2
FUNCTIONAL ANNEXES

This section contains the following:

Annex A: Animal Care
Annex B: Damage Assessment
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ANNEX A: ANIMAL CARE

Last Updated: April 2024

Lead Coordinating Agency or Organization	County Animal Services

Support Agencies and Organizations	• Solano Office of Emergency Services • Humane Society of the North Bay • Humane Animal Services • American Red Cross of Northern California • Solano County Health and Social Services Department • California Department of Food and Agriculture • UC Davis Veterinary Emergency Response Team • California State Veterinarian

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

The Animal Care Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides a framework for support and coordination of the provision of animal care during incidents within Solano County. When used with other referenced plans, manuals, and protocols, this Annex prescribes the Solano County Operational Area's (OA) integrated response to a suspected or confirmed incident, including the animal care role of the Solano County Emergency Operations Center (EOC). The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

This Annex has been developed to address the needs of the county regarding the evacuation, sheltering, and general care of animals during disasters. This Annex applies primarily to disasters that exceed the capabilities of local animal care authorities, thus requiring maximum coordination and efficient use of related resources through the Solano County EOC. For this Annex, animal care includes evacuation support and animal search and rescue, animal care and sheltering support, and veterinary management and disposition services during the response and short-term recovery phases of a disaster affecting Solano County, its municipalities, and unincorporated areas.

1.2.1 Functional Objectives

The overall objectives of animal care services during a disaster impacting Solano County will be to:

- Protect the health and safety of the community.
- Provide for the immediate care, control, and safety of animals.
- Minimize animal suffering, loss of life, and potential disability by ensuring timely and coordinated assistance.
- Provide for the care of animals brought to shelters or housed at staging areas and evacuation sites.
- Provide a system for returning animals to their owner(s) after the incident.

1.2.2 Critical Tasks

Critical animal care tasks that will be supported and coordinated through the EOC include:

- Evacuation Support and Search and Rescue
  - **Evacuation/Transportation.** This includes the removal of animals in preparation for a disaster or in response to a disaster affected area. Evacuation/transportation operations will coordinate with shelter operations.
  - **Search and Rescue.** This includes the identification of rescue needs and coordination of animals with local and state agencies. Search and rescue operations will be done in coordination with evacuation/transportation operations.
- Care and Sheltering Support
  - **Care and Shelter.** This includes the immediate care as well as long-term sheltering needs for displaced animals. This will be coordinated with Mass Care and Sheltering activities.
  - **Animal Identification System.** This includes the physical identification of animals and documentation of owner information for reunification.
  - **Reunification.** This includes the tracking of animals to ensure they are reunited with their owners following a disaster.
- Veterinary Management and Disposition
  - **Veterinary Care and Services.** This includes the immediate assessment of animal medical needs as well as long term medical needs within the animal shelter. Coordination will occur with local shelters and clinic veterinarians.
  - **Disease Control / Decontamination.** This includes removal of petroleum or other toxic chemicals; prophylactic treatment for internal parasites including Giardia, roundworms, hookworms, and whipworms; preventative flea and tick treatments; and vaccinations such as those for rabies, distemper, and parvovirus.
  - **Euthanasia / Mortality Management.** This includes the coordination of proper euthanasia and/or disposal of animal carcasses. In most cases, this will occur during a disease outbreak and will be coordinated through the Agriculture Commissioner, the California Department of Food and Agriculture (CDFA), and if needed, the U.S. Department of Agriculture (USDA). The Environmental Health Division will provide local permitting support to landfill animals and will work with the State Air Board, State Water Board, and California Environmental Protection Agency (Cal EPA) on disposal issues.

1.3 PLANNING ASSUMPTIONS

Assumptions made in the creation of this Annex include the following:

- Activation of this Annex will occur for all hazards that could necessitate animal services in response to emergencies and disasters involving all or parts of Solano County. The need to implement specific actions outlined within this Annex will be determined based on the specific hazard, degree of vulnerability, and projected area of impact.

- The sheltering and protection of animals is the primary responsibility of the animal owners, yet many pet owners do not make evacuation plans and have not stockpiled resources and supplies to care for their pets.
- The inability to evacuate animals is a leading cause of evacuation failure in disasters. Failure to evacuate may endanger both the responders and the citizens. In addition, people will frequently try to reenter an area to retrieve animals left behind, putting them and emergency personnel at risk.
- Many pet owners will arrive at human shelters with their pets.
- A large number of animals that need shelter and will arrive without provisions or medical histories.
- The Americans with Disabilities Act (ADA) mandates that all service animals must be treated as an extension of a disabled person and must receive all needed services. Service animals should remain with their owners at all times. If separated, service animals will be cared for under the same protocols outlined in the Annex, and all efforts will be made to reunite an owner with their service animal as soon as possible.
- While some animal owners will be able to evacuate and shelter their animals during a disaster, many people will not have the resources to do so, including those with disabilities and access and functional needs, mental and/or medical health conditions, limited mobility, and language or cultural barriers.

Other local, county, and state agencies may have jurisdictional responsibilities for the care and treatment of animals. This Annex will be implemented with the coordination and cooperation of all necessary jurisdictions and organizations.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting animal care operations in Solano County. An effective response requires coordination at all levels of government and among organizations and agencies from the local level to national response managers, the public, and industry.

County Animal Services serves as the lead organization for animal care responsibilities and will be represented by the Animal Care and Welfare Group Leader in the EOC. See more about organizational structure in Section 3.1.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of the need for animal care functional support may come from both internal and external resources, such as the Sheriff/OES or police, local media, the public (e.g., evacuation during a wildfire), or Environmental Health.

County Animal Services should be notified immediately of disasters with the potential for an animal care support element through Solano Dispatch at (707) 421-7090.

2.2.2 Activation

2.2.2.1 Authority

This Annex will be activated and implemented under any of the following circumstances:

- The Office of Emergency Services directs that the plan be implemented (may be on request of the lead coordinating agency for the animal care function).
- The County has declared a disaster that involves a need for animal care and support.
- Other local jurisdictions in the Cal OES region have requested Mutual Aid support.

2.2.3 Mobilization

During an incident affecting Solano County and requiring or potentially requiring County and OA support for animal care, the Solano Office of Emergency Services (OES) or Solano County EOC (if activated) will conduct an initial assessment of animal care needs, including an assessment of damages to resources key to supporting animal health and welfare.

- **Assess damages.** Contact and coordinate with key operational partners to assess damages and potential impacts to the ability to provide animal care and support services.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section for supply and resupply as needed. Activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records for submission for reimbursement.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments.
- **Establish communications.** Coordinate with the EOC Public Information Officer (PIO) to ensure that any needed public information about animal support initiatives is released.

2.2.4   Operations

Coordination will take place between a variety of departments and organizations regarding animal care during a disaster. The Animal Care and Welfare Group Leader in the EOC will serve as the main point of contact regarding animal care issues and will report to the Law Enforcement Branch in the Operations Section of the EOC. The Animal Care and Welfare Group Leader directly coordinates animal care operations with the local animal organizations via communication from the EOC. The Animal Care and Welfare Unit Leader can be supported by three task force leads as needed.

2.2.4.1   Evacuation Support and Search and Rescue

If needed, the Animal Care and Welfare Unit Leader can appoint an Evacuation Support and Search and Rescue Lead to assist in coordinating these efforts.

2.2.4.1.1 Evacuation

The County EOC will work with the Sheriff's Animal Control Services (Animal Control) to coordinate animal evacuation assistance as needed by planning the mobilization of personnel, equipment/supplies, and facilities.

Evacuation of an affected area is a large task that will require a significant amount of coordination with all entities involved. The planning for animals and their owners during an evacuation has been proven to increase cooperation of the public, ensuring that more people are out of harm's way. Evacuation assistance may include, but is not limited to:

- Safe transportation of animals when owners are unable to provide this on their own.
- Provision of supplies to owners to support safe transport, such as crates.
- Public information on how to safely transport animals, when to transport animals, and where animal sheltering is being provided.

