures with staff participating remotely.
- **Multiagency Coordination Group (MAC Group):** MAC Groups, sometimes called policy groups, are part of the off-site incident management structure of NIMS. MAC Groups consist of representatives from stakeholder agencies or organizations. They are established and organized to make cooperative multiagency decisions. MAC Groups act as policy-level bodies during incidents, supporting resource prioritization and allocation, and enabling decision making among elected and appointed officials and those responsible for managing the incident (e.g., the Incident Commander). In some instances, EOC staff also carry out this activity.
- **Joint Information System (JIS):** Dissemination of timely, accurate, accessible, and actionable information to the public is important at all phases of incident management. Many agencies and organizations at all levels of government develop and share public information. Jurisdictions and organizations coordinate and integrate communication efforts to ensure that the public receives a consistent and comprehensive message. JISs consist of the processes, procedures, and tools to enable communication with the public, incident personnel, the media, and other stakeholders.
- **Interconnectivity of NIMS Command and Coordination Structures:** NIMS structures enable incident managers across the nation—from the Incident Commander or Unified Command in the field to the leadership in FEMA’s National Response Coordination Center (NRCC)—to manage an incident in a unified, consistent manner. The interconnectivity of NIMS structures allows personnel in diverse geographic areas with differing roles and responsibilities and operating within various

functions of ICS and/or EOCs to integrate their efforts through a common set of structures, terminology, and processes.

Information on Solano County's command and coordination approach is available in the Base Plan: Section 3.

2.3.2.2 Communications and Information Management

Communications and Information Management describes systems and methods that help to ensure that incident personnel and other decision makers have the means and information they need to make and communicate decisions.

- **Communications management:** Consistent communications management practices and considerations help incident personnel from different disciplines, jurisdictions, organizations, and agencies communicate with each other effectively during incidents. These include standardized communication types, policy and planning, agreements, equipment standards, and training.
- **Incident information:** During an incident, personnel need timely and accurate information to make decisions. Information is used for many functions within ICS, EOCs, MAC Groups, and JISs, including aiding in planning; communicating with the public, including emergency protective measures; determining incident cost; determining the need for additional involvement of NGO or private sector resources; identifying safety issues; and resolving information requests.
- **Communications standards and formats:** Communications standards and formats must be established before an incident to allow for clear, inclusive, and consistent communication during and following an incident. This is supported using common terminology, culturally competent language, messaging, and compatibility; technology use and procedures; and information security / operational security.

Information on Solano County's communications and information management approach is available in the Base Plan: Section 4.

2.3.2.3 Resource Management

Resource Management describes standard mechanisms to systematically manage resources, including personnel, equipment, supplies, teams, and facilities, both before and during incidents to allow organizations to share resources more effectively when needed.

- **Resource management preparedness:** This involves identifying and typing resources; qualifying, certifying, and credentialing personnel; planning for resources; and acquiring, storing, and inventorying resources.
- **Resource management during an incident:** The resource management process during an incident includes standard methods to identify, order, mobilize, and track resources. In some cases, the identification and ordering process is compressed, such as when an Incident Commander identifies the specific resources necessary for a given task and orders those resources directly. However, in larger, more complex incidents, the Incident Commander relies on the resource management process and personnel in the ICS and EOC organizations to identify and meet resource needs.
- **Mutual aid:** Mutual aid involves sharing resources and services between jurisdictions or organizations. Mutual aid occurs routinely to meet the resource needs identified by the requesting organization. This assistance can include the daily dispatch of law enforcement, emergency medical

services (EMS), and fire service resources between local communities as well as the movement of resources within a state or across state lines when larger-scale incidents occur. Mutual aid can provide essential assistance to fill mission needs. NIMS resource management guidance supports mutual aid efforts nationwide.

Information on Solano County’s resource management approach is available in the Base Plan: Section 5.

Additional information about NIMS can be found in FEMA’s National Incident Command System, Third Edition, 2017.

2.4 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM

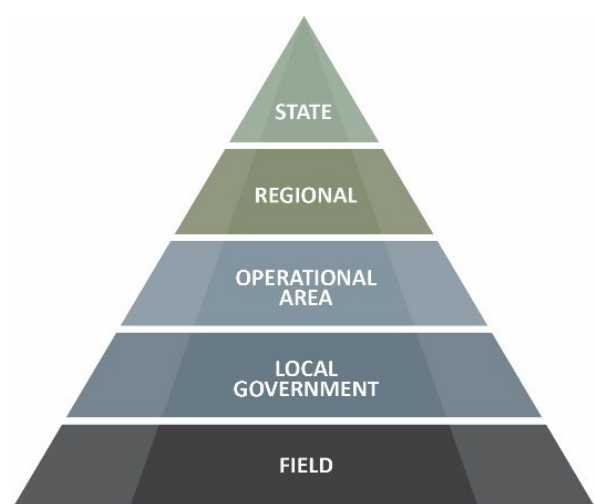


Figure 5: SEMS Structure

The Standardized Emergency Management System (SEMS) is used to manage multiagency and multijurisdictional responses to emergencies in California. SEMS consists of five hierarchical levels: Field, Local Government, OA, Regional, and State. SEMS incorporates the principles of ICS, the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), existing discipline-specific mutual aid agreements, the OA concept, and multiagency or interagency coordination and communication. Under SEMS, response activities are managed at the lowest possible organizational level.

2.4.1 Field

Under the command of responsible officials, emergency response personnel and resources at the field level carry out strategic decisions and tactical activities in direct response to an incident or threat.

Duties of first responders include, but are not limited to:

- Evacuation
- Rescue
- Crowd control
- Medical attention
- Firefighting
- Utility restoration

Additional information about coordination with field operations can be found in Base Plan: Section 3.3.1.

2.4.2 Local Government

The cities of Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo are incorporated cities in Solano County. Each city has local ordinances that outline who shall serve as the director of emergency services and their roles related to emergencies. Local agencies are responsible for providing support within the boundaries of their jurisdictions and are subject to their defined legal authority. Local agencies will be the first responding resources to any incident within their jurisdiction and will assume incident command and control of the incident. County agencies will be the first responding resources for any incidents or disasters occurring on unincorporated land and any land within city limits that is operated by the County.

Local jurisdictions may call on each other for support through mutual aid or other arrangements for assistance, with the County acting in a support role. Local governments are required to use SEMS to be eligible for state reimbursement and NIMS to be eligible for federal reimbursement of post-disaster recovery costs.

Incorporated cities and special districts must:

- Develop and maintain local EOPs consistent with this EOP and the SEP.
- Liaison with neighboring cities, special districts, and Solano OES.
- Designate multipurpose staging areas to provide rally points for incoming mutual aid for support and recovery operations.

City and special district contact information is available by contacting Solano Dispatch at (707) 421-7090. Additional information about coordinating with them is available in Base Plan: Section 3.3.4.

2.4.3 Operational Area

An OA is the intermediate level of the state's emergency management organization; it encompasses a county's boundaries and all political subdivisions within that county, including special districts. The OA facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments in the OA. The OA serves as the coordination and communication link between the local government level and the regional level.

Solano OES serves as the lead agency for the OA. In this role, Solano OES coordinates information, resources, and priorities among the local governments within the OA. Additionally, local jurisdictions may call the County for resource support; these requests are coordinated through a discipline-specific mutual aid system.

Other duties of the OA include:

- Develop and maintain an EOP consistent with the SEP, federal guidance, and applicable laws and regulations.
- Liaise with neighboring counties and Solano County cities and special districts.
- Designate multipurpose staging areas to provide rally points for incoming mutual aid for support and recovery operations.

- Request mutual aid or state support through the Regional Emergency Operations Center (REOC).

The OA maintains a duty officer who can be reached at OESDutyOfficer@SolanoCounty.com or by calling (707) 784-1600 during business hours or by calling Solano Dispatch (707) 421-7090 after hours.

2.4.4 Regional

The regional level manages and coordinates information and resources among OAs within the mutual aid region and between the OA and the state level. The regional level also coordinates overall state agency support for emergency response activities within the region. California is divided into three California Governor's Office of Emergency Services (Cal OES) administrative regions – Inland, Coastal, and Southern, with Solano County being a part of the Coastal Region (Region). There are 16 counties within the Coastal Region which is the same as Mutual Aid Region II. During emergencies and disasters, the Coastal Administrative Region operates out of the REOC located in Fairfield, CA – Solano's County seat.

The Region coordinates with OAs through Emergency Service Coordinators (ESCs). ESCs help provide a conduit for communication and resource support.

Other duties of the Region include the following:

- Liaise with local, state, and federal authorities.
- Provide planning, guidance, and other assistance to County and local jurisdictions.
- Respond to requests for mutual aid or state resources.
- Provide a regional clearinghouse for emergency operations information.

A map of the Coastal Region and all contacts is available in the EOP: Section 4.

2.4.5 State

The state level of SEMS prioritizes tasks and coordinates state resources in response to requests from the regional level. It also coordinates mutual aid among the mutual aid regions and between the regional and state levels. The state level also serves as the coordination and communication link between the state and the federal emergency response system. The state may request assistance from other state governments through the EMAC and similar interstate compacts/agreements and coordinates with FEMA when federal assistance is requested. The state level operates out of the State Operations Center (SOC) in Mather, California when activated.

Cal OES is headed by the Director of Cal OES (acting as a representative of the governor), or their designated representative, and assisted by coordinators provided by state agencies. When activated, the state staff will be responsible for coordinating statewide emergency operations, including the provision of mutual aid and other support and the redirection of essential supplies and other resources to meet local requirements.

Other responsibilities of Cal OES include the following:

- Perform executive functions assigned by the governor.
- Prepare and disseminate proclamations for the governor.
- Coordinate response and recovery operations of state agencies.
- Provide a statewide clearinghouse for emergency operations information.
- Receive and process requests for state resources and/or federal disaster assistance.
- Direct the allocation of federal and out-of-state resources.

Additional information about regional and state emergency management coordination and support can be found in Base Plan: Section 3.3.6 and in the *California State Emergency Plan*.

2.4.6 Tribal Governments

Tribal governments have a unique placement in SEMS. As sovereign nations, tribal governments can seek or provide support in the same way that a local government does or can go directly to the federal government. Additionally, tribes may interact with the EOC in a government-to-government role (if the incident is on tribal trust land) or as a liaison (if the incident is on identified ancestral territory).

Solano County, California, resides within the ancestral homelands of the Patwin, who have lived, hunted, fished, and gathered on this land for thousands of years. There exists honor and respect for the enduring relationship that exists between the Patwin people and their traditional territory, and the deep spiritual connection they have with the land and the vital role it plays in their cultural identity.

Although there are no tribal government headquarters or tribal trust lands within the OA today, it is important to understand their role within the regional response structure.

2.5 EMERGENCY MANAGEMENT MISSION AREAS



Figure 6: FEMA Mission Areas

Emergency management involves five separate but linked mission areas. These are protection, prevention, response, recovery, and mitigation. While the EOP focuses primarily on response and short-term recovery operations, Solano OES proactively coordinates to support the whole community in all emergency management mission areas.

2.5.1 Protection

The protection mission area includes those capabilities needed to safeguard the homeland against acts of terrorism and human-caused or natural disasters. It is focused on action to protect the residents, visitors, and critical assets, systems, and networks against the greatest risk to our nation in a manner that allows our interests, aspirations, and way of life to thrive.

2.5.2 Prevention

The prevention mission includes those capabilities necessary to avoid, prevent, or stop a threatened or actual act of terrorism. Unlike other mission areas, which are all-hazards by design, prevention’s core capabilities are focused specifically on imminent terrorist threats, including ongoing attacks, or stopping imminent follow-on attacks.

2.5.3 Response

The response mission area is a reaction to the occurrence of a catastrophic disaster or emergency and is comprised of the coordination and management of resources (including personnel, equipment, and supplies), utilizing ICS to save and protect lives, stabilize the incident, rapidly meet basic human needs, restore basic services and community functionality, establish a safe and secure environment, and support the transition to recovery.

2.5.4 Recovery

The recovery mission area begins immediately after the threat to human life has subsided and may run concurrently with response. The recovery period from an incident can be prolonged. Recovery encompasses timely restoration, strengthening, and revitalization of the infrastructure; housing, a sustainable economy, and the health, social, cultural, historic, and environmental fabric of a community affected by a catastrophic incident. The goal of recovery is to bring the affected area back to some degree of normalcy.

Solano County recognizes a second type of “recovery” that may be experienced during prolonged disasters, such as in the case of climate change or a pandemic. “Adaptation” is defined as the actions taken to adjust previous ways of operating within a community to adapt to a new environment.

2.5.5 Mitigation

Mitigation is an effort to reduce or eliminate the risks from disasters and emergencies using both structural and nonstructural measures. It relies on the premise that individuals, the private sector, communities, critical infrastructure, and the nation are made more resilient when the impacts, duration, and financial and human costs to respond to and recover from adverse incidents are all reduced.

Solano OES maintains the MJHMP that guides these efforts.

2.6 EMERGENCY PROCLAMATIONS AND REQUESTS FOR ASSISTANCE

When circumstances within the county indicate the occurrence or threat of occurrence of widespread or severe damage, injury, or loss of life or property from natural or human-made cause exists, a proclamation of local emergency may be proclaimed. This proclamation is a formal statement by a

jurisdiction that a disaster or emergency exceeds response and/or recovery capabilities. A local emergency can be proclaimed during or after an emergency, or if an emergency is found to be imminent.

The issuance of a local or state disaster proclamation allows public officials to exercise emergency powers to preserve life, property, and public health following a disaster. Additionally, such an issuance starts a process that may allow state and/or federal financial assistance to be obtained, enabling both individuals and local and state jurisdictions in an impacted area to begin the process of recovery. Figure 7 shows the typical progression of an emergency proclamation and request for assistance. More information about disaster assistance is available in the Base Plan: Section 6.3.

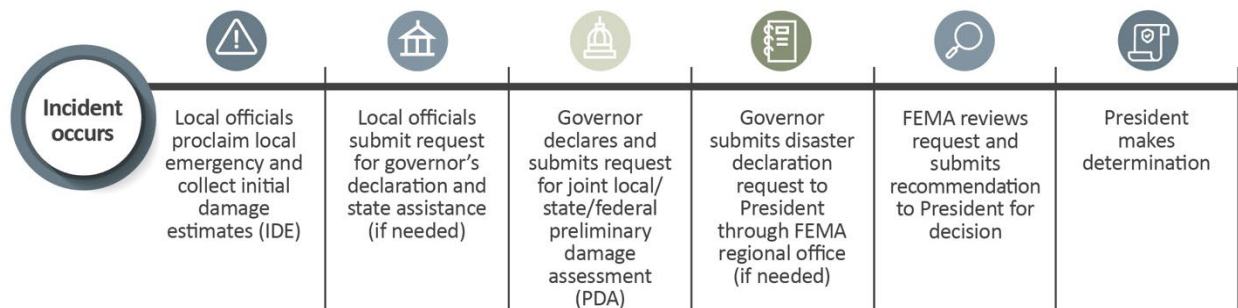


Figure 7: Emergency Proclamation and Request for Assistance Process

2.6.1 Local Emergency Proclamation

2.6.1.1 Definition of Local Emergency

“Local emergency” means 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, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission. (*California Emergency Services Act. §8558(c)*)

2.6.1.2 Issued by

A local emergency or threatened existence of a local emergency can be proclaimed by the Director of Emergency Services when the Solano County Board of Supervisors is not in session. Whenever a local emergency is proclaimed by the Director, the Board of Supervisors shall take action to ratify the proclamation within 7 days or by the next regularly scheduled meeting of the board, whichever occurs

first thereafter. If no such ratification occurs, the local emergency proclaimed by the Director shall expire at the conclusion of that period. (*California Government Code section 8680.9*)

2.6.1.3 Purpose

A local emergency proclamation provides limited legal immunities for emergency actions taken by Solano County employees, providing protection for the County and its employees. It also enables the County to request state and/or federal assistance under the California Disaster Assistance Act (CDAA) and/or FEMA Public Assistance and is a prerequisite for requesting a governor’s proclamation of a state of emergency and/or a presidential declaration of an emergency or major disaster.

“It should be noted a local emergency proclamation is not required for fire or law mutual aid; direct state assistance; American Red Cross assistance; a Fire Management Assistance Grant (FMAG); or disaster loan programs from the U.S. Department of Agriculture (USDA) or U.S. Small Business Administration (SBA).” (*California Emergency Disaster Proclamation and CDAA Process Fact Sheet, issued by Cal OES dated Jan 2022*)

Additionally, during a local emergency the Board of Supervisors, Director of Emergency Services, or designee, may issue orders and regulations necessary to provide for the protection of life and property, including orders or regulations imposing a curfew within designated boundaries where necessary to preserve the public order and safety. Such orders and regulations and amendments and rescissions thereof shall be in writing and shall be given widespread publicity and notice. (*California Emergency Services Act (ESA), Article 14, §8634*)

2.6.1.4 Deadlines

A local emergency proclamation must be issued within 10 days of the incident and, if issued by the Director of Emergency Services, ratified by the Board of Supervisors within 7 days, or by the next regularly scheduled meeting of the board, whichever occurs first thereafter.

2.6.1.5 Review and Termination of Proclamation of a Local Emergency

As stated in the California Emergency Services Act (ESA), Article 14, Section 8630:

- “(c) The governing body shall review the need for continuing the local emergency at least once every 60 days until the governing body terminates the local emergency.
- (d) The governing body shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant.”

Termination of a proclamation of local emergency is established by resolution of the Board of Supervisors, upon recommendation by the Director of Emergency Services and/or the Emergency Services Manager.

2.6.1.6 Notification Process

The following notification process related to a local emergency proclamation and any associated requests for assistance shall be adhered to:

- Local governments should immediately notify the OA through the Solano OES Duty Officer and provide a copy of the local emergency proclamation as soon as possible.
- Solano OES shall notify the Cal OES Director (typically through the appointed Cal OES ESC) and provide a copy of the proclamation as soon as possible.
- The Cal OES Director or designee will respond in writing to the local government concerning the status of any requests for assistance included within the local proclamation or accompanying letter.
- Solano OES shall facilitate communication between the Cal OES Director, OA, and the local jurisdiction for updates on any requests for assistance.

2.6.2 Governor’s Emergency Proclamation

2.6.2.1 Purpose

When disaster conditions exceed, or have the potential to exceed, local resources and capabilities, a local government may request state assistance as provided under a governor’s state of emergency proclamation, as provided under the California ESA. Under a proclamation of a State of Emergency, the governor assumes expanded powers that allow the following:

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

In addition, a governor’s emergency proclamation authorizes the Cal OES Secretary to provide financial relief for emergency actions and restoration of public facilities and infrastructure and is a prerequisite when requesting federal declaration of a major disaster or emergency.

2.6.2.2 Deadline

A local emergency must be proclaimed within 10 days of the incident. The application for assistance must be made within 60 days, although this deadline can be extended by the Director of Cal OES.

2.6.2.3 Supporting Information Required

Supporting information required for a governor’s emergency proclamation includes a copy of the local emergency proclamation, an Initial Damage Estimate (IDE), and a request for assistance from the city mayor, city council, Solano County Director of Emergency Services, or Solano County Board of Supervisors.

2.6.3 Presidential Declaration of an Emergency

2.6.3.1 Purpose

A presidential declaration of emergency supports response activities of the federal, state, and local government. It authorizes federal agencies to provide “essential” assistance, including debris removal, temporary housing and the distribution of medicine, food, and other consumable supplies.

2.6.3.2 Deadline

The governor must request a presidential declaration on behalf of local government within 5 days after the need for federal emergency assistance is apparent.

2.6.3.3 Supporting Information Required

Supporting documentation required for a presidential declaration of emergency includes all the supporting information required in the Base Plan: Section 2.6.2.3 and a governor’s proclamation, certification by the governor that the effective response is beyond the capability of the state, confirmation that the governor has executed the state’s emergency plan, information describing the state and local efforts, and identification of the specific type and extent of federal emergency assistance needed.

2.6.4 Presidential Declaration of a Major Disaster

2.6.4.1 Purpose

Supports response and recovery activities of the federal, state, and local government and disaster relief organizations. Authorizes implementation of some or all federal recovery programs including public assistance (PA), individual assistance (IA), and hazard mitigation. (See the Base Plan: Section 6.3 and *Annex I: Recovery*.)

2.6.4.2 Deadline

The governor must request federal declaration of a major disaster within 30 days of the incident.

2.6.4.3 Supporting Information Required

All supporting information required in Base Plan: Section 2.6.3.3 and a governor’s proclamation, certification by the governor that the effective response is beyond the capability of the state, confirmation that the governor has executed the state’s emergency plan, and identification of the specific type and extent of federal aid required.

2.6.5 Other Emergency Proclamations/Declarations

2.6.5.1 Local Health Emergency Declaration

Local health emergencies are addressed in California Health and Safety Code sections 101075-101095. Public health emergency declarations must show impacts on the community in such a manner defined by the California Health and Safety Code.

2.6.5.1.1 Purpose

“Whenever a release, spill, escape, or entry of waste occurs as described in paragraph (2) of subdivision (b) of Section 101075 and the director or the local health officer reasonably determines that the waste is a hazardous waste or medical waste, or that it may become a hazardous waste or medical waste because of a combination or reaction with other substances or materials, and the director or local health officer reasonably determines that the release or escape is an immediate threat to the public health, or whenever there is an imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent, the director may declare a health emergency and the local health officer may declare a local health emergency in the jurisdiction or any area thereof affected by the threat to the public health.”

2.6.5.1.2 Deadline

Whenever a local health emergency is declared by a local health officer pursuant to this section, the local health emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the board of supervisors, or city council, whichever is applicable to the jurisdiction. The board of supervisors, or city council, if applicable, shall review, at least every 14 days until the local health emergency is terminated, the need for continuing the local health emergency and shall proclaim the termination of the local health emergency at the earliest possible date that conditions warrant the termination.

2.6.5.2 USDA Disaster Declarations

Agriculture-related disasters and disaster designations are quite common. One-half to two thirds of the counties in the United States have been designated as disaster areas in each of the past several years, even in years of record crop production.

2.6.5.2.1 Purpose

The Secretary of Agriculture is authorized to designate counties as disaster areas to make emergency loans (EM) to producers suffering losses in those counties and in counties that are contiguous to a designated county. In addition to EM eligibility, other emergency assistance programs, such as Farm Service Agency (FSA) disaster assistance programs, have historically used disaster designations as an eligibility requirement trigger.

2.6.5.2.2 Determination

The streamlined process provides for nearly an automatic designation for any county in which drought conditions, as reported in the U.S. Drought Monitor (<http://droughtmonitor.unl.edu/>) when that county, or any portion of that county, meets the D2 (Severe Drought) drought intensity value for eight consecutive weeks. A county that has a portion of its area in a drought intensity value of D3 (Extreme Drought) or higher at any time during the growing season also would be designated as a disaster area.

For all other natural disaster occurrences and those drought conditions that are not considered severe, the county must either show a 30 percent production loss of at least one crop, or a determination must be made by surveying producers that other lending institutions will not be able to provide emergency financing.

More information can be found at <https://www.cdfa.ca.gov/drought/docs/FAQs-USDA-DisasterDesignationProcess.pdf>.

2.6.5.3 Governor's Proclamation of a State of War

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

2.7 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

2.7.1 General

The EOP is based on the premise that all incidents begin and end locally. Unless specifically delegated, Solano County will retain authority throughout the incident.

Incident response is built on the concept of layers, in adherence to the principles of NIMS. The EOP is designed to manage incidents at the local level, with assistance provided from partner agencies, neighboring jurisdictions, and state and federal support as requested and available.

Solano County is tasked with the following responsibilities related to emergency preparedness and response:

- Development of departmental emergency operating procedures and department SOPs to implement assigned duties within the EOP.
- Ensuring that department personnel are properly trained to accomplish incident duties described in the EOP.
- Ensuring that Emergency Action Plans (EAPs) are current and appropriate.
- Development and implementation of an EOC staffing strategy that is built around communication, recruitment, training, response, recovery, and retention, and which includes alternates to fill EOC positions.
- Protection of department records, materials, facilities, equipment, and services.
- Management of incident response in unincorporated areas of the county.
- Coordinating and supporting incident response and recovery in incorporated areas of the county when multiple cities/special districts are involved and/or when support is requested by one or more cities/special districts.
- Serving as the OA lead agency, to include coordinating support from or to external, regional, state, or federal partners.

The following sections describe how those responsibilities are broken down and distributed among Solano County personnel and other stakeholders.

2.7.2 Board of Supervisors

2.7.2.1 Preparedness Responsibilities

The Solano County Board of Supervisors has the following ongoing responsibilities related to disaster preparedness:

- Review, approve, and allocate funding to support departmental budgets within the County, including Solano OES.
- Play an active role providing overall leadership and guidance for the development of a “culture of preparedness,” both within the County workforce and throughout the community.
- Foster policies that promote personal responsibility and individual preparedness among residents.
- Promote and support volunteer organizations that provide assistance and aid for the community before, during, and after an incident.
- Support educational outreach programs that help prepare residents for incidents.
- Encourage neighborhood networking and contact programs where “neighbors-help-neighbors” during an incident.
- Promote and support programs that provide emergency preparedness outreach and education for at-risk populations, including those with DAFN.

2.7.2.2 Response Responsibilities

The Solano County Board of Supervisors has the following ongoing responsibilities during a significant emergency or disaster response:

- Serve as the Policy Group when the EOC is activated to provide policy direction on significant emergency or disaster response and recovery issues.
 - Initiate, extend, or terminate a local emergency proclamation under the provisions of the California ESA and Solano County Code.
 - Support the JIS by sharing only verified and approved information with the community.
-

2.7.3 County Administrator

2.7.3.1 Preparedness Responsibilities

The County Administrator has the following ongoing responsibilities related to disaster preparedness:

- Review, approve, and allocate funding to support the Emergency Services Division.
- Play an active role providing overall leadership and guidance for the development of a “culture of preparedness,” both within the County workforce and throughout the community.
- Foster policies that promote personal responsibility and individual preparedness among residents.
- Promote and support volunteer organizations that provide assistance and aid for the community before, during, and after an incident.
- Support educational outreach programs that help prepare residents for incidents.
- Encourage neighborhood networking and contact programs where “neighbors-help-neighbors” during an incident.
- Promote and support programs that provide emergency preparedness outreach and education for at risk populations, including those with DAFN.

2.7.3.2 Response Responsibilities

The County Administrator has the following ongoing responsibilities during a significant emergency or disaster response:

- Serve in the role of EOC Director when the EOC is activated.
- Assume overall responsibility for the safety and well-being of residents, visitors, and responders, except as delegated by law or official delegation of authority.
- Make use of all available resources of the County government to cope with a significant incident.
- Transfer or alter the function of County departments, agencies, or personnel for the purpose of performing or facilitating emergency services.
- Advise the Solano County Board of Supervisors on County response and recovery activities.
- Communicate policy direction from the Solano County Board of Supervisors to the EOC Coordinator and agency administrators as appropriate.