For specific actions and operations regarding evacuation, refer to the EOP Protective Actions Annex.

2.2.4.1.2 Ag Pass

The Solano County Ag Pass Program facilitates the safety and continuity of commercial livestock and agricultural businesses, including agricultural processors and horse stables, before and during incidents. Possession of an Ag Pass conditionally permits qualifying commercial livestock producers, agriculturalists, processors and horse stable operators, and/or their managerial employees, to enter evacuation areas to:

- Shelter, transport, evacuate, feed/water and administer livestock veterinary care.
- Perform essential crop management and agricultural activities.
- Provide, upon request, support to emergency personnel (such as identifying access roads and water points).

More information on the Ag Pass can be found at www.solanocounty.com/agpass.

2.2.4.1.3 Search and Rescue

Search and rescue support will be coordinated through Logistics in the County or OA EOC and supported by Animal Control. Only qualified personnel, such as the State Animal Rescue Team (SART), the UC Davis Veterinary Emergency Response Team (UCD-VERT) and other technical animal rescue teams, should attempt search and rescue operations. The search and rescue of domestic and stray animals will decrease the number of evacuees reentering a disaster affected area, reducing the level of danger for both citizens and emergency personnel.

2.2.4.2   Care and Sheltering

The Animal Care and Welfare Group Leader will coordinate with the Care and Shelter Branch of the EOC to organize the sheltering of animals. The County Health and Social Services Department and the American Red Cross (ARC) are responsible for human shelter operations during a disaster event and typically do not allow companion animals in human shelters. Under the ADA, evacuation shelters must allow service animals to remain with their owners. Updated ARC guidance does allow for colocation (same grounds) of companion animals.

2.2.4.2.1 Care and Shelter

Local nonprofit and volunteer organizations supply the staff and resources needed to care for the animals for an extended period. In some cases where humans and animals are in a co-located shelter, animal owners may be allowed to care for their own animals, reducing the need for onsite staff and volunteers. While caring for the animals, extensive documentation is completed, noting the condition and care the animal is receiving. Owner contact information is always kept with the animal to assist in the reunification process.

The County currently has access to two sheltering locations if needed during a disaster:

- **Solano County Fairgrounds (Vallejo, CA).** The Solano County Fairgrounds are owned by the County and can be used during a disaster if the space is available. Solano County Fairgrounds should be the priority shelter site due to its ownership by the County.
- **Dixon Fairgrounds (State-Owned – Dixon, CA).** The Dixon Fairgrounds are owned by the State and require permission from the State before it could be used during a disaster. Request for use of the fairgrounds will be coordinated through the County Animal Care and the Department of Agriculture and must be supplemented by a mission number request through Cal EOC. Dixon Fairgrounds should be the second priority site due to lack of County control.

At the time of disaster, a shelter will be identified that accepts companion animals in compliance with AB 781.

During sheltering operations, measures will be taken to ensure the proper disposal of animal waste. County and animal care staff will work with the Environmental Health Division on the appropriate methods of disposal, taking precautions to not contaminate any local water sources.

2.2.4.2.2 Animal Identification System

Solano County Animal Care Services is responsible for the identification and tracking of animals brought to shelters so that they can be returned to their proper owners. Identification information for the animal should correspond to that for the owner, so that animals and their owners can be reunited. Owned animals should be clearly marked as "owned" and not "abandoned" to reduce the risk of mix-ups. Photographs should be taken, if possible.

Collars (leather or nylon, not choke chains) containing readily legible identification information should be placed on all animals. Ideally, all animals should be microchipped. Cages should be clearly labeled so that newly arriving personnel are easily apprised of the health status and temperament of sheltered animals. The County also utilizes the Chameleon System to track animals and records of each animal's stay.

Animals arriving without owners should be scanned for microchip identification. Microchips are most often placed between the shoulder blades, but earlier models were prone to migration, so animals should be scanned from the shoulder blade down to the ventral chest. All scanners are not capable of reading all microchips, so if multiple types of scanners are available, scan with each type before declaring an animal to be microchip-free. Animals without microchips should be checked for other forms of identification such as a tag or tattoo. Tattoos on dogs may correspond to an American Kennel Club (AKC) registration number and this information should be used to trace the animal, if possible

The County has the ability to microchip animals, but this is an optional system, and there may be legal issues with chipping private pets. If chipping is considered during a specific incident, the County Legal Department should be consulted first.

Records must also be kept for dead and unclaimed animals. Those operating the animal identification system may work with the EOC's Animal Care and Welfare Unit to assist in reuniting animals with their owners.

2.2.4.2.3 Animal Reunification

Following the response phase of a disaster, animals will need to be reunited with their owners during the recovery process. Animal shelter facility staff will provide information to the Animal Care and Welfare Group Leader to coordinate the reunification process between animals and their owners. Human and animal shelter staff will coordinate to locate animal owners in shelters. In addition, animal shelter staff will coordinate with the Public Information Officer (PIO) and/or Joint Information Center (JIC) on the release of reunification messaging for survivors.

2.2.4.3   Veterinary Management and Disposition

During sheltering, animals may need medical attention. Veterinarians will be brought in from the County Animal Shelter, other local shelters, and various animal clinics to address the medical needs of animals. Additional support, if needed, may be requested through the state.

2.2.4.3.1 Veterinary Care Services

Each animal should be examined at a triage site. Particular attention should be paid to hydration status, cuts and abrasions, paw/hoof/foot health (e.g., pads and claws, area between toes), ear health (e.g., redness, discharge), oral injuries (may have occurred if animal was foraging for food), vomiting and/or diarrhea, respiratory disease, and evidence of parasite infestation. A health record for each animal should be created and updated as needed.

Intake personnel should ask whether the pet has been in the custody of the owner since the beginning of the evacuation and should inquire about the animal's health and vaccination history, paying particular attention to any current medical needs or chronic health problems (e.g., diabetes, which would signal a need for insulin injections). In addition, owners should be questioned about the animal's usual temperament (e.g., whether the animal can safely be housed with others of the same species, whether it might be aggressive toward caretakers).

2.2.4.3.2 Disease Control and Decontamination

Animals arriving at shelters as a result of a natural disaster need special care. Because they may have been exposed to contaminated water and may not have had access to safe food and fresh water, many are stressed and dehydrated, and some may be injured and/or ill. Stressed animals may or may not show signs of illness and may also exhibit behavioral disorders. Following some simple animal management and disease control guidelines can help improve animal health and reduce the risk of disease transmission and injury between animals and people.

Animals should be bathed upon entry, particularly if they may have been in contact with contaminated flood water. Dawn™ dish soap can remove petroleum and some other toxic chemicals, but care should be taken during its use on sensitive species (e.g., horses). Those bathing the animals should wear protective clothing (e.g., rain suits, ponchos), gloves, and a face shield or goggles with a surgical mask to avoid mucous membrane contact with droplets and splashes that may contain toxic materials.

Animals may be given prophylactic treatment for internal parasites including Giardia, roundworms, hookworms, and whipworms; preventative flea and tick treatments; and vaccinations such as those for rabies, distemper, and parvovirus.

A disease outbreak will likely be beyond the local capacity and will require assistance from the state and federal levels. Disasters involving disease outbreaks will require wide-spread coordination efforts and the flexibility to adapt to the disaster as it reduces or expands. The local Department of Agriculture, State Department of Agriculture, the California State Veterinarian, and the U.S. Department of Agriculture (USDA) all work within the Incident Command System (ICS) to coordinate all disease control / decontamination operations.

Disease control activities may include:

- Disposal of animal carcasses
- Separation of sick and healthy animals
- Rabies control
- Capture or euthanasia of animals "at large"

2.2.4.3.3 Euthanasia and Fatality Management

Euthanasia and burial of animal carcasses may be required in the case of disease outbreak or high mortality rates due to a natural or man-made disaster. Animal carcasses, especially those affected by a biological threat or zoonotic disease, need to be disposed of properly as to not spread the diseases to other animals or humans. To support this effort, the County will:

- Work with the California Department of Public Health, Agriculture Commissioner, CDFA, and the USDA to ensure that proper procedures and protocols are taken for the euthanasia and burial of animals.
- Work with State Air Board, State Water Board and California Environmental Protection Agency (Cal EPA) on disposal issues, as needed. Emergency Waivers will be needed for the disposal of animals and will be coordinated through either the state or federal levels as appropriate.
- Work with the Environmental Health Division to coordinate the burial of animal carcasses in landfills.

Special note: Animals that have been previously associated with transmission of monkeypox (e.g., monkeys, prairie dogs, hedgehogs, squirrels, African rodents) are under legal restrictions for movement, except to a veterinarian for care. If one of these high-risk species is presented for veterinary care at a shelter, they must be kept isolated from other animals and housed in individual cages. If this cannot be accomplished, these animals must be humanely euthanized.

2.2.5 Demobilization

Demobilization is the return to normal operating procedures, both for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat depending on the animal care critical tasks engaged and types of response tools used. However, all demobilization should address the following functions:

- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.
- **Public Information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

2.3.1   Behavioral Concerns

Fear, panic, separation anxiety, noise and storm phobias, and other behavioral disorders are common problems in displaced animals. Animals that have never had these problems may develop them, and preexisting problems are likely to worsen.

Providing housed animals with fresh food and water on a regular basis and establishing other familiar routines will assist animals in adjusting to their new environment. Food and water should be provided at multiple smaller and dispersed stations, rather than a few large, clumped stations, to minimize fear, competition, and fighting among unfamiliar animals.

Animals without a prior history of aggression may snap, bite, or hiss as a result of fear or uncertainty. Shelter personnel should approach rescued animals calmly but cautiously. Only experienced personnel should handle animals that exhibit significant behavioral disorders.

Behavioral exercises and behavioral medications may be administered short- or long-term, as required, to help animals recover. Shelters are encouraged to seek assistance from qualified animal and veterinary behaviorists who can assist them in meeting these needs.

2.3.2   Livestock Management

It is the primary responsibility of horse and livestock owners to plan for appropriate evacuation and sheltering of their animals. In cases where additional assistance is needed, the County will work with local farmers and neighbors in the transportation and sheltering of livestock animals. In the event of a biohazard or zoonotic disease that affects the livestock or agriculture population, County authorities will coordinate efforts with the local Agriculture Commissioner and the CDFA for response and incident management.

### 2.3.3   Wildlife and Exotic Animal Management

Wildlife and exotic animal management is not within the scope of this Annex but will be the primary responsibility of these animal owners, as well as specialized agencies such as the California Department of Fish and Wildlife (CDFW), to care for these animals. Additional resources such as local zoos should include evacuation, transportation, and sheltering of animals within their facilities in their respective EOPs. Coordination will take place between Solano County and the various specialized animal agencies.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

The Animal Care and Welfare Group Leader is the leader for animal operations during a disaster and reports to the Law Enforcement Branch within the Operations Section of the EOC. The Animal Care and Welfare Group Leader may be the Manager of Animal Care, a local animal control official, the County Agricultural Commissioner, or other County designee. This person will staff the EOC for the County during a disaster, should be trained in the State Emergency Management System (SEMS), and be knowledgeable in local animal issues and the local animal response plan.

The Animal Care and Welfare Group Leader will coordinate evacuation, care and shelter, and overall assessment of animal needs with local animal organizations, volunteer groups, and the County Animal Services. The Animal Care and Welfare Group Leader has the discretion to activate additional organizational roles to focus specifically on responsibilities for evacuation support and search and rescue, care and sheltering, and veterinary management and disposition.
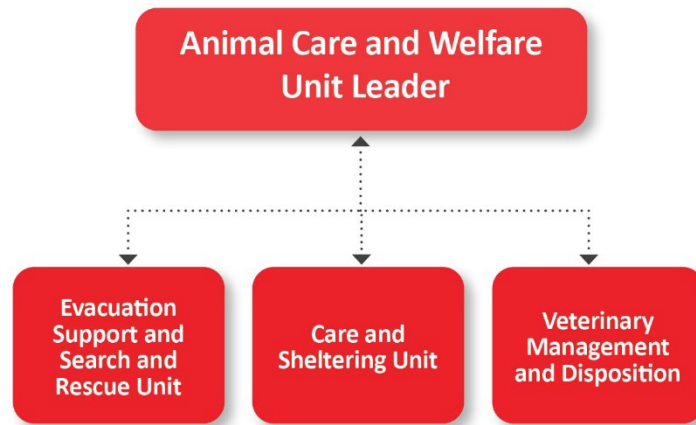
3.2 ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for this operational function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring, and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1   County Animal Services

Type: Government (County)	Role: Lead
Responsibilities	
Provide personnel to oversee the animal care function during response operations.	
Coordinate the evacuation, care, and shelter and overall assessment of animal needs within the County.	
Assess the status of animal care needs within all local governments in the OA.	
Assess the status of animal care resources within the OA.	
Determine the status of available shelters and establish locations for additional sheltering.	
Determine the need for county animal care and veterinary services.	
Develop a plan for meeting jurisdictional animal welfare needs for the duration of the emergency.	
Coordinate as necessary with other EOC positions on Animal Care and Welfare issues and requirements, specifically Care and Sheltering.	
Supervise the Animal Care and Welfare Group.	

3.2.2   Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.3 Humane Society of the North Bay

Type: Community Based Organization (CBO)	Role: Support
Responsibilities	
Carry out functions assigned in the signed Memorandum of Agreement between the Humane Society of the North Bay and County Animal Services, including but not limited to sheltering during disaster events.	

3.2.4 Humane Animal Services (contracted with Vacaville, Fairfield, Suisun City, Dixon, and Rio Vista) – SPCA of Vacaville

Type: Community Based Organization (CBO)	Role: Support
Responsibilities	
Assist with search and rescue, evacuation, transportation, and care and sheltering of displaced animals.	

3.2.5 American Red Cross of Northern California

Type: Quasi-Government	Role: Support
Responsibilities	
Coordinate with Animal Care and Welfare Group leader in the EOC to assist with tracking and reunification with residents in mass care shelters.	

3.2.6 Solano County Health and Social Services Department

Type: Government (County)	Role: Support
Responsibilities	
Organize feeding stations for freed animals until their collection and sheltering.	
Facilitate volunteer foster care for animals whose owners are deceased or hospitalized.	
Supply delivery volunteers to distribute food and other animal supplies for owners who are unable to provide them necessary supplies during a disaster.	

3.2.7 California Department of Food and Agriculture (CDFA)

Type: Government (State)	Role: Support
Responsibilities	
If local resources are insufficient to meeting existing needs, the CDFA can assist with care and shelter, evacuation, and long-term recovery.	
During federally declared disasters, CDFA will work in coordination with the U.S. Department of Agriculture, the lead agency for federal quarantine procedures.	

3.2.8 UC Davis Veterinary Emergency Response Team (UCD-VERT)

Type: Education	Role: Support
Responsibilities	
Carry out functions assigned in the signed Memorandum of Understanding (MOU) between UCD-VERT and County Animal Services, including disaster response, search and rescue, and veterinary services.	

3.2.9 California State Veterinarian

Type: State	Role: Lead
Responsibilities	
During an animal related disaster that requires a state quarantine, the California State Veterinarian will serve as the lead in decontamination and will coordinate efforts with the local and state departments of agriculture.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

The following agreements, plans, and procedures support the implementation of this Annex:

- MOU between Solano County Animal Care and Benicia, Dixon, Fairfield, Rio Vista, Suisun City, Vacaville, and Vallejo regarding the care of all stray, injured, abandoned, and unwanted animals
- MOU between Solano County and Humane Society North Bay for sheltering during disasters
- MOU between UCD-VERT to support disaster response, search and rescues, and veterinary services.