2.7.4 Office of Emergency Services

2.7.4.1 Preparedness Responsibilities

Solano OES has the following ongoing responsibilities related to disaster preparedness:

- Serve as the lead County agency for pre-incident planning and preparedness activities.
- Oversee the training of the EOC response team.
- Maintain the EOP for the County and the OA.

2.7.4.2 Response Responsibilities

Solano OES has the following ongoing responsibilities during a significant emergency or disaster response:

- Emergency Services Manager (or designee) to serve in the role of the EOC Coordinator when it is activated.
- Primary agency for activation and coordination of the EOC.
- Provide subject matter expertise for emergency management activities conducted by the County and support of emergency management activities in the OA.
- Provide staff to act as the Duty Officer 24/7/365.

2.7.5 County Departments

2.7.5.1 Preparedness Responsibilities

The County departments have the following ongoing responsibilities related to disaster preparedness:

- Become familiar with the contents of the EOP and associated plans, to include departmental roles and responsibilities.
- Develop attachments that support EOP implementation, including internal policies, procedures, and tools, such as checklists.
- Develop and maintain departmental EAPs.
- Assign a minimum of one primary and two reserve department representatives to serve on the EOC response team.
- Ensure department personnel are properly trained to accomplish incident duties described in the EOP.
- Conduct frequent and consistent department level emergency preparedness training and exercises. (Solano OES will assist and support this effort.)
- Ensure workplace incident preparedness supplies are identified and pre-staged to support employee shelter-in-place requirements for incidents.

2.7.5.2 Response Responsibilities

The County departments have the following ongoing responsibilities during a significant emergency or disaster response:

- Activate and implement departmental emergency plans where applicable.
- Activate the department operations center (DOC), if applicable, as needed or requested.
- Deploy requested staff to the EOC.
- Channel department/DOC requests for assistance, operational status updates, and situation updates to the EOC.
- Log emergency actions and expenses incurred, including personnel time, and report costs promptly to the EOC for documentation and possible reimbursement using the appropriate ICS forms.
- Coordinate the release of departmental emergency public information through the EOC or through the Joint Information Center (JIC) if one is established for the incident.
- Assist in assessing damage to County-owned facilities, properties, or assets, and provide reports to the EOC.

2.7.6 Disaster Service Workers

The term disaster service worker (DSW) includes all public employees and all volunteers in any disaster council or emergency organization accredited by the California Emergency Council. The term "public employees" includes all persons employed by the state or any county, city, city and county, state agency, or public district, excluding aliens legally employed.

County employees are required to perform duties as DSWs, as directed by the County, in the event of a disaster. Employees may be assigned by the County to fulfill emergency action needs outside the course and scope of their regular job duties. When serving as a DSW, an employee may also be directed to report to a different supervisor and/or to work at a different location than normal to fulfill the DSW role. If a DSW is assigned a task they are unfamiliar with they will be provided training. DSWs are eligible for workers' compensation benefits while performing assigned duties or undergoing any authorized training activities.

2.7.6.1 Preparedness Responsibilities

DSW's have the following ongoing responsibilities related to disaster preparedness:

- Have an emergency kit at home, with enough food and water to survive for at least three days.
- Develop a family emergency plan so that each member knows what to expect and do during an emergency.
- Know how to turn off gas, electricity, and water to their dwelling.
- Have a plan for someone to watch children, pets, and elderly if called to a response.
- Have a workplace "go bag," containing a change of clothes, toiletries, extra prescription medications, phone charger, cash, water, and nonperishable food in case of a multi-day deployment.

- Provide a supervisor and Solano County OES with a list of any special skills that may be useful during incident response (e.g., administrative, food handling, medical, etc.).
- Take IS-100 Introduction to the Incident Command System, IS-200 ICS for Single Resources and Initial Action Incidents, IS-700 Introduction to the National Incident Management System, and IS-800 National Response Framework, An Introduction – free, online courses available through FEMA Independent Study. (Each course takes approximately 1-3 hours.)
- Take additional training courses as determined by Solano OES for SEMS/NIMS compliance.

2.7.6.2 Response Responsibilities

DSWs have the following ongoing responsibilities during a significant emergency or disaster response:

- If at work when a significant incident occurs, remain at work until provided direction from the Solano County Administrator or a supervisor to confirm need for incident response.
- If at home when a significant incident occurs, check on family members, then contact a supervisor to confirm need for incident response.
- Provide general or specialized support to the incident, as assigned.
- If unfamiliar or uncomfortable with an assigned task, request additional training or assignment to a different task.
- Report any injuries, even if minor, immediately to a supervisor.

3 COMMAND AND COORDINATION

3.1 LOCATION, ACTIVATION, AND CONTROL

Solano County utilizes the ICS structure in the field, EOC, and JIS systems in accordance with NIMS to provide direction and control. These three structures interact to organize the local government response to significant incidents.

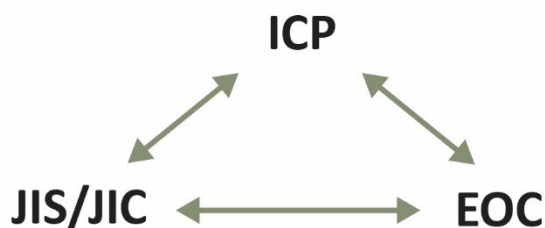


Figure 8: Relationship of the ICP, JIS/JIC, and EOC

3.1.1 Field Response

Field response includes the actions of law enforcement, firefighters, emergency medical technicians and paramedics, public works employees, and others who interact directly in the field to provide for public health and safety. These first responders are often the first to arrive to the scene of an emergency or

disaster and are commonly activated to provide evacuation, rescue, crowd control, medical attention, and utility restoration.

3.1.1.1 Field Command

Solano County operates under an incident command structure to manage emergencies using a standardized methodology. Incident command is assumed by the first responding unit on-scene and is transferred as appropriate to the most qualified personnel. The Incident Commander is responsible for the overall management of the incident.

Sometimes an incident may cross jurisdictional boundaries or the limits of individual agency functional responsibility. When this occurs, command may enter into a unified command structure. Unified Command is a team effort process allowing all agencies with geographical or functional responsibility for an incident to assign an Incident Commander to a Unified Command organization. The Unified Command then establishes a common set of incident objectives and strategies that all can subscribe to, while protecting agency authority, responsibility, and accountability.

3.1.1.2 Facilities

The Incident Commander (IC) or Unified Command (UC) determines the kinds and locations of ICS facilities based on what is required to support the incident. Common ICS facilities include:

- **Incident Command Post (ICP):** Location of the tactical-level, on-scene incident management (Incident Commander or Unified Command and Staff).
- **Incident Base:** Location at which personnel conduct primary support activities, such as planning (may be co-located with the ICP).
- **Staging Area(s):** Location(s) where personnel, supplies, and equipment are temporarily positioned and accounted for while awaiting assignment.
- **Camp(s):** Satellite(s) to an Incident Base, established where they can best support incident operations by providing food, sleeping areas, sanitation, and minor maintenance and servicing of equipment.

All incidents will have an ICP, while other facilities may only be activated for larger incidents.

3.1.1.3 Activation

Field responders are activated via dispatch. Solano County Sheriff's Office dispatches all County units for incidents within unincorporated areas and/or mutual aid, as well as for the cities of Dixon and Rio Vista. The cities of Benicia, Vallejo, Fairfield, Suisun City, and Vacaville dispatch for their own units.

3.1.1.4 Command Structure

The following types of command structure may be used to respond to incidents, depending on incident characteristics.

- **Single Command:** A single command is generally established when an incident is contained within and affects a single jurisdiction and/or a single agency has the legal responsibility to manage the

principal incident hazard. The lead agency under single command can be established by determining the lead discipline based on the primary uncontrolled hazard element.

- **Unified Command:** When no one jurisdiction, agency, or organization has primary authority and/or the resources to manage an incident on its own, Unified Command may be established. In Unified Command, there is no one “commander.” Instead, the Unified Command manages the incident by jointly approved objectives. A Unified Command allows these participating organizations to set aside issues such as overlapping and competing authorities, jurisdictional boundaries, and resource ownership to focus on setting clear priorities and objectives for the incident. The resulting unity of effort allows the Unified Command to allocate resources regardless of ownership or location. Unified Command does not affect individual agency authority, responsibility, or accountability.
- **Area Command:** Area Command may be established to oversee the management of a very large incident that has multiple incident management teams assigned to it and/or multiple incidents that are each being handled by a separate ICS organization. This type of command is generally used when there are several incidents in the same area and of the same type that may compete for the same resources, such as two or more hazardous materials spills or fires. Area Command has the responsibility to set overall strategy and priorities, allocate critical resources based on priorities, ensure that incidents are properly managed, and ensure that objectives are met, and strategies followed. When incidents are of different types or do not have similar resource demands, they will typically be handled as separate incidents and coordinated through the EOC. If the incidents under the authority of an area command span multiple jurisdictions, a unified area command should be established to allow each affected jurisdiction to have appropriate representation in the command.

3.1.2 Emergency Operations Center

3.1.2.1 General

The EOC is the centralized location of emergency response and recovery support operations during incidents. While tactical on-scene operations are conducted from the field, the EOC supports and helps coordinate ICP operations.

The EOC utilizes ICS as the command-and-control structure. Within this structure, the EOC is organized into five sections to manage operations. These EOC sections include:

- **Management:** Under the guidance of the EOC Director, this section has overall responsibility for the management and direction of all EOC activities including development, implementation, and review of strategic decisions. Management directly coordinates with the Policy Group and ensures its strategic direction is implemented in EOC operations.
- **Operations:** This section represents on-scene emergency responders and provides coordination between the EOC and field operations, including the ICP.
- **Planning and Intelligence:** This section is responsible for receiving, evaluating, and analyzing all disaster information and providing updated status reports to EOC management and field operations. The planning and intelligence section is also responsible for damage assessment and developing specialized technical assessments of events.

- **Logistics:** Logistics is responsible for procuring supplies, personnel, and material support necessary to conduct emergency responses (e.g. personnel call-out, equipment acquisition, lodging, transportation, food, etc.).
- **Finance and Administration Section:** This section handles cost accountability, purchase authorizations, documentation, and risk assessment.

3.1.2.2 Facilities

3.1.2.2.1 Physical

The physical EOC is located at the Solano County Office of Emergency Services, 530 Clay Street, Fairfield, California 94533. The facility has a check-in desk, central operating center, adjacent offices, kitchen, and bathrooms. Access is controlled via a badging system. Visitors are stopped at the main door and require someone inside the building to let them in. Available technology includes individual computer stations, and large screens.

The alternate facility is located at the Solano County Detention Facility, 2500 Clay Bank Road, Fairfield, California.

3.1.2.2.2 Virtual

The EOC may be operated in a virtual or hybrid environment so as to expand when physical space is limited, to create a safer operating environment (e.g., for social distancing measures or if access to the EOC is impeded), to include additional stakeholders from the Whole Community who may not be able to be physically present, or to support coordination during incidents in which conditions do not require in-person coordination to perform EOC functions.

3.1.2.3 Activation

3.1.2.3.1 OES Duty Officer Notification

Any incident which has the potential to escalate to a point that could necessitate EOC activation should be reported to the Solano County OES Duty Officer immediately at 707-784-1600 (or through Solano Dispatch after hours 707-421-7090).

It is better to notify Solano OES early of a potentially expanding incident and then stand them down, than delay notification. Delays in notification can create delays in incident support and coordination.

3.1.2.3.2 Activation Authority

The EOC may be activated as needed to support Solano County emergency operations. The EOC may be activated by one of the following:

- Solano County Director of Emergency Services (County Administrator) or designee
- Assistant Director of Emergency Services (Sheriff) or designee
- Emergency Services Manager or designee

3.1.2.3.3 Activation Triggers

The EOC may be activated for various reasons based on the needs of a jurisdiction, organization, or Incident Commander; the context of a threat; the anticipation of events; or in response to an incident. Circumstances that might trigger an EOC activation include:

- An incident is imminent (e.g., slow river flooding, predictions of hazardous weather, elevated threat levels).
- More than one jurisdiction becomes involved in an incident and/or the incident involves multiple agencies.
- The Incident Commander or Unified Command indicates an incident could expand rapidly, involve cascading effects, or require additional resources.
- Significant impacts to the population are anticipated.
- A similar incident in the past led to EOC activation.

In addition, SEMS regulation specifies seven circumstances in which the EOC must be activated and SEMS used. These include:

- A local government within the OA has activated its EOC and requested activation of the EOC to support their emergency operations.
- Two or more cities within the OA have proclaimed a local emergency.
- The County and one or more cities have proclaimed a local emergency.
- A city and/or the County have requested a governor's proclamation of a state of emergency.
- A state of emergency is proclaimed by the governor for the County or two or more cities within the OA.
- The OA is requesting resources from outside its boundaries. (This does not include resources used in normal day-to-day operations that are obtained through existing mutual aid agreements.)
- The OA has received resource requests from outside its boundaries. (This does not include resources used in normal day-to-day operations which are obtained through existing mutual aid agreements.)