4.2 STAFFING AND PERSONNEL

Solano County Animal Care staff report to the Solano County Sheriff's Office, Director of Administrative Services. There are four positions that report to the Shelter Manager. During a disaster, there are teams of volunteers that can assist, including the Solano County Sheriff's Office Animal Care Division volunteers and the Solano County Sheriff's Office Volunteer Program (SAVE).

4.3 DATA MANAGEMENT AND TECHNOLOGY

Chameleon Software is utilized to identify and track animals in the care of Solano County Animal Care during day-to-day operations and would be utilized in the tracking and reunification efforts during/post disaster.

4.4 EQUIPMENT AND SUPPLIES

Solano County Sheriff's Office Animal Care and Animal Control have existing supplies, such as cages, leashes, ID tags, and food and water bowels, that would be needed to quickly set up a temporary shelter. In addition, there is a disaster cache of supplies located at the Solano County Animal Control building in Fairfield that can be utilized during a disaster.

4.5 FACILITIES

The following facilities may be utilized to support the implementation of this Annex.

- **Solano County Animal Care Shelter (2510 Clay Bank Road, Fairfield, CA)**. This location would be utilized to shelter small animals during a disaster.
- **SPCA of Solano County Shelter (2200 Peabody Road, Vacaville, CA)**. This location could be utilized if additional shelter for small animals is needed during a disaster.
- **Solano County Fairgrounds (Vallejo, CA).** The Solano County Fairgrounds are owned by the County and can be used for large animal sheltering during a disaster if the space is available.
- **Dixon Fairgrounds (State-Owned – Dixon, CA).** The Dixon Fairgrounds would be an alternative to the Solano County Fairgrounds for large animal sheltering.

5 FUNCTION-SPECIFIC TRAINING

5.1 FEMA INDEPENDENT STUDY

Animal care preparedness, response, and recovery courses available through FEMA Independent Study are:

- IS-10 Animals in Disasters: Awareness and Preparedness
- IS-11 Animals in Disasters: Community Preparedness
- IS-111 Livestock in Disasters

5.2 FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

Animal care preparedness, response, and recovery courses available through FEMA residential, non-residential, and indirect courses are:

- There are no FEMA residential, non-residential, or indirect courses dealing with animal care available at this time.

5.3 ADDITIONAL TRAINING

Animal care preparedness, response, and recovery courses available through other resources include:

- AWR-328 All Hazards Preparedness for Animals in Disasters (provided by the Rural Domestic Preparedness Consortium).
- Any additional training mandated by state or federal regulations.

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following function-specific authorities regulate activities outlined in this plan:

- California Animal Response Emergency Systems (CARES) legislation. Retrieved from https://www.caloes.ca.gov/wp-content/uploads/Preparedness/Documents/BILL-NUMBER-cares.pdf
- California Code – Section 8608. Retrieved from https://www.caloes.ca.gov/wp-content/uploads/Preparedness/Documents/CAL8608.pdf

6.2   REFERENCES

The following function-specific references were used in the creation of this plan:

- California Department of Food and Agriculture (CFDA) Animal Health and Food Safety Services Division, Emergency Preparedness and Response Section, Concept of Operations https://www.cdfa.ca.gov/AHFSS/Animal_Health/eprs/docs/cdfa-cares_concept_of_operations_conops.pdf
- Centers for Disease Control and Prevention. (2014). *Interim Guidelines for Animal Health and Control of Disease Transmission in Pet Shelters*. Retrieved at https://www.cdc.gov/disasters/animalhealthguidelines.html

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ANNEX B: DAMAGE ASSESSMENT

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano County Department of Resource Management

Support Agencies and Organizations	• Solano Office of Emergency Services • Solano Department of Information Technology • California Governor's Office of Emergency Services • Federal Emergency Management Agency Region IX

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

The Solano County Damage Assessment Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides an overview of damage assessment, agency roles and responsibilities, and overall guidance for the damage assessment activities in Solano County in response to emergencies and disasters within the county. This Annex will provide a framework for the County to prepare for, execute, and document comprehensive damage assessments during times of emergency. The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

This Annex addresses damage assessment actions within the County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary, such as when two or more communities require damage assessments simultaneously or when damage assessment actions span multiple jurisdictions during the response and short-term recovery phases of a disaster affecting Solano County, its municipalities, and/or unincorporated areas.

Damage assessment is the capability of a jurisdiction to identify, assess, prioritize, and coordinate the documentation of damage to public and private property within a community. Local damage assessments enable the County to:

- Determine the severity and magnitude of the event.
- Quantify homes, businesses, and public infrastructure impacted by the disaster.
- Determine whether local resources will be sufficient to effectively respond to and recover from the incident.

Damage assessment supports the state and federal disaster declaration request process, the prioritization of initial recovery actions and requests, and/or the initiation of any insurance claims necessary for community recovery.

1.2.1 Functional Objectives

The overall objectives of damage assessment during a disaster impacting Solano County will be to:

- Establish an organizational structure to coordinate damage assessment activities.
- Provide critical information necessary in deciding the allocation of scarce resources and the need for mutual, state, or federal aid.
- Support financial reimbursement to the County to alleviate economic hardship on the jurisdiction and to provide for economic recovery.

1.2.2   Critical Tasks

Critical tasks for damage assessment that will be supported and coordinated through the Emergency Operations Center (EOC) include the following:

- Designate a damage assessment coordinator for the County.
- Activate damage assessment groups and assign tasks.
- Identify the most useful available tools (paper reporting forms, mobile apps, social media, etc.) to describe, verify, and document the type, extent, and location of damages.
- Gather initial damage estimates (IDEs) for the entire Operational Area (OA).
- Report the amount of damage sustained.
- Determine anticipated needs for outside assistance as soon as possible after the occurrence of the event.
- Verify that local emergency funds are expended prior to requesting financial assistance from the state.

1.3   PLANNING ASSUMPTIONS

The following assumptions were taken into consideration during the development of this Annex:

- Damage assessment must be done quickly but accurately to expedite relief and financial assistance.
- Damage to critical infrastructure, utility systems, and communication systems may hamper the damage assessment process.
- Assistance with conducting damage assessments may be required through mutual aid, state, and/or federal partners.
- Initial damage assessments (IDAs) may be required in the days following the incident for submission to the State Operations Center (SOC) in support of a request for a state of emergency declaration and/or a presidential major disaster declaration.

2   CONCEPT OF OPERATIONS

2.1   GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting damage assessments in Solano County. An effective response requires coordination at all levels of government and among organizations and agencies, from the local level to national response managers, the public, and industry.

Resource Management serves as the lead department for damage assessment responsibilities and will be represented by the Damage/Safety Assessment Unit in the EOC. The Damage/Safety Assessment Unit operates within the Engineering Branch of the Operations Section.

See more about organizational structure in Section 3.1.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of the need for damage assessments will come from both internal and external resources, such as field responders, the EOC, OA partners, and/or state agencies. The Damage/Safety Assessment Unit will be activated when an incident reaches a level where data from a damage assessment may be required.

The Solano Office of Emergency Services (OES) should be notified immediately of emergencies with the potential for a damage assessment support element through the main office telephone number at (707) 784-1600 during normal business hours or by contacting the OES Duty Officer via Solano Dispatch at (707) 421-7090 after hours.

2.2.2 Activation

This Annex will be activated and implemented when accurate information and data is needed on the impacts of an incident.

2.2.3 Mobilization

During an incident affecting Solano County which requires or potentially requires County and OA support for damage assessment, OES personnel or the Solano County EOC (if activated) will conduct an initial assessment of the capabilities required to conduct assessments. This may include:

- **Assess damages.** Contact and coordinate with key operational partners to determine potential impacts to the ability to conduct full damage assessments.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section for supply and resupply as needed. If not already in place, activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments.
- **Establish communications**. Coordinate with the Public Information Officer (PIO) or Joint Information Center (JIC), if activated to ensure that public information about damage assessments is released as necessary.

2.2.4   Operation

A swift and accurate damage assessment is essential for the quick and efficient response and recovery to a disaster. Immediately following an incident, damage assessment contributes to:

- Identifying hazardous conditions for responders and the community.
- Identifying damage clusters to allow responders and decision makers to focus efforts and prioritize response actions.
- Providing initial damage estimates required to support emergency proclamations and/or declarations.
- Estimating debris volume to support debris management planning.

Damage Assessment occurs in the following phases:

- Phase 1 – Rapid damage assessment (RDA)
- Phase 2 – Initial damage estimate (IDE)
- Phase 3 – Preliminary damage assessment (PDA)
- Phase 4 – Damage estimate compilation and analysis

2.2.4.1   Phase 1 – Rapid Damage Assessment

Immediately following an incident, first responder resources may be unavailable for damage assessment, and other resources for damage assessment may take time to mobilize. The Rapid Damage Assessment (RDA) will be based on both predictive models such as HAZUS and unstructured reporting by government and nongovernment sources, such as citizen reporting, news reports, and social media. The priority during the phase is to assess any damage to critical lifelines that present imminent threat to life and the environment. The RDA provides a basis for activating additional resources for more detailed assessments as well as providing data for the initial request for emergency proclamations. The EOC is responsible for coordinating the RDA in unincorporated areas, with cities collecting information from within their jurisdictions and forwarding to the EOC.

During Phase 1, the planning for a systematic windshield survey and the allocation of resources for the survey is completed. Partner agencies are contacted and requested to provide damage assessments from within their jurisdictions. Phase 1 ends with the initiation of the Initial Damage Estimate (IDE).

2.2.4.2   Phase 2 – Initial Damage Estimate

As the situation evolves, a more detailed assessment of the situation needs to be completed. In Phase 2, information from the RDA may be combined with further assessments from local Damage Assessment Teams to provide an Initial Damage Estimate (IDE) of the county's infrastructure. This is a hasty evaluation of the structure's exterior condition, typically using windshield surveys. It is understood that the IDE will not present a full and accurate understanding of the extent of damages. The end state is to identify all significantly damaged structures in the OA to form the basis for further damage and safety inspections and for recovery planning operations. Typically, the IDE will also provide an early cost

assessment to California Governor's Office of Emergency Services (Cal OES) to inform them about the likelihood of a request for state declaration. This is especially true when the incident spans multiple counties.

When Solano County submits a local proclamation of emergency to the Cal OES Regional Operations Center (REOC), the package should include an Initial Damage Estimate (IDE). An IDE is the local governments' identification of the impacts and local response and recovery activities. The IDE allows for Cal OES to understand the extent of the jurisdictions' damages and assists with prioritizing PDA efforts. In turn, the IDE process helps to facilitate a state or federal disaster declaration. An OA must include all its affected governing bodies (cities, towns, etc.), special districts (school districts, water districts, community services districts, etc.), and private nonprofit organizations within the IDE. Cal OES Regional Operations then forwards the IDE, which includes a Regional Event Summary (RES) update delineating the impact of the event, to Cal OES headquarters.

An IDE should include:

- Type and extent of public and private sector damage.
- Estimates of damage and emergency response costs.
- Any acute public health and environmental issues.

To assist the governor in determining if funding under CDAA should be authorized, the IDE and RES are reviewed, and if warranted, a State pre-assessment is conducted by Cal OES Recovery. Cal OES works with local jurisdictions' emergency management and/or public safety agencies in the OAs affected by the disaster event to accomplish these assessments.

 Once a determination is made, Cal OES will notify the requesting jurisdiction in a timely manner (verbally by Cal OES Region and in writing by Cal OES Recovery).

Phase 2 ends with the completion of the survey. Phase 3 may begin prior to the culmination of Phase 2 operations.

2.2.4.3 Phase 3 - Preliminary Damage Assessment

Preliminary Damage Assessment (PDA) is the process of completing a more detailed inspection of public facilities and potentially private residences and businesses. Individual municipalities are responsible for their own PDAs. Solano OES or EOC, if activated, is responsible for coordinating the PDA in the unincorporated areas of Solano County, including requesting additional building inspectors through mutual aid or contract.

The purpose of a PDA is to validate the damages and estimated repair and reconstruction costs listed in the IDE in support of a request to the governor for a state of emergency and/or a presidential disaster declaration, in addition to identifying the categories of assistance being requested of the state and/or federal government.

If a disaster is large enough to warrant a federal disaster declaration, FEMA organizes, leads, and deploys joint PDA Teams consisting of representatives of FEMA, the state, and Solano County.

If a joint PDA process occurs, joint PDA teams will:

- Conduct site visits and assess damage.
- Compile cost estimates and documentation.
- Assess PDA information to support a federal presidential disaster declaration.

The joint PDA process focuses on validating damage data previously identified by state and local authorities to inform presidential disaster declaration requests and federal disaster grant determinations.

2.2.4.4   Phase 4 – Damage Estimate Compilation and Analysis

The Damage/Safety Assessment Unit is responsible for collecting information from field surveyors and building inspectors and compiling/providing information to the Situation Unit in the EOC Planning Section. This phase occurs alongside and following the prior three phases.

2.2.5   Demobilization

Demobilization is the return to normal operating procedures for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat, depending on the type of health and medical response and types of response tools used. However, all demobilization should address the following functions:

- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.
- **Public information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance (IA), and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

2.3.1   Damage Assessment Methods

Depending on the nature and severity of the incident, damage assessment can be hindered by impassable roads, resource constraints, and reentry of populations to impacted areas. Several methods for conducting damage assessments are feasible and are listed below from least to most resource intensive.

2.3.1.1   Modeling

This approach can be used to rapidly predict the damage that is likely to be or likely to have been caused by a disaster and can be used to leverage resources during damage assessments. Common modeling products used include hurricane prediction maps (wind speed, rainfall, and storm surge), earthquake shake maps, tornado track maps, the California Geospatial Data Portal and the Soloano County Regional Geographic Information Systems Consortium (Solano ReGIS) databases.

2.3.1.2   Remote Sensing

In this approach, surveyors obtain aerial imagery from flyovers to rapidly collect information about structures that sustained major damage or were destroyed. Aerial imagery may be collected with helicopters or fixed-wing aircraft. High-resolution satellite imagery may also be available through the FEMA Headquarters Remote Sensing Office or even local resources, such as the Civil Air Patrol. Regular full-color imagery can show whether a structure has been damaged. Other technologies, such as light detection and ranging (LiDAR – typically airborne), synthetic aperture radar (SAR – collected via satellite), or multispectral imagery (typically airborne) may provide additional details about the nature of the damage. This data may be loaded into a web viewer for easy access. Advanced analytics can be used to automatically identify and categorize damaged structures from imagery.

2.3.1.3   Windshield Surveys

Assessment teams will record observed damage while driving through impacted areas, periodically stopping to conduct interviews to provide anecdotal evidence related to insurance coverage, occupancy type (owner or renter), general basement construction, and other significant information to support census data collected to develop impact statements. Assessment teams conducting windshield surveys should take photographs of damage used to document a home as major or destroyed to reduce the time required to verify and/or validate the information. This process is repeated street-by-street for the team's assigned area. Representatives in windshield surveys may include FEMA, the SBA, and state and local government.

2.3.1.4   Door-to-Door Assessments

Damage assessment teams may use door-to-door assessments during smaller incidents when damage cannot be otherwise validated or for validating damage from a PDA under appeal. Assessment teams conducting door-to-door assessments should take photographs of damage used to assess a home to reduce the time required to verify and/or validate the information. Teams should only enter damaged dwellings as a last resort and should do so only with the permission of the occupant and after safety considerations are evaluated by the team.

2.3.2   Hazard/Incident Type

The type, scale, and severity of the incident may influence the required approach and timeline of the PDA. Safety concerns for responders and PDA personnel or access constraints are also possible depending on the disaster. For example, disasters such as fires and severe weather may produce readily visible damage that may be assessed through windshield surveys, while damages from floods or earthquakes may require more time and resource-intensive door-to-door assessments.