3.1.2.3.4 Activation Levels

In alignment with the State Emergency Plan, the EOC utilizes the following activation levels:

<p>Level Three EOC Activation</p>	<p>Level Three is a minimum activation. This level may be used for situations that initially only require a few people (e.g., a short term earthquake prediction at level one or two; alerts of storms, or tsunamis; or monitoring of a low risk planned event).</p>	<p>Level Three staffing consists of the Emergency Services Manager, Solano County OES staff, and department representatives as required.</p>
<p>Level Two EOC Activation</p>	<p>Level Two activation is normally achieved as an increase from Level Three or a decrease from Level One. This activation level is used for emergencies or planned events that would require more than a minimum staff but would not call for a full activation of all organization elements, or less than full staffing.</p>	<p>The EOC Coordinator, in conjunction with the General Staff, will determine the required level of continued activation under Level Two and demobilize functions or add additional staff to functions as necessary based upon event considerations. Typically, Level Two staffing consists of the Emergency Services Manager, Solano County OES Staff, all Section Chiefs, Branches, Units, and agency representatives as appropriate to the situation.</p>
<p>Level One EOC Activation</p>	<p>Level One activation involves a complete and full activation; this would normally be the initial activation during any major emergency requiring state level help.</p>	<p>Level One Activation requires full staffing of all organizational elements.</p>

Table 8: EOC Activation Levels

3.1.2.3.5 Notifications

Once an assessment of the situation has been conducted and activation level chosen, EOC staff are notified via the EOC Emergency Recall.

The Solano County Administrator maintains the EOC Roster. The Emergency Services Manager ensures that all Solano OES Duty Officers have current copies of the EOC Roster. Emergency recall notifications can be enacted by anyone with EOC activation authority (Base Plan Section 3.1.2.2.1) and is activated by the Solano OES Duty Officer.

Following activation of the EOC, whoever is initiating the activation shall notify the Board of Supervisors (and County Administrator, if not already aware). If circumstances do not allow the initiator to make timely notification, they may request Solano Dispatch to do so.

3.1.2.4 Operating Structure

During a significant incident requiring EOC activation, Solano County will establish a temporary operating structure to coordinate the County's emergency activities. The positions that are activated and staffed will be based on the needs of the emergency at hand.

Solano County utilizes an ICS-type operating structure for the EOC, generally reflecting the standard ICS organization but with variations to emphasize the coordination and support mission of the EOC. The five sections are Management, Operations, Planning and Intelligence, Logistics, and Finance and Administration. Policy direction is provided by a Policy Group.

This type of structure most closely aligns with the structure used for on-scene incident management and is intended to be flexible and scalable. Figure 9 shows this organizational structure. Main positions are described below, and complete EOC Job Aids are provided in EOP Section 4: Supporting Documents.

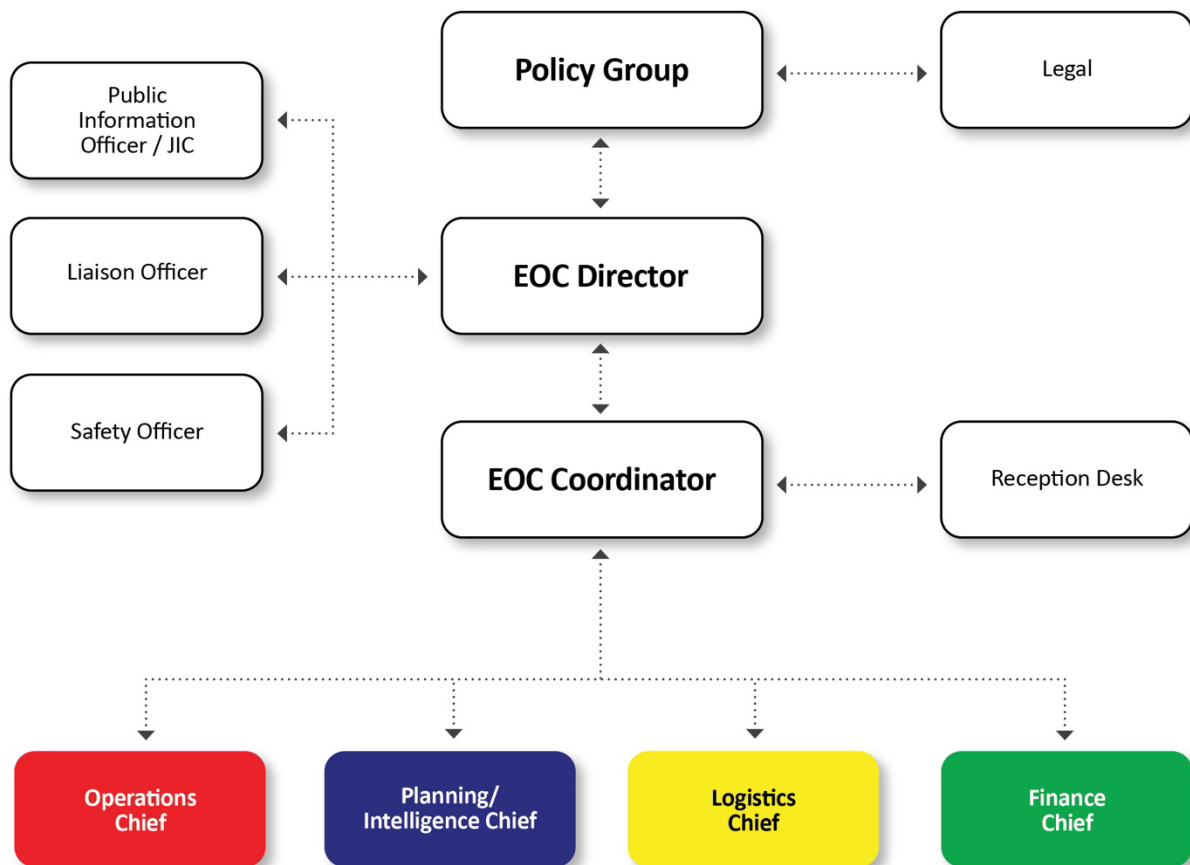


Figure 9: EOC Command and General Staff Organizational Chart

3.1.2.4.1 Policy Group

Policy Group: The Policy Group is responsible for making major policy, strategic, or resource decisions. They may also provide direction and vision for recovery operations including post-incident restoration. They often receive reporting and recommendations from key operational leaders and County Counsel to support decision-making. The following positions serve on the Policy Group:

- Board of Supervisors
- County Administrative Officer, if not serving as EOC Director
- Assistant County Administrative Officer, if not serving as EOC Director
- Sheriff, if not serving as EOC Director
- County Counsel
- Other appointees as appropriate dependent on the nature of the incident

3.1.2.4.2 Management and Command Staff

The Management and Command Staff work together in a collaborative environment to implement the policy directives provided by the Policy Group. Although typically engaged in joint decision-making, the roles of each position are outlined below.

EOC Director: The EOC Director has overall management responsibility for coordination between emergency agencies. They also serve as a conduit for policy direction from the Policy Group, establish the appropriate EOC staffing level, set operational priorities along with the Policy Group and EOC Coordinator, approve the EOC Action Plan (EAP), approve releases of public information, and approve EOC expenditures. The EOC Director may also provide incident briefings to elected officials.

EOC Coordinator: The EOC Coordinator monitors the EOC staffing level for effectiveness, sets operational priorities along with the Policy Group and EOC Director, and directs all EOC activities. They may provide recommendations to the EOC Director and Board of Supervisors to proclaim a local emergency, increase emergency funding allocations, and allocate additional resources. The EOC Coordinator may also provide incident briefings to elected officials.

The EOC Director assigns Command Staff as needed to support the command function. The Command Staff typically includes a Public Information Officer (PIO), a Safety Officer, and a Liaison Officer who report directly to the EOC Coordinator and who have assistants as necessary. If a role is not assigned the duties of that role fall to the EOC Coordinator.

Liaison Officer: The Liaison Officer is the EOC's point of contact for representatives of governmental agencies, jurisdictions, NGOs, and private sector organizations that are not included in Incident Command / Unified Command. Through the Liaison Officer, these representatives provide input on their agency, organization, or jurisdiction's policies, resource availability, and other incident-related matters.

Public Information Officer: The PIO is responsible for public alert and warning, including but not limited to message creation, information verification, and coordination with emergency agencies. The PIO interfaces with the public, media, and/or with other agencies with incident-related information needs. The PIO gathers, verifies, coordinates, and disseminates accessible, culturally inclusive, meaningful, and timely information on the incident for both internal and external audiences. The PIO also monitors the media and other sources of public information to collect relevant information and transmits this information to the appropriate components of the incident management organization. The EOC Director approves the release of incident-related information. In large-scale incidents, the PIO participates in or leads the JIC. All PIOs should work in a unified manner, speak with one voice, and ensure that all messaging is consistent.

Safety Officer: The Safety Officer monitors EOC operations and advises the EOC Coordinator on matters relating to the health and safety of EOC staff. The Safety Officer is responsible to the EOC Coordinator for establishing the systems and procedures necessary to assess, communicate, and mitigate hazardous environments. This includes developing and maintaining the EOC Safety Plan and advising and coordinating multiagency safety efforts. Agencies, organizations, or jurisdictions that contribute to joint safety management efforts do not lose their individual responsibilities or authorities for their own programs, policies, and personnel. Ultimate responsibility for the safe conduct of the EOC resides with the EOC Director, but all staff have responsibility in reporting observations related to safety.

3.1.2.4.3 General Staff

The General Staff consists of the Operations, Planning/Intelligence, Logistics, and Finance/Administration Section Chiefs. These individuals are responsible for the functional aspects of the EOC response. The EOC Coordinator activates the section chiefs as needed. These functions default to the EOC Coordinator until a section chief is assigned. The section chiefs may have one or more deputies as necessary.

Planning/Intelligence Section: The collection, analysis, and sharing of incident-related information are important activities for all incidents. Typically, staff in the Planning/Intelligence Section are responsible for gathering and analyzing operational information and sharing situational awareness. Some incidents involve intensive intelligence gathering and investigative activity; for such incidents, the EOC Coordinator may opt to reconfigure intelligence and investigations responsibilities to meet the needs of the incident. This may occur when the incident involves a criminal or terrorist act and/or other non-law-enforcement intelligence/investigations efforts, such as epidemiological investigations.

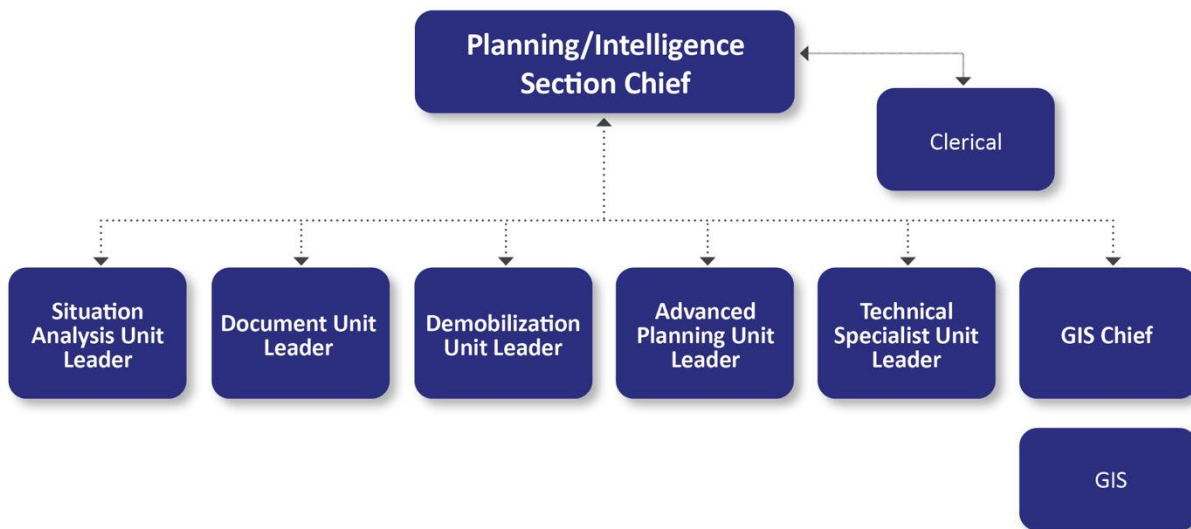


Figure 10: EOC Planning Section Organizational Chart

Operations Section: The Operations Section Chief organizes the section based on the nature and scope of the incident, the jurisdictions and organizations involved, and the incident’s priorities, objectives, and strategies. Staff in this section liaise with on-scene Incident Command/Unified Command and corresponding function/agency personnel to receive and provide incident information, understand resource needs, and allocate resources; provide input on developing and implementing strategies and tactics to achieve incident objectives; and support EAP development for each operational period.



Figure 11: EOC Operations Section Organizational Chart

Logistics Section: Logistics Section personnel provide services and support for effective and efficient incident management, including ordering resources. Staff in this section provide facilities, security (of the incident command facilities and personnel), transportation, supplies, equipment maintenance and fuel, food services, communications and Information Technology (IT) support, and medical services for incident personnel.

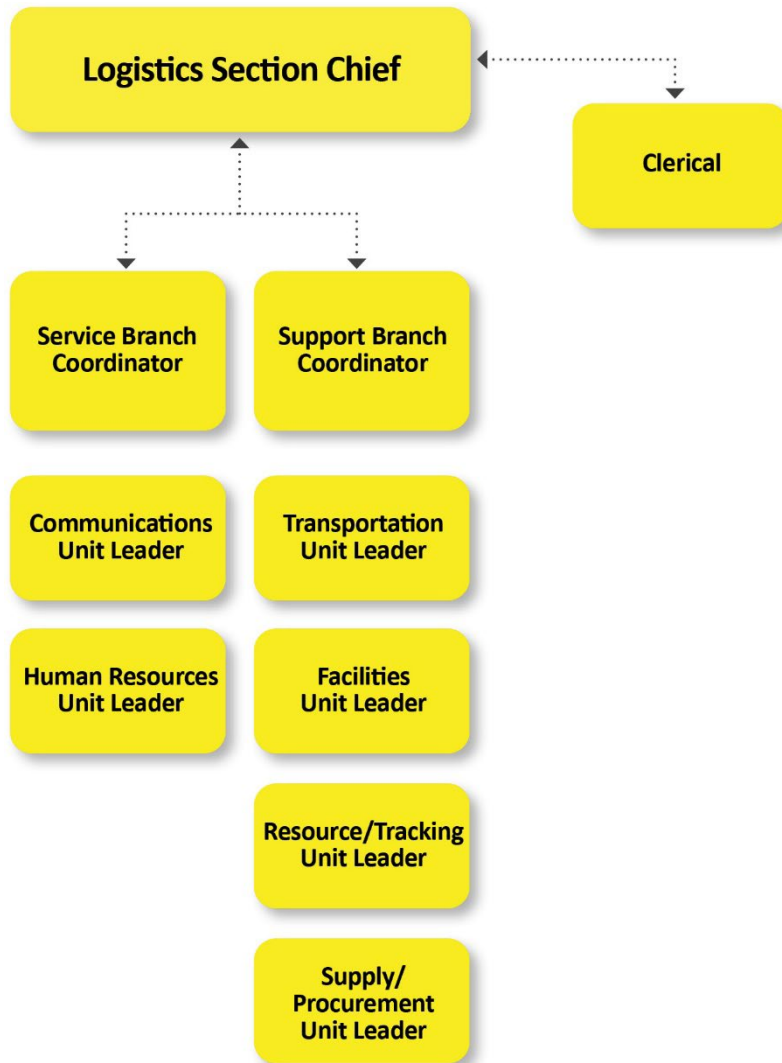


Figure 12: EOC Logistics Section Organizational Chart

Finance Section: The EOC Coordinator establishes a Finance Section when the incident management activities involve on-scene or incident-specific finance and administrative support services. Finance staff responsibilities include recording personnel time, negotiating leases, maintaining vendor contracts, administering claims, and tracking and analyzing incident costs. If the EOC Coordinator establishes this section, staff should closely coordinate with the Planning and Logistics Sections to reconcile operational records with financial documents. Finance Section staff support an essential function of ICS in large, complex incidents involving funding originating from multiple sources. In addition to monitoring multiple sources of funds, the section’s staff tracks and reports the accrued costs as the incident progresses. Proper documentation and tracking help support financial reimbursement if an incident receives a state and/or presidential disaster declaration with financial assistance.

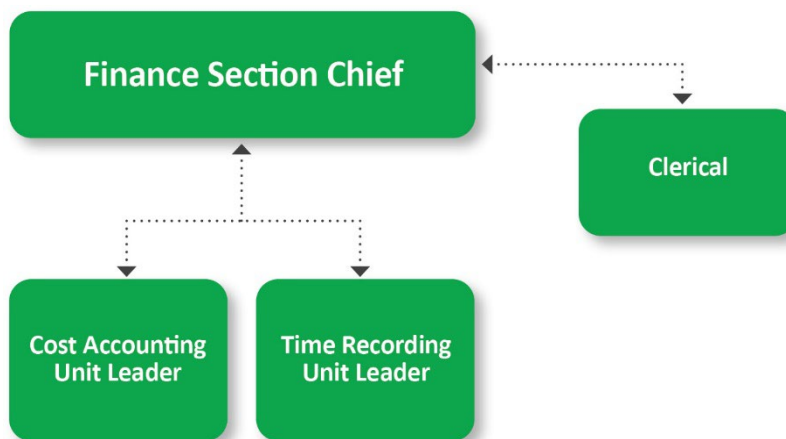


Figure 13: EOC Finance Section Organizational Chart

3.1.3 Joint Information System

The 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 and with the private sector and CBOs. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, state, tribal, territorial, regional, local, and private sector PIOs and established JICs at each level of SEMS are critical elements of the JIS.

3.1.3.1 Facilities

The JIC is a facility that houses JIS operations. This is where personnel with public information responsibilities perform essential public information and public affairs functions. The JIC may be established as a standalone coordination entity, as a component of the EOC, or virtually.

At times, the EOC may choose to activate a JIC. In such cases, the JIC will be the central location that facilitates operation of the JIS. Personnel with public information responsibilities from multiple agencies, departments, and other local governments use the JIC to perform critical emergency information functions, crisis communications, and public affairs functions.

3.1.3.2 Activation

During a significant incident requiring EOC activation, the Director of Emergency Services or the Emergency Services Manager may choose to activate the JIS/JIC.

3.1.3.3 Operating Structure

The JIS/JIC organizational structure uses ICS principles, and the positions that are activated and staffed will be based on the needs of the emergency at hand. Figure 14 shows this organizational structure. Descriptions of suggested positions and sections are described below. Positions may be activated as needed.

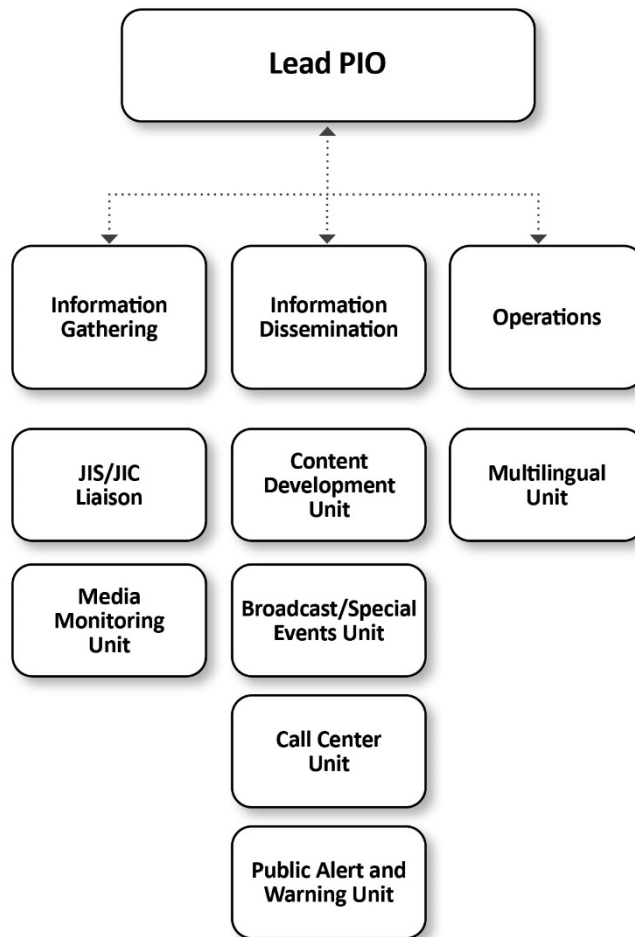


Figure 14: JIS/JIC Organizational Chart

3.1.3.3.1 Lead PIO

The Lead PIO has overall responsibility for managing the JIS/JIC. They provide recommendations to the Policy Group on overall communication policy; recommend and develop strategies for messages, briefings, and news releases; and may conduct JIS/JIC briefings to update staff regarding the incident. This individual also serves as the conduit to obtain approval from the EOC Director for press releases.

3.1.3.3.2 Information Gathering Section

The Information Gathering Section seeks to gather information about the incident from multiple sources:

JIS/JIC Liaison: Coordinates with supporting partners' PIOs and appropriate personnel in the Planning Section at EOCs and ICPs to gather verified incident-specific information.

Media Monitoring: Reviews video, print, and social media for accuracy, content, and possible response.

3.1.3.3.3 Information Dissemination Section

The Information Dissemination Section provides validated information to cooperative partners and the public through multiple methods:

Content Development Unit: Develops written materials, such as media releases, fact sheets, and flyers. May also develop graphics and other visual aids, including PowerPoint presentations, maps, and still photography. Creates and maintains web pages and social media containing information about the incident for use by the public and the media.

Broadcast/Special Events Unit: Serves as the primary point of contact for the news media. Handles events such as news conferences, media briefings, VIP visits, and tours for senior officials of affected areas. May also develop video documentation, special productions, remote live interview feeds, and logistical support of public meetings and presentations.

Call Center Unit: Responds to questions from citizens, makes referrals, and develops a log of telephone calls, e-mails, etc., containing names, addresses, the type of calls, and any necessary follow up actions.

Public Alert & Warning Unit: Coordinates with the Operations Section to develop and disseminate emergency notifications to the community.

3.1.3.3.4 Operations Support Section

The Operations Support Section provides operational support to the JIS/JIC using subject matter experts and expertise:

Multilingual Unit: Provides language translation and other language accessibility services to ensure appropriate and timely information reaches diverse populations in the affected areas.

3.2 INCIDENT ACTION PLANNING

The incident action planning process is central to managing incidents. From this process, an incident action plan (IAP) or EOC Action Plan (EAP) is created.

- **IAP:** The plan developed at the *Field response* level, which 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.

- **EAP:** The plan developed at the *EOC* level, which contains objectives reflecting the overall incident strategy and specific support and coordination actions and supporting information for the next operational period.

IAPs/EAPs help synchronize operations and ensure that operations support incident objectives. Using a disciplined system of planning phases and meetings fosters collaboration/partnerships and keeps incident operations focused. The incident action planning process has five phases: understand the situation; establish incident objectives; develop the plan; prepare and disseminate the plan; and execute, evaluate, and revise the plan.

Incident action planning is used for field response and EOC response and may happen formally or informally. For an incident that requires EOC activation, incident action planning is a formal process with established times for planning meetings and a written, approved EAP for each operational period. The EOC utilizes modified ICS forms for creation of its EAP.

3.3 COORDINATION

In its role as the Solano OA lead agency, Solano County must coordinate effectively both horizontally and vertically with multiple stakeholders before, during, and following a disaster.

3.3.1 Coordination with Field-Level Incident Command Posts

Field-level responders organize using ICS and coordinate with the EOC. Tactical management of responding resources is always under the leadership of the on-site IC/UC at the ICP. Functional elements at the field level coordinate with the applicable EOC section. ICs may report directly to the EOC through the EOC Operations Chief, and the EOC may send a liaison to the field to help support communication efforts.

The IC is responsible for conducting an incident size-up and must report the findings and additional resource needs to the EOC as soon as safely possible.

The determination of which jurisdiction, agency, or department is responsible for assuming command for a particular hazard is codified by law. Under certain circumstances, such as jurisdiction-wide impacts, severe weather, or wildfire, the Operations Section of the EOC may serve as the area command or single ICP to maximize the use of limited resources and prioritize response efforts.

If a separate incident organization is established with an IC or unified command, they will interface with the EOC on:

- Situational awareness
- Operational needs
- Resource requests

The EOC will support first responders by coordinating the management and distribution of information, resources, and restoration of services.

3.3.2 Coordination with Department Operations Centers

A DOC is a location used by a county department as a coordination point for agency resources and facilities during major incidents and planned events. DOCs play significant roles during an incident. They may support the incident response by providing subject matter expertise, specialized resources, and operational support.

The EOC will coordinate with DOCs to facilitate the requests and acquisition of resources and to share information. The EOC Liaison and/or applicable Operations Section Branch Leader is responsible for establishing communications and coordination with these entities.

3.3.3 Coordination with Private Sector and Community- Based Partners

Private sector businesses and CBOs/FBOs can provide key operational support during an incident. This can be accomplished through the purchase or donation of personnel, supplies, or equipment, plus financial or technical assistance support. Additionally, organizations representing DAFN and diverse populations can serve as resources, influencers, and cultural brokers to those populations. These entities are encouraged to provide liaisons to the EOC. The EOC Logistics Section may also work directly with these entities to secure resources.

3.3.4 Coordination with Special Districts / Incorporated Cities

Special districts are local governments; political subdivisions authorized by state statute to provide specialized services the County and cities do not provide. Both special districts and cities are responsible for operating their own emergency management programs and may operate their own EOCs.

Special districts and cities can seek support through the OA and can request activation of the EOC to support and coordinate their efforts. They must submit local proclamations through the OA as well as resource requests from state or federal entities. However, these entities retain primary responsibility for response and recovery efforts within their jurisdictions.

3.3.5 Coordination with External Jurisdictions

Assistance from external jurisdictions may be available through existing local and state procedures for mutual aid requests. Additional information on mutual aid is provided in the Base Plan: Section 5.

3.3.6 Coordination with the State of California

The EOC typically coordinates with the State of California through their assigned Cal OES ESC and the Coastal REOC or between the OA Mutual Aid Coordinators and Regional Mutual Aid Coordinators when appropriate. When the Coastal REOC is not activated, coordination occurs through the Region's duty officer by way of the State Warning Center.

Support from state government departments and agencies may be made available by request through the SOC. The state also facilitates mutual aid from neighboring states through the EMAC. More information about EMAC is provided in the Base Plan: Section 5.13.

Following some disaster events, state financial assistance through the CDAA may be made available for relief in a disaster area for costs that are not eligible through the FEMA PA and/or IA programs.

3.3.7 Coordination with the Federal Government

Several federal agencies provide routine support to the OA before, during and after disaster emergencies. These federal agencies include the FEMA, the NWS, and the National Oceanic and Atmospheric Administration (NOAA) Tsunami Warning Center.

It is possible for the federal government to play a leading role in the response when incidents occur on federal property (e.g., national parks) or when the federal government has primary jurisdiction (e.g., an ongoing terrorist threat or attack or a major oil spill). Various federal departments and agencies have their own authorities and responsibilities for responding to or assisting with incidents. This means that, depending on the incident, different federal departments or agencies lead the coordination of the federal government's response.