2.3.3   Program Requirements

The federal government's information requirements for presidential disaster declaration requests for IA and Public Assistance (PA), as well as other types of assistance, will impact the damage assessment process.
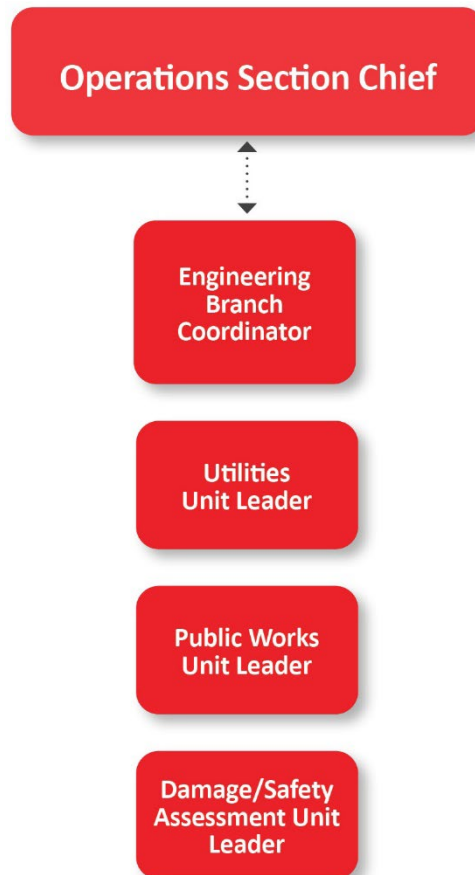
2.3.4   Time constraints

Based on the needs of the incident, senior leadership will establish a timeline for the joint PDA to be completed. This timeline will impact what methods are feasible for assessing damage.

2.3.5   Geography

Geographic factors may impact the methods used for assessing damage. For instance, whether the damage is concentrated to a specific area or spread across multiple areas, jurisdictions, or states will influence the methods used for assessing damage. The county may assign damage zones which may be used to assign teams for the damage assessment process, based on the geographic footprint of the damage.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

```
Operations Section Chief
        ↕
Engineering
Branch
Coordinator

Utilities
Unit Leader

Public Works
Unit Leader

Damage/Safety
Assessment Unit
Leader
```

Damage/Safety Assessment operations are conducted through the Engineering Branch within the Operations Section of the EOC. This branch will work in collaboration with the Situation Analysis Unit and the Solano County Department of Resource Management to provide the information required for an IDE during the emergency response phase, to support a request for a gubernatorial proclamation, and for the state to request a presidential declaration (and later, for a PDA).

The Damage/Safety Assessment Unit:

- Implements the damage assessment plan.
- Formulates and coordinates assessment teams.
- Collects all damage information from field units and reporting agencies with the county.
- Manages and generates necessary reports for EOC management and authorizes state and federal agencies.

The following positions may be utilized in the damage assessment function:

- **Damage Assessment Coordinator:** The Damage Assessment Coordinator is among the most critical positions in the damage assessment process. The person assigned to this role is responsible for identifying and training local assessment team members, coordinating assessment activity in the jurisdiction, and submitting information to the State. Damage assessment is coordinated by the Solano County Department of Resource Management.

- **PA Damage Assessment Team Member:** The PA Damage Assessment Team Members are generally representatives of potential applicants from government offices or private nonprofits (PNP) that perform one of the services allowable under PA. PA damage assessment team members should be familiar with the type of work being evaluated and be able to collect information and supporting documentation discussed in later sections. The PA Damage Assessment Teams include all Solano County Resource Management employees certified by the State of California Safety Assessment Program (SAP), and other building inspectors and code enforcement personnel as needed to assist.

- **IA Damage Assessment Team Member:** The IA Damage Assessment Team Members may be representatives of emergency management, government offices, NGOs, Community Emergency Response Team (CERT) programs, or local residents. IA damage assessment team members should be trained in gathering information related to location, ownership, occupancy, and insurance coverage of impacted residences and categorizing damage according to criteria established by FEMA discussed in later sections.

3.2   ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for this operational function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1 Solano County Department of Resource Management

Type: Government (County)	Role: Lead
Responsibilities	
Coordinate mutual aid for additional building inspectors.	
Coordinate mutual aid for additional personnel to conduct damage assessments in the field.	
Deploy Resource Management employees to the field to conduct damage assessments.	
Deploy Resource Management employees to OES to document damage assessment data.	
Coordinate mutual aid for additional building inspectors.	

3.2.2 Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.3 Solano County Department of Information Technology

Type: Government (County)	Role: Support
Responsibilities	
Support damage assessment data collection and analysis.	

3.2.4   California Governor's Office of Emergency Services (Cal OES)

Type: Government (State)	Role: Coordinating
Responsibilities	
Review damages identified during the IDAs to decide whether to request a joint PDA from FEMA.	
Submit a request to FEMA Region IX for a joint PDA.	
Manage the joint PDA planning process by coordinating with local authorities and the respective FEMA regional office to ensure mutual understanding and expectations.	
Provide appropriate vehicles, transportation, and/or access to damage.	
Participate in the joint PDA and determine whether to request a presidential disaster declaration and to collect information to develop data-driven written requests for presidential disaster declarations.	

3.2.5   FEMA Region IX

Once the state makes a request to FEMA Region IX for a joint PDA, the region works closely with the state to ensure that all necessary information is ready and available before a joint PDA is approved.

Type: Government (Federal)	Role: Support
Responsibilities	
Participate in the joint PDA and make a data-driven recommendation based on declaration factors to FEMA headquarters on whether the state should receive a presidential disaster declaration.	
If PDAs are requested or if they will be supported by the FEMA region during a Regional Response Coordination Center (RRCC) activation, the RRCC Recovery Coordinator may coordinate PDAs until such responsibilities are transitioned to another designee.	

3.2.6   Joint PDA Team

The Joint PDA Team consists of federal, state, and local government representatives.

Type: Government (Coalition)	Role: Support
Responsibilities	
Conduct site visits to validate damages identified during IDEs.	

4 AVAILABLE RESOURCES

4.1   AGREEMENTS, PLANS, AND PROCEDURES

The FEMA PDA Pocket Guide serves as a quick reference tool for PDAs to determine the magnitude of damage and impact of disasters. Everyone involved in a damage survey or damage assessment team should carry a PDA Pocket Guide to support them in documenting the correct information using aligned language and methodologies. The guide can be found at https://www.fema.gov/sites/default/files/documents/fema_2021-pda-pocket-guide.pdf.

IA/PA checklists can be found at https://www.fema.gov/disaster/how-declared/preliminary-damage-assessments.

4.2   STAFFING AND PERSONNEL

The Solano Department of Resource Management may provide support by coordinating personnel from the following organizations and departments:

- Civil Air Patrol (surveillance support)
- CalFire (ground support)
- ESRI emergency management team (technical support)

4.3   DATA MANAGEMENT AND TECHNOLOGY

A number of geographic information systems (GIS), available at low- to no-cost, can be used to map damaged areas, combining information from multiple resources, and may also provide pre-disaster imagery for comparison against updated information. These GIS systems include, but are not limited to:

- - The Solano County Regional GIS Consortium (Solano ReGIS): (https://regis.solanocounty.com/)
- - Solano County GIS (https://solanocountygis.com/portal/home/)

-The California Geospatial Data Portal (https://gis.data.ca.gov/)Other data and technology sources and technology include the following:

- FEMA Geospatial Resource Center: https://gis-fema.hub.arcgis.com/
- United States Geological Survey (USGS): https://www.usgs.gov/products
- National Oceanic and Atmospheric Administration (NOAA): https://data.noaa.gov/datasetsearch/
- Digital damage surveys https://www.fema.gov/disaster/how-declared/preliminary-damage-assessments
- Survey 123 app https://www.fema.gov/disaster/how-declared/preliminary-damage-assessments

4.4   EQUIPMENT AND SUPPLIES

Equipment and supplies that can be utilized in the preliminary damage assessment process include, but are not limited to:

- Tablets
- Cameras
- Notepads/paper
- All-terrain vehicles (ATVs)
- Drones

5   FUNCTION-SPECIFIC TRAINING

5.1   FEMA INDEPENDENT STUDY

- Damage assessment courses available through FEMA Independent Study are:
- IS-556 Damage Assessment for Public Works
- IS-559 Local Damage Assessment
- IS-772. Individual Assistance Preliminary Damage Assessment Orientation
- IS-1006 Documenting Disaster Damage and Developing Project Files
- IS-1007 Detailed Damage Description and Dimensions
- IS-1011 Roads and Culverts
- IS-1021 Bridge Damage Considerations
- IS-1022 Substantiating Disaster-Related Damages to Buildings, Contents, Vehicles, and Equipment

5.2   FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

- Damage assessment courses available through FEMA residential, nonresidential, and indirect courses are:
- G0556 Local Damage Assessment
- G0557 Rapid Needs Assessment

5.3   ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- AWR-319 Leveraging Tools for Conducting Damage Assessments, University of Hawaii, National Disaster Preparedness Training Center
- Any additional training mandated by state or federal regulations

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following function-specific authorities regulate activities outlined in this plan:

- Individual Assistance Program and Policy Guide (IAPPG), FP 104-009-03, March 2019. Available from https://www.fema.gov/sites/default/files/documents/fema_iappg-1.1.pdf
- Public Assistance Program and Policy Guide (PAPPG), FP 104-009-2, June 2020. Available from https://www.fema.gov/sites/default/files/documents/fema_pappg-v4-updated-links_policy_6-1-2020.pdf
- Individual Assistance Declarations Factors Final Guidance, June 2019. Available from https://www.fema.gov/sites/default/files/documents/fema_ia-declarations-factors-guidance-june-2019.pdf

6.2 REFERENCES

The following function-specific references were used in the creation of this plan:

- Federal Emergency Management Agency (FEMA). 2021. *FEMA Preliminary Damage Assessment Guide.* Retrieved from https://www.fema.gov/sites/default/files/documents/fema_2021-pda-guide.pdf
- FEMA. (2016). *Damage Assessment Operations Manual*. Retrieved from https://www.fema.gov/sites/default/files/2020-07/Damage_Assessment_Manual_April62016.pdf

ANNEX C: DEBRIS MANAGEMENT

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano County Public Works

Support Agencies and Organizations	• Solano Office of Emergency Services • Municipal Public Works • Solano County Environmental Health

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

The Solano County Debris Management Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides an overview of debris management, agency roles and responsibilities, and overall guidance for the debris management activities for residents of and visitors to Solano County in response to incidents within the county. This Annex will provide a framework for the County to prepare for, execute, and communicate safe and effective debris management for the Whole Community during times of emergency. The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

This Annex addresses debris management actions within the County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary, such as when two or more communities require debris management coordination simultaneously or when debris management actions span multiple jurisdictions during the response and short-term recovery phases of an incident affecting Solano County, its municipalities, and unincorporated areas.

Debris management is the capability of the jurisdiction to manage debris in a coordinated, safe, historically responsible, environmentally responsible, and cost-effective manner. Debris management enables the provision of critical response functions and reduces threats to life, public health or safety, improved property, and the environment in emergency situations that demand immediate aid and action to avoid, prevent, or alleviate serious harm or injury, financial or otherwise.

1.2.1 Functional Objectives

The overall objectives of debris management during an incident impacting Solano County will be to:

- Provide timely and safe access to areas impacted by or during an incident.
- Remove hazardous materials in a timely and safe manner to protect public health and welfare.
- Use industry standard practices to characterize potentially hazardous materials and properly document the removal, transport, and disposal of identified hazardous materials.
- Use standardized and safe debris management methods that support historic, environmental, and economic values.
- Perform debris management in alignment with Federal Emergency Management Agency (FEMA) requirements for cost recovery.

- Ensure transparent communication with other agencies and area residents about the progress of debris removal, including describing areas which have been cleared, in which work is still ongoing, and areas which have not yet been cleared where travel may still be considered hazardous.

- Establish a method for tracking debris removal that may be required on private property.

1.2.2   Critical Tasks

Critical tasks for recovery that will be supported and coordinated through the Emergency Operations Center (EOC) include the following:

- Clear debris along critical transportation corridors and emergency/critical facilities to prevent obstruction of immediate life-saving activities.
- Establish debris management sites (DMS) to receive and reduce debris removed.
- Confirm and establish operations in alignment with current FEMA requirements for debris collection and transportation.
- Declare any state of emergency or disaster declarations needed to apply for State and/or federal debris removal and disaster recovery funds.
- Establish a method for tracking debris removal that may be required on private property.
- Secure specialized equipment required for cutting and/or clearing debris to ensure access.
- Obtain the services of specialized personnel for identification of potentially hazardous materials.
- Communicate with participating agencies and the public regarding debris management activities and actions.
- Implement roadside separation and collections and/or community drop-off and/or specific debris-type roundups.
- Transport debris to pre-identified DMS for reduction and disposal.
- Use approved debris-reduction methods to reduce footprint and transport costs.
- Transport debris to final disposition sites (landfill, recycling center, etc.) along established transportation routes to minimize damage to County roads.

1.3   PLANNING ASSUMPTIONS

The following assumptions were taken into consideration during the development of this Annex:

- A major natural or human-made incident that requires the removal of debris from public or private lands could occur at any time.
- Digital connectivity/cell service in remote or mountainous areas of the county may not be sufficient to allow for personnel not familiar with the area to readily find specific locations.
- A large-scale incident will likely impact the lives of many local response staff to a degree that they may not be available for immediate emergency debris removal.

- Damage to County facilities and equipment as well as that of municipal partners may hamper initial emergency debris removal efforts.
- The amount of debris resulting from a major incident may exceed Solano County's in-house removal, processing, recycling, and disposal capabilities.
- A coordinated community effort will be required to effectively collect, remove, and dispose of debris following an incident.
- Private contractors will play a significant role in the debris removal, collection, reduction, and disposal services. Accordingly, contracts with private sector partners will be necessary to augment public efforts.
- The County will seek to meet all required recycling policies and diversion goals and will maximize reduction and recycling of divertible materials to minimize disposal at landfills.
- To combine local resources (personnel, equipment, supplies), various jurisdictions may join together to establish a local area of operations for collecting and handling the debris.
- Debris may be contaminated with chemical and/or biological agents unless determined otherwise.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

During the recovery phase, Solano County and/or its communities will:

- Begin estimating and classifying debris types and quantities and documenting labor, equipment, and contracting costs.
- Coordinate and track resources (public and private).
- Establish priorities regarding allocation and use of available resources.
- Identify and establish debris temporary storage and disposal sites (local, regional).
- Address any legal, environmental, and health issues relating to the debris removal process.
- Continue to keep the public informed through the Public Information Officer (PIO).

2.2 DEBRIS CLASSIFICATION

Debris is sorted in the following general classifications.

2.2.1 Vegetative Debris

Vegetative debris may consist of whole trees, tree stumps, tree branches, tree trunks, and other leafy material. Depending on the size of the debris, the collection of vegetative debris may require the use of flatbed trucks, dump trucks, and grapple loaders.

2.2.2　Construction and Demolition Debris

Construction and demolition (C&D) debris can be defined as damaged components of buildings and structures, such as lumber and wood, gypsum wallboard, glass, metal, roofing material, tile, carpeting and floor coverings, window coverings, pipe, concrete, fully cured asphalt, equipment, furnishings, and fixtures. The definition of C&D debris may vary between jurisdictions, and what is included in one jurisdiction may be excluded in another. When monitoring, consider that the C&D debris must be disaster-generated (e.g., eligible C&D debris cannot be the result of an applicant's rebuilding efforts) and must present an immediate threat to be considered for FEMA eligibility.

2.2.3　Hazardous Waste

An applicant must comply with federal and SLTT environmental requirements for handling hazardous waste. Acceptable FEMA reimbursable activities related to hazardous materials are described in the PAPPG. Coordination and resources form the CA State Department of Toxic Substances Control may be available to assist in identification and removal of hazardous materials and waste.