Some major incidents may need assistance from the federal government. The federal government maintains a wide range of capabilities and resources needed to address domestic incidents. In most instances, the federal government plays a supporting role to the OA. For example, the federal government assists when the president declares an emergency or major disaster. Federal assistance is requested through the SOC or the Joint Field Office (JFO) if one is established.

4 COMMUNICATIONS AND INFORMATION MANAGEMENT

Communications and intelligence management includes identifying EEI to ensure personnel gather the most accurate and appropriate data, translate it into useful information, and communicate it with appropriate personnel to support effective decision-making.

There are both internal and external stakeholders that rely on accurate and timely communication of information. This section primarily addresses internal stakeholders. Additional information about public information communication is available in EOP Annex H: Public Information, Alert, and Warning.

4.1 GENERAL

4.1.1 Use of Lifelines

Lifelines enable the continuous operation of critical government and business functions and are essential to human health and safety and economic security.

The OA has adopted the use of FEMA Community Lifelines to receive, analyze, and report the status of critical functions in the jurisdiction. These are listed in Figure 15.



Figure 15: Community Lifelines

Lifeline status will be reported as part of the situation report (SitRep) process and can be used to provide information for short- and long-term incident planning. Lifeline information is divided between three colors (see Table 9) for ease of understanding and sharing information.

Green	The lifeline is stable.
Yellow	Services are disrupted. Solutions have been identified and recovery actions are in progress.
Red	Services are disrupted. Solutions are being sought.

Table 9: Lifeline status colors

Lifelines SitReps are provided in EOP Section 4: Support Documents.

4.1.2 Essential Elements of Information

Some information is considered more critical than others. Essential Elements of Information (EEI) are information that should be communicated in a timely fashion to the EOC and may be preidentified to support decision-making and ensure important details are shared to effectively manage and execute an operation. Specific EEI related to particular functions or hazards are located within the appropriate annexes/appendices. EEI common to all incidents include:

- Threats/hazards to incoming responders and the public.
- Injuries and fatalities.
- Immediate resource needs.
- Deployments and/or demobilizations.
- Changes in conditions on the ground.
- Conditions that affect the capability to respond.

4.2 INFORMATION COLLECTION

4.2.1 Monitoring and Detection

Monitoring and detection of potential and real-world incidents are crucial before, during, and after an incident.

The OA uses multiple methods for detecting potential incidents of significance, shown in Figure 16.

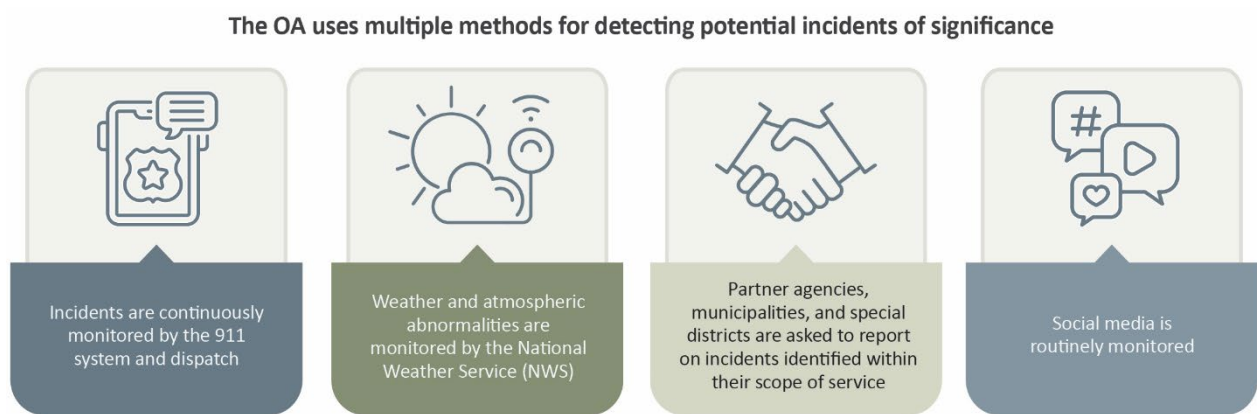


Figure 16: Methods of Detecting Potential Incidents of Significance

Whether during an active incident or during normal operations, all agencies involved in the emergency management system in the OA have a responsibility for monitoring events in relation to their respective operational areas.

4.2.2 Situation Assessment

4.2.2.1 Field Assessment

The first responder to arrive at the scene of an incident assesses the situation and provides their findings to dispatch and/or other incident support organizations. These organizations use this initial assessment to assign resources and make other incident-related decisions.

Ongoing information is obtained from field-level responders through status calls and situation reports from other agencies at all levels of government, inspections of infrastructure and facilities, and windshield surveys to acquire damage assessments and human impact. Information may also be collected from social media, calls from the community, and other public reports.

4.2.2.2 EOC Assessment

When the EOC is activated, the Situation Unit Leader within the Planning/Intelligence Section is responsible for continuing to gather and update information from a variety of sources throughout incident response. In addition to the avenues for information collection identified in Section 4.2.1,

information should also be collected from Lifeline organizations that could potentially be impacted by the incident. The Lifeline Sitreps (EOP Section 4: Supporting Documents) are a valuable tool for collecting and consolidating this information.

4.3 ANALYSIS

All information acquired by Solano OES or the EOC should be analyzed and confirmed before disseminating it further and before using it for decision-making or providing direction to staff. As part of the analysis, information should be dated and compared to other information collected for the same or similar subject matter and credibility established.

The Situation Unit Leader within the Planning/Intelligence Section has overall responsibility for this task but should coordinate these efforts with the OA PIO. PIOs representing different agencies have access to different information sources. In addition to verifying their information through standard means, participation in the JIS provides PIOs from different agencies the opportunity to compare notes and deconflict information they have gathered from various sources.

4.4 DISSEMINATION

Urgent information will be shared to and from deployed field units, OAs, regions, and other entities via direct communication when necessary, including telephone, email, or radio. Non-urgent information will be shared with these stakeholders via SitReps, planning meetings, and stakeholder calls.

Dissemination of public information is addressed in EOP Annex H: Public Information, Alert, and Warning.

4.4.1 Situation Reports

SitReps are brief narratives that present a concise picture of the incident situation and are prepared for specific operational periods. Typically, only verified information will be included in SitReps; however, if unverified information must be included it will be clearly labeled as such. SitReps may follow a standard format, but specific types of incidents or reports to specific entities (such as Cal OES) may require non-standard EEI.

The EOC Coordinator and Planning/Intelligence Section Chief will determine appropriate times for submitting data and issuing SitReps based on information needs and the operational period.

4.4.2 Planning Meetings

Incident information is routinely shared with and among EOC command and general staff during regular operational planning meetings.

4.4.3 Stakeholder Calls

The EOC may host stakeholder calls with operational partners to disseminate information. Every effort will be made to provide as much advanced notice as possible to operational partners with call times and anticipated topics for discussion so that appropriate personnel can be assigned to the call. Stakeholder calls may include participation by subject matter experts (such as the NWS) to answer questions from attendees.

4.5 HANDLING OF INFORMATION

4.5.1 Sensitive Information

At times, EOC staff may be privy to sensitive information that could be deemed harmful if released to a wider audience. All EOC responders are expected to maintain confidentiality when requested, to respect any confidentiality designations on documentation, and to only release information through established channels and approval processes. All electronic information should only be shared through approved platforms in adherence with County policies and procedures.

Specific types of sensitive information are described below. Note that this list is not exhaustive.

4.5.1.1 Personally Identifiable Information

Personal Identifiable Information (PII) is defined as any representation of information that:

- Permits the identity of an individual to whom the information applies to be reasonably inferred by either direct or indirect means.
- Directly identifies an individual (e.g., name, address, social security number or other identifying number or code, telephone number, email address, etc.)
- An agency intends to use to identify specific individuals in conjunction with other data elements, i.e., indirect identification. (These data elements may include a combination of gender, race, birth date, geographic indicator, and other descriptors).

The loss of PII can result in substantial harm to individuals, including identity theft or other fraudulent use of the information. It is the responsibility of EOC staff to protect data to which they have access.

4.5.1.2 Health Insurance Portability and Accountability Act

The Health Insurance Portability and Accountability Act of 1996 (HIPAA) is a federal law that required the creation of national standards to protect sensitive patient health information from being disclosed without the patient's consent or knowledge. The U.S. Department of Health and Human Services (HHS) issued the HIPAA Privacy Rule to implement the requirements of HIPAA. The HIPAA Security Rule protects a subset of information covered by the Privacy Rule.

The Privacy Rule standards address the use and disclosure of individuals' protected health information (PHI) by entities subject to the Privacy Rule. These individuals and organizations are called "covered

entities.” It is unlikely that EOC staff will encounter PHI, but there are circumstances related to public health and safety in which it is possible. All EOC staff who may encounter PHI should review additional training and resources provided at <https://www.hhs.gov/hipaa/for-professionals/index.html> or through their agency or department leadership.

4.5.1.3 Protected Critical Infrastructure Information

Congress created the Protected Critical Infrastructure Information (PCII) Program under the Critical Infrastructure Information Act of 2002 (CII Act) to protect information voluntarily shared with the government on the security of private and state/local government critical infrastructure.

Only authorized federal, state, and local government employees or government contracted personnel who are trained and certified in the strict safeguarding and handling requirements, have a need-to-know, have homeland security responsibilities, and sign a non-disclosure agreement (non-federal employees only) may access PCII.

PCII is marked with “PROTECTED CRITICAL INFRASTRUCTURE INFORMATION” in the headers and footers to alert users of the information’s status and protection requirements.

4.5.2 Media Access

All requests for information or interviews by the media should be routed to the JIC, or PIO if the JIC is not activated. EOC staff are not to disclose information or participate in interviews without prior authorization.

4.6 INFORMATION AND COMMUNICATION RESOURCES

4.6.1 Traditional and Virtual Communication Channels

It is understood and expected that in a rapidly changing operational environment, many communications will happen via normal routes, including face-to-face, phone, text, radio, and email. Additionally, communication may take place using virtual platforms such as Microsoft Teams, Zoom, or Google workspaces. It is important that major decisions that occur via one of these routes be documented in one or more secondary ways, including the ICS 214 form or EOC message form. This enables a comprehensive review of the incident timeline and decision-making during the after-action review process.

4.6.2 CalEOC

The purpose of CalEOC is to maintain an accurate flow of information, and to improve Solano County’s ability to respond to major disasters. CalEOC is California’s version of WebEOC, an internet-based crisis management system that provides a central location for situation awareness during an incident. The system increases the level of service and efficiency by improving the ability to respond to, manage, and

coordinate requests for resources and collect, process, and disseminate information during and after a disaster. Each computer in the EOC has CalEOC capability. Included in CalEOC's functions are the ability to provide SitReps, mutual aid requests, local emergency proclamations and declaration requests, and after-action reports (AARs) to the SOC.

4.6.3 Operational Area Satellite Information System

The Operational Area Satellite Information System (OASIS) has a low susceptibility to geologic hazards and is independent of the public telephone system. OASIS is intended to be a backup to the existing Solano County communication resources, which include a county-wide radio system, amateur radio systems, and digital packet radio for data communications. Desktop phone sets provide access to the system and are located in the EOC and in Solano Dispatch. Cal OES will operate the OASIS hub site during disasters. The State is responsible for all maintenance of the system.

4.6.4 Situation Awareness and Collaboration Tool

The Situation Awareness and Collaboration Tool (SCOUT) was deployed in April 2016 by Cal OES and the California Department of Forestry and Fire Protection (CAL FIRE) and through strategic partnership with the Department of Homeland Security's Science & Technology Directorate.

SCOUT provides the California first responder community and supporting agencies a web-based tactical and operational response platform to assist in communication, coordination, and collaboration within incident management for all hazards, whether natural or human-made.

Authorized users can view, search, and add relevant tactical incident information for a variety of incident types, including but not limited to wildland fires, floods, search and rescue missions, special events, earthquakes, and homeland security incidents. SCOUT also integrates incident information with other relevant geographical information, such as weather conditions, road conditions, utilities, census information, known hazards, and government boundaries.

4.6.5 External Communication Resources

Public communication resources are referenced in EOP Annex H: Public Information, Alert, and Warning.

5 RESOURCE MANAGEMENT

5.1.1 Mutual Aid Systems

The mutual aid program in California has developed statewide mutual aid systems. These systems, operating within the framework of the Master Mutual Aid Agreement (MMAA), allow for the progressive mobilization of resources to and from emergency response agencies, local governments, OAs, regions, and the State with the intent to provide requesting agencies with adequate resources.

The general flow of mutual aid resource request systems within mutual aid are depicted in Figure 17.

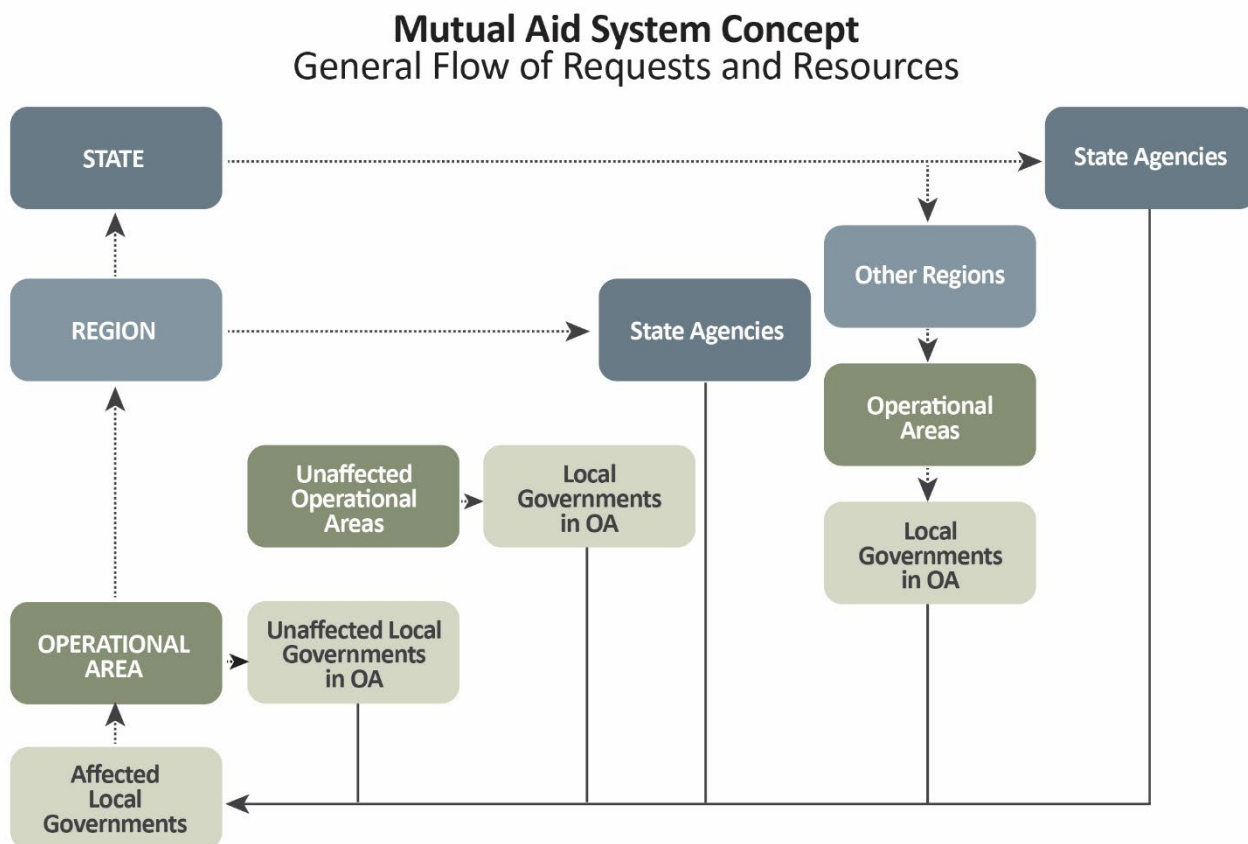


Figure 17: Mutual Aid System Concept

The adoption of SEMS does not alter existing mutual aid systems. These systems work through local government, OA, regional and state levels consistent with SEMS. Mutual aid may also be obtained from other states. Interstate mutual aid may be obtained through direct state-to-state contacts, pursuant to interstate agreements and compacts, or may be coordinated through federal agencies.

5.1.2 Mutual Aid Coordinators

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

Several discipline-specific mutual aid systems have been developed, including fire and rescue, law enforcement, medical, and public works. The OA mutual aid coordinators for these systems are as follows:

- Fire and rescue: Operational Area Coordinator
- Law enforcement: Sheriff's Office Sergeant assigned to OES

- Medical: Emergency Medical Services Administrator
- Public works: Resource Management and Public Works Manager
- Coroner: Coroner Sergeant

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems will be coordinated through the EOC Logistics section. Solano OES staff are trained Emergency Management Mutual Aid (EMMA) coordinators.

Safety Assessment Teams (SAT) may also be ordered from Cal OES through this system.

5.1.3 Mutual Aid Agreements

Mutual aid agreements establish the legal basis for two or more entities to share resources. Mutual aid agreements may authorize mutual aid between two or more neighboring communities, among all jurisdictions within a state, between states, between federal agencies, and/or internationally. The County and its sub-jurisdictions participate in several mutual aid agreements. Major agreements held by or known to Solano OES are included below, and all sub-jurisdictions are encouraged to update and forward a list of the agreements in which they participate to Solano OES at least annually.

5.1.3.1 Solano County Fairgrounds

Provides for the temporary utilization of Solano County Fairgrounds Association facilities to provide for such things as mass shelter and feeding, the establishment of disaster application centers, use as a medical evacuation point for disaster victims, the establishment of a disaster staging area, provision of alternate (medical) care, or use as a mass dispensing clinic.

5.1.3.2 Solano County Fire Agencies for All Hazard Emergency Response

Provides for mutual aid assistance to the parties for fire control, prevention, and investigation; emergency medical services (EMS), hazardous materials control, water rescue, and technical rescue; and other emergency support in the event of a major fire, disaster, or other emergency.

5.1.3.3 Mutual Aid Between Travis Air Force Base and Solano County

Provides guidance and documents the agreement between Travis Air Force Base (TAFB) and Solano County to provide assistance and emergency notification to one another in the event of a disaster (natural or human-caused) that would seriously impact the capabilities, be a threat to life to either party, or have the potential to produce mass casualties.

5.1.3.4 California Disaster and Civil Defense Master Mutual Aid Agreement

The MMAA provides an agreement for mutual aid between parties consisting of the State of California, its various departments and agencies, and all its political subdivisions, municipal corporations, and other public agencies to make available to the other parties the resources and facilities needed to prevent and combat the effects that may result from such disasters as flood, fire, earthquake, disease, war,

sabotage, and riot. This agreement also binds the parties to comply with the provisions of any mutual aid agreements into which the State of California enters with other states and the federal government.

5.1.3.5 Emergency Management Assistance Compact

The EMAC is a mutual aid agreement among states and territories of the United States. It enables states to share resources during natural and human-caused disasters, including terrorism. EMAC complements the national disaster response system.

6 ADMINISTRATION AND FINANCE

6.1 DOCUMENTATION

Record keeping is essential for tracking the movement and disposition of resources for financial reconciliation and for AAR development, among other things. Field level personnel should provide, at a minimum, copies of the following documentation to the EOC, including 214s, position logs, situation status reports, and IAPs. All other documentation produced in the EOC should eventually go to the Documentation Unit in Planning for record keeping.

Solano County recognizes the importance of documenting disaster activities to accurately account for actions taken during the response. Solano County will keep and archive official and unofficial disaster documentation, including correspondence, situation reports, ICS forms, EAPs/IAPs, press releases, and any other documentation used during the response. Information will be archived for a minimum of three years following closure of federal reimbursement or longer for specific records outlined in State record retention policies and the *Solano County Retention Schedule*.

6.2 FUNDING AND ACCOUNTING

6.2.1 Emergency Purchases

Departments may make direct purchases by using purchase requisitions in the event of an emergency. For the purposes of making emergency purchases of goods and services, Solano County Purchasing and Bidding Code, Chapter 22-12(a) defines an “emergency” as “An unforeseen circumstance in which an immediate purchase is necessary in order to avoid a substantial hazard to life, health or property, or a serious interruption of the operation of a department of the county or the operation of a using agency.” Departments are encouraged to, whenever possible, consult with Purchasing prior to making an emergency purchase.

For emergency purchases of more than \$75,000, the department head shall advise the Board of Supervisors at the next regularly scheduled board meeting and subsequently submit a purchase requisition to Purchasing.

All purchases, including emergency and sole source purchases, are required to follow the Solano County Purchasing and Contract Policy.

To be eligible for FEMA grant programs, including Public Assistance, all purchases and contracts must be compliant with federal procurement standards found in 2 C.F.R. §200.317 – 200.326. Federal procurement policy cannot be superseded during emergencies or disasters, however, actions necessary to preserve life and property will not be unnecessarily delayed for the purposes of reimbursement eligibility.

6.2.2 Accounting

During an emergency, all financial actions are required to be documented for the purposes of tracking all expenditures and providing appropriate documentation for possible reimbursement. The Cost Accounting Unit will ensure that all finances are tracked and accounted for during emergency operations, utilizing approved procedures and protocols. Additional/alternate procedures may be developed to meet the needs of the incident.

6.3 DISASTER ASSISTANCE / COST RECOVERY

The County will seek cost recovery for disaster-related expenses whenever possible, to eliminate or lessen the threat of future disasters to the community. This may include the costs of the immediate response activities in addition to permanent mitigation or restoration costs. Cal OES and FEMA require specific documentation for potential recovery of costs. To facilitate this effort, individuals involved in County or OA response and recovery activities will follow County administrative protocols to track time, activities, expenses, and information on applicable personnel and equipment usage.

Both financial and nonfinancial types of disaster assistance may be available for jurisdictions that have exceeded their available resources.

6.3.1 California Disaster Assistance Act

A local emergency proclamation must be made within 10 days of the incident occurrence to qualify for CDAA assistance, and an application for CDAA assistance must be submitted to Cal OES within 60 days of the date of the local emergency proclamation. The 60-day deadline can be extended by the Cal OES Director with cause.

The CDAA authorizes the Cal OES Director, at their discretion, to provide financial assistance from the state for costs related to the repair, restoration, or replacement of public facilities owned or operated by an eligible local government.

The CDAA also provides matching fund assistance that may be made available for cost-sharing required by federal disaster assistance programs. It is provided automatically without additional actions being taken to qualify. This assistance is typically provided on a 75% (state) and 25% (local) cost-sharing basis.

6.3.2 Stafford Act Federal Assistance Through a Presidential Declaration

A presidential declaration is required for federal disaster assistance under the Stafford Act. A local emergency proclamation does not guarantee federal disaster assistance but is a prerequisite for obtaining it. Therefore, if any of the following activities are expected or undertaken in response to a disaster, a local emergency proclamation should be considered.

- **Emergency work:** This is work that must be completed immediately following a disaster to save lives, protect public health and safety, protect improved property, or eliminate or lessen an immediate threat of additional damage. This includes debris removal and emergency protective measures.
- **Permanent work:** This is work that restores disaster-damaged, publicly owned facilities and the facilities of certain private nonprofits (PNP). This includes roads and bridges, water control facilities, buildings and equipment, utilities, and parks and recreation.
- **Mass care and emergency assistance:** This is the provision of life-sustaining services to disaster survivors as defined in the NRF. This includes sheltering, feeding, and distribution of emergency supplies; support for individuals with disabilities and others with access and functional needs; reunification services for adults and children; support for household pets, service animals, and assistance animals; and mass evacuee support.
- **Individual and households program assistance:** This assistance provides financial assistance and direct services to eligible individuals and households who have uninsured or underinsured necessary expenses and serious needs as a result of a presidentially declared disaster, including financial or direct housing assistance, or other needs assistance (e.g., transportation, funeral, or childcare).
- **Disaster case management:** A time-limited process that promotes partnership between a case manager and a disaster survivor to assess and address a survivor's verified disaster-caused unmet needs through a disaster recovery plan.
- **Crisis counseling and training:** Assists disaster-impacted individuals and communities in recovering from the major disasters through the provision of community-based outreach and psycho-educational services.
- **Disaster legal services:** Provides legal aid to low-income survivors affected by a presidentially declared major disaster. Typically, the types of legal assistance offered include help with insurance claims (e.g., health, property, or life), recovery or reproduction of legal documents lost in the disaster, help with home repairs and disputes with contractors and/or landlords, the preparation of powers of attorney and guardianship materials, and FEMA appeals.
- **Disaster unemployment assistance:** Provides unemployment benefits and reemployment assistance services to survivors affected by a presidentially declared major disaster (only available to those survivors who are not eligible for regular state unemployment insurance).
- **Voluntary agency coordination:** Provides Voluntary Agency Liaisons (VALs). VALs establish and maintain relationships among federal and state, local, tribal, and territorial governments as well as voluntary, faith-based, and community organizations active in preparedness, response, and recovery; coordinate with VOAD at the national, state, territorial, tribal, and local levels; assist with translating and navigating federal programs for their stakeholders; provide technical guidance and

support with donations, unaffiliated and spontaneous volunteer management; and collaborate with and support NGOs that deliver an array of disaster relief services to affected jurisdictions.

- **Hazard mitigation assistance:** Provides funding for eligible mitigation activities that protect life and property from future disaster damage to build a more resilient nation.

There are strict requirements for the federal PA, IA, and Hazard Mitigation Assistance programs listed above. Additional information on these can be found in the *FEMA Public Assistance Program and Policy Guide (PAPPG)*, the *FEMA Individual Assistance Program and Policy Guide (IAPPG)*, and the *FEMA Hazard Mitigation Assistance Program and Policy Guide (HMAPPG)* as well as in Annex J: Recovery.

6.3.3 Fire Management Assistance Grant

The Fire Management Assistance Grant (FMAG) is authorized under the Stafford Act and can be obtained through a FMAG declaration, submitted by the Governor. This is available to states, local, and tribal governments, for the mitigation, management, and control of fires on publicly or privately owned forests or grasslands, which threaten such destruction as would constitute a major disaster.

Additional information on this can be found in the *FEMA Fire Management Assistance Grant Program and Policy Guide* as well as in Annex J: Recovery.

6.3.4 Non-Stafford Act Federal Assistance

Non-Stafford Act federal assistance, such as for the Small Business Association (SBA) or United States Department of Agriculture (USDA) disaster loan programs, or the Federal Highway Administration (FHWA) and Federal Transit Administration Emergency Relief programs, may also be requested and included as part of a major disaster declaration or implemented separately under their own legal authority.

Additional information about cost recovery can be found in Annex J: Recovery.

6.4 AFTER-ACTION REPORTING AND IMPROVEMENT PLANNING

The purpose of an AAR is to analyze the management of and response to an incident, exercise, or event by identifying strengths to be maintained and built upon as well as identifying potential areas of improvement. The improvement plan (IP) takes the observations and recommendations from the AAR and resolves them through the development of concrete corrective actions, including assignment of responsibility and a target timeline.

SEMS regulations require that any city, city and county, or county proclaiming a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an after action-report to Cal OES within 90 days of the close of the incident period. Whenever possible, these will be submitted using Cal EOC. The AAR shall contain, at a minimum, a review of response actions taken, the application of SEMS, any suggested modifications to SEMS,

necessary modifications to plans and procedures, identified training needs, and recovery activities taken to date.

It is the policy of Solano OES to conduct the AAR/IP process in alignment with Homeland Security Exercise and Evaluation Program (HSEEP) principles following every incident and event for which the EOC is activated.

7 TRAINING AND EXERCISE

A current EOP is the first step toward an efficient and timely response during emergencies. Planning alone, however, is not enough to achieve readiness. Training and exercises, in collaboration with key, culturally diverse community partners/stakeholders representing diverse populations, are essential at all levels of government to ensure the operational preparedness of emergency management personnel.

These lists are not exhaustive. Additional courses, including those for field and JIS personnel, are provided within the functional annexes and hazard appendices as appropriate.

Solano OES will inform County departments and OA agencies and special districts of training and exercise opportunities associated with emergency management. Those with responsibilities under this EOP must ensure their personnel are properly trained to carry out these responsibilities.

7.1 EMERGENCY OPERATIONS CENTER TRAINING

NIMS outlines three categories of training for EOC personnel – All Incident Personnel, Incident Personnel with Leadership Responsibilities, and Incident Personnel Designated as Leaders/Supervisors. The recommended training progression is as follows:

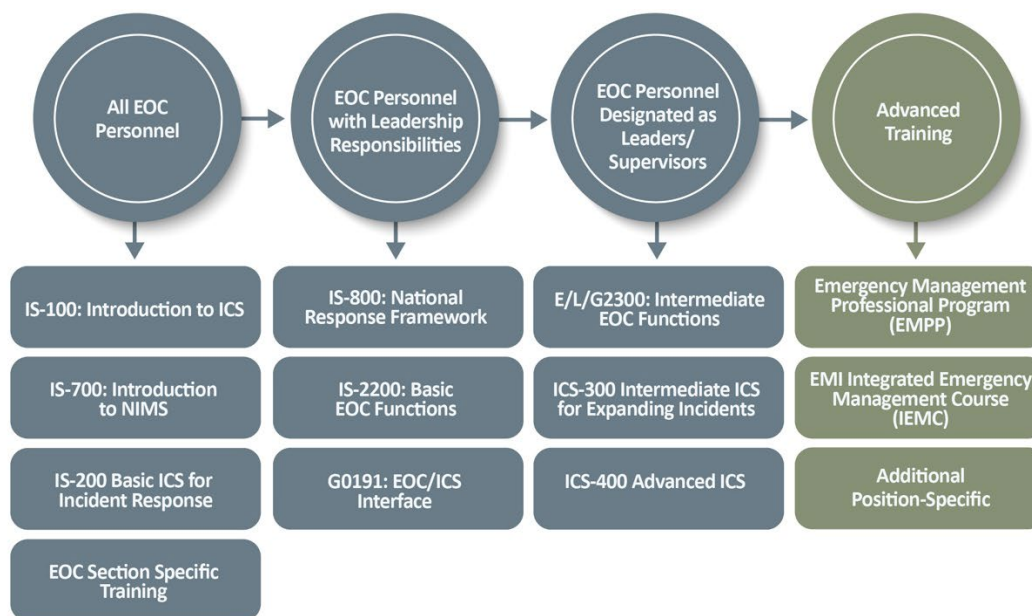


Figure 18: EOC Training

7.1.1 All Emergency Operations Center Personnel

All incident personnel working within an EOC should complete the following courses for foundational knowledge of incident response:

- **IS-100 Introduction to the Incident Command System:** This course introduces ICS and provides the foundation for higher-level ICS training.
- **IS-200 Basic Incident Command System for Incident Response:** This course review ICS, provides the context for ICS within initial response, and supports higher-level ICS training.
- **IS-700 An Introduction to the National Incident Management System:** This course introduces NIMS concepts and principles.
- **EOC Section Specific Training:** These courses are designed to provide emergency responders with a robust understanding of the duties, responsibilities, and capabilities of Command and General Staff members.

7.1.2 Emergency Operations Center Personnel with Leadership Responsibilities

Supervisory personnel working within an EOC should complete the following courses for additional background in incident management systems with leadership responsibilities:

- **IS-800 National Response Framework, An Introduction:** This course introduces participants to the concepts and principles of the NRF.
- **IS-2200 Basic EOC Functions:** This course prepares incident personnel working in an EOC to understand the role and functions of an EOC during incident response and the transition to recovery.
- **G0191 EOC/ICS Interface:** This course provides an opportunity for emergency management and response personnel to begin developing an ICS/EOC interface for their communities.

7.1.3 Emergency Operations Center Personnel Designated as Leaders/Supervisors

The following course applies to higher EOC leaders that need enhanced knowledge, level concepts, methods, and tools for larger, more complex incidents:

E/L/G2300 Intermediate EOC Functions: This course describes the role of EOCs as a critical link to the other NIMS Command and Coordination structures.

ICS-300 Intermediate ICS for Expanding Incidents*: ICS-300 provides training and resources for personnel who require advanced knowledge and application of the ICS. This course expands upon information covered in the ICS-100 and ICS-200 courses.

ICS-400 Advanced ICS*: This course provides training and resources for personnel who require advanced application of ICS. This course expands upon information covered in ICS-100 through ICS-300.

*All personnel on the EOC roster are encouraged to take ICS -00 & ICS-400 to expand their knowledge and understanding of disaster response.

7.1.4 Emergency Operations Center Advanced Training

Students participating in these advanced courses will gain an additional understanding of emergency management concepts:

- **Position-Specific Training:** Such as Section Chiefs, PIO, or EOC Management and Operations
- **Emergency Management Professional Program (EMPP):** This program includes three academies - Basic, Advanced, and Executive.
- **Emergency Management Institute (EMI) Integrated Emergency Management Course (IEMC):** This is an exercise-based training series for EOC personnel.

7.2 POLICY GROUP TRAINING

Executives and senior officials, whether elected or appointed, must have a clear understanding of their roles and responsibilities for successful emergency management and incident response. To that end, it is vital that they receive NIMS training.

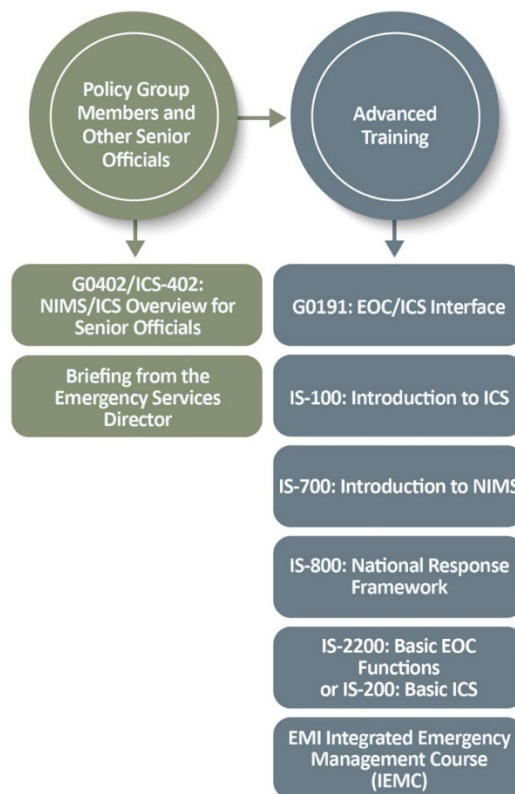


Figure 19: Policy Group Training

7.2.1 All Policy Group Personnel

One course provides baseline training for senior officials. In addition, MAC Group personnel need a briefing from the emergency services director.

- **G0402/ICS-402 ICS Overview for Senior Officials (Executives, Elected, and Appointed):** This course provides an orientation to NIMS components for senior officials.
- **Briefing from the Director of Emergency Services:** Policy Group members should meet with their emergency services director to understand the jurisdiction's threats and hazards, as well as their role in emergency response.

7.2.2 Policy Group Advanced Training

This training is above and beyond what is necessary for FEMA preparedness grant eligibility. Students participating in these advanced courses will broaden their understanding of emergency management concepts.

- **G0191 Emergency Operations Center/Incident Command System Interface:** This course provides an opportunity for emergency management and response personnel to begin developing an ICS/EOC interface for their communities.
- **IS-100 Introduction to the Incident Command System:** This course introduces ICS and provides the foundation for higher-level ICS training.
- **IS-700 An Introduction to the National Incident Management System:** This course introduces NIMS concepts and principles.
- **EMI IEMC:** This is an exercise-based training series for EOC personnel.

7.3 EXERCISE

The best method of training emergency responders is through a progression of building-block exercises. Exercises allow emergency responders to become familiar with the procedures, facilities, and systems that they will use during incident response.

Exercises should be conducted regularly to maintain readiness. Exercises should include as many OA stakeholders as possible, ensuring the inclusion of diverse populations, particularly individuals with DAFN.

Solano OES utilizes HSEEP to design all exercises in the jurisdiction. HSEEP is a capabilities and performance-based exercise program that provides a standardized methodology and terminology for exercise design, development, facilitation, evaluation, and improvement



Figure 20: HSEEP Program Cycle

planning. Recognizing this, the signatories to this plan agree to participate in scheduled HSEEP exercises to be identified and scheduled in the annual Integrated Planning and Preparedness Workshop (IPPW).

Solano OES will document exercises by conducting an HSEEP compliant evaluation process, using the information obtained from the evaluation to complete an AAR/IP, and documenting completion of the corrective actions noted in the IP.

Solano OES schedules several exercises each year that include some, if not all, of the following:

7.3.1 Discussion-Based Exercises

The following types of discussion-based exercises may be used within the OA:

- **Seminar:** Designed to orient participants to new or updated plans, policies, or procedures in a structured training environment.
- **Workshop:** Used as a means of developing specific products, such as a draft plan or policy.
- **Tabletop Exercise (TTX):** A facilitated analysis of an emergency situation in an informal, stress-free environment. There is minimal attempt at simulation in a tabletop exercise. Equipment is not used, resources are not deployed, and time pressures are not introduced. Tabletops are designed to elicit constructive discussion as participants examine and resolve problems based on existing operational plans and identify where those plans need to be refined. The success of the exercise is largely determined by group participation in the identification of problem areas.

7.3.2 Operations-Based Exercises

The following types of operations-based exercises may be used within the OA:

- **Drill:** Coordinated, supervised exercise activity, normally used to test a single specific operation or function. It can also be used to provide training with new equipment or to practice and maintain current skills. Its role in your exercise program is to practice and perfect one small part of your damage assessment program and help prepare for more extensive exercises in which several functions will be coordinated and tested.
- **Functional Exercise:** A functional exercise is a fully simulated interactive exercise that tests the capability of an organization to respond to a simulated event. It is similar to a full-scale exercise but does not include equipment or deployment of actual field resources. It simulates an incident in the most realistic manner possible, short of moving resources to an actual site. The exercise tests multiple functions of your damage assessment plan. A functional exercise focuses on the coordination, integration, and interaction of an organization's policies, procedures, roles, and responsibilities before, during, or after the simulated event. Functional exercises make it possible to examine and/or validate the coordination, command, and control between various multiagency coordination centers without incurring the cost of a full-scale exercise. An FE is a prerequisite to a full-scale exercise.
- **Full-Scale Exercise:** A full-scale exercise simulates a real event as closely as possible. It is a multiagency, multijurisdictional, multidiscipline exercise designed to evaluate the operational capability of emergency management systems in a highly stressful environment that simulates actual response conditions. To accomplish this realism, it requires the mobilization and actual

movement of emergency personnel, equipment, and resources. Ideally, the full-scale exercise should test and evaluate most functions of your damage assessment plan on a regular basis. Full-scale exercises are the ultimate in the testing of functions. Because these “trial by fire” exercises are expensive and time consuming, it is important that they be reserved for the highest priority hazards and functions.

8 PLAN DEVELOPMENT AND MAINTENANCE

8.1 DEVELOPMENT

This EOP was developed with the cooperation of participating County departments and OA agencies, organizations, and other stakeholders from diverse communities in keeping with emergency operations planning guidance found in the NIMS, CPG 101v3, and the Cal OES EOP Crosswalk for Local Governments. This EOP was developed in a functional format, focusing on a base plan, functional annexes, hazard appendices, and supporting documents to ensure ease of use.

8.2 MAINTENANCE

This EOP is not a static document but will evolve as needs and priorities evolve. Changes to the organization, federal guidance, or local/state/federal policies and regulations may require that changes be made to the Base Plan.

Changes to this EOP’s annexes and appendices may become necessary as exercises and real-world emergencies provide opportunities to implement the plan, test its effectiveness, and highlight strengths or areas in need of improvement.

Solano OES coordinates the maintenance of this EOP including the full document updates. Maintenance updates are recommended annually, and a substantial revision is recommended every five years. The Solano Emergency Services Manager is authorized to prepare and maintain this EOP and to submit it to the Solano County Board of Supervisors for approval and promulgation.