Hazardous waste is regulated under the Resource Conservation and Recovery Act (RCRA) and contains properties that make it potentially harmful to human health or the environment. In regulatory terms, an RCRA listed hazardous waste is a waste that appears on one of the four hazardous wastes lists created by the U.S. Environmental Protection Agency (EPA) or exhibits at least one of the following four characteristics:

- Ignitability
- Corrosivity
- Reactivity
- Toxicity

2.2.4　Household Hazardous Waste

Household Hazardous Waste (HHW) refers to hazardous products and materials that are used and disposed of by residential consumers, rather than commercial or industrial consumers. HHW includes, but is not limited to, some paints, stains, varnishes, solvents, pesticides, and other products or materials containing volatile chemicals that catch fire, react, or explode under certain circumstances or that are corrosive or toxic.

2.2.5　Electronic Waste

Electronic waste (e-waste) refers to electronics that contain hazardous materials, such as cathode ray tubes. Examples of e-waste include, but are not limited to, computer monitors and televisions. Typically, these products contain minerals and chemicals that require specific disposal methods.

2.2.6   White Goods

White goods are defined as discarded household appliances such as refrigerators, freezers, air conditioners, heat pumps, ovens, ranges, washing machines, clothes dryers, and water heaters. Many white goods contain ozone-depleting refrigerants, mercury, or compressor oils that must be removed and processed following environmental protocols and procedures before the white goods can be further processed for disposal and recycling.

2.2.7   Soil, Mud and Sand

Floods, landslides, winds, wildfires, and storm surges often result in soil, mud, and sand debris on improved public property and public rights of-way. Facilities commonly affected by this type of debris include streets, sidewalks, storm and sanitary sewers, water treatment facilities, drainage canals and basins, parks, and public swimming pools.

2.2.8   Vehicles and Vessels

Vehicles and vessels may be damaged, destroyed, displaced, or lost as a result of an incident. These vehicles and vessels may eventually be abandoned because of the damage incurred or because the original owners have relocated. Vehicles and vessels may be classified as debris if they block public access and critical facilities and are abandoned.

2.2.9   Putrescent Debris

Putrescent debris is any debris that will decompose or rot, such as animal carcasses and other fleshy organic matter. Handling of putrescent debris must comply with applicable federal, state, and local requirements.

2.2.10 Infectious Waste

Infectious waste is waste capable of causing infections in humans and can include contaminated animal waste, human blood and blood products, medical waste, pathological waste, and discarded sharps (needles, scalpels, or broken medical instruments). Clearance, removal, and disposal of infectious waste may be under the authority of another federal agency (the Centers for Disease Control and Prevention, EPA, etc.) or applicable state agency. Upon review of applicable federal statutes, regulations, and policies governing infectious waste, FEMA will determine eligibility on a case-by-case basis.

2.2.11 Chemical, Biological, Radiological and Nuclear

Chemical, biological, radiological, and nuclear (CBRN)-contaminated debris is any debris contaminated by chemical, biological, radiological, or nuclear materials as a result of a natural or man-made incident, such as a weapon of mass destruction event. The clearance, removal, and disposal of CBRN-contaminated debris should be performed in accordance with applicable federal statutes, regulations, policies, and other guidance documents.

2.3 KEY OPERATIONAL ACTIVITIES

2.3.1 Mobilization

The County and municipalities will identify critical routes that are essential to emergency operations. Roadway debris removal involves the opening of arterial roads and collector streets by moving debris to the shoulders of the road. There is no attempt to physically remove or dispose of the debris, only to clear key access routes to expedite the following:

- Movement of emergency vehicles
- Law enforcement
- Resumption of critical services
- Assessment of damage to key public and private infrastructure essential for life saving and life sustaining operations

2.3.2 Operations

During the recovery phase, the County will continue to collect, store, reduce, and dispose of debris generated from the event in a cost-effective and environmentally responsible manner, including:

- Documenting operations and costs in accordance with FEMA's *Public Assistance Debris Monitoring Guide*.
- Upon completion of debris removal mission, closing out debris storage and reduction sites by developing and implementing the necessary site restoration actions.
- Performing necessary audits of operation and submit claims for federal assistance.

Immediate debris clearing actions should be supervised by the County's personnel using available resources. Additional resources can be requested through mutual aid, or the California Governor's Office of Emergency Services (Cal OES).

2.3.2.1 Debris Estimation and Forecasting (for Non-Fire Disasters)

Debris forecasting is crucial to determining the size of the response needed.

2.3.2.1.1 Debris Estimation by Area

One method of estimating debris amounts is by the footprint of total debris. One acre of debris 10 feet high converts to 43,560 cubic feet. Divide the resulting number by 27 to convert cubic feet to cubic yards:

(43,560 cubic feet x 10 feet) ÷ 27 = 16,133 cubic yards

2.3.2.1.2 Debris Estimation for General Buildings

To estimate the amount of debris generated by a building, multiply the building length, width, and height in feet by a constant of 0.33 to account for the air space in the building, and divide the resulting number by 27 to convert cubic feet to cubic yards.

([Length x Width x Height] x 0.33) ÷ 27 = cubic yards

2.3.2.1.3 Debris Estimation for Single Family Residences

To estimate the amount of debris generated by a single family residence, multiply the building length, width, and building stories by a constant of 0.20 and the vegetative cover multiplier (VCM) to estimate cubic yards of debris created for each single family residence impacted.

Length x Width x S x 0.20 x VCM = cubic yards

- Length and width must be in feet
- S = number of stories in the building
- 0.20 = constant
- VCM = vegetative cover multiplier

2.3.2.1.4 Debris Estimation for Mobile Homes

Estimated amounts of debris generated by a mobile home are:

- Typical single-wide mobile home: 290 cubic yards
- Typical double-wide mobile home: 415 cubic yards

2.3.2.1.5 Vegetative Cover Multiplier

FEMA developed VCMs for use in combination with the formula for a demolished single-family residence to estimate the quantity of debris that should be added to the quantity of debris estimate for demolished homes within a subdivision or neighborhood.

Typical House	Vegetative Cover Multiplier (Yard Waste)			
Square Feet	None	Light (1.1)	Medium (1.3)	Heavy (1.5)
1000	98 cubic yards	107 cubic yards	127 cubic yards	147 cubic yards

Typical House	Vegetative Cover Multiplier (Yard Waste)			
Square Feet	None	Light (1.1)	Medium (1.3)	Heavy (1.5)
1200	118 cubic yards	129 cubic yards	153 cubic yards	177 cubic yards
1400	137 cubic yards	150 cubic yards	178 cubic yards	205 cubic yards
1600	155 cubic yards	170 cubic yards	201 cubic yards	232 cubic yards
1800	175 cubic yards	192 cubic yards	228 cubic yards	263 cubic yards
2000	195 cubic yards	215 cubic yards	254 cubic yards	293 cubic yards
2200	215 cubic yards	237 cubic yards	280 cubic yards	323 cubic yards
2400	235 cubic yards	259 cubic yards	306 cubic yards	353 cubic yards
2600	255 cubic yards	280 cubic yards	332 cubic yards	383 cubic yards

2.3.2.2 Site Selection

2.3.2.2.1 Temporary Debris Storage and Reduction Sites

Sites will be set up as necessary to assist with debris management. Considerations of temporary debris storage sites include the following:

- Use of public property to avoid cost
- Removed from public access and view
- Impact of noise, dust, and traffic
- Preexisting site conditions
- Proximity to area where debris is being transported
- Site size
- Expected volume of debris to be collected
- Avoiding environmentally sensitive areas
- Proximity and elevation in relationship to the disaster area

Debris reduction reduces the volume of debris that is delivered to the landfill. Methods of debris reduction include grinding, chipping, incineration, compaction, and baling. Debris volume can commonly be reduced by 75% to 95%, depending on the type of debris and reduction methods that are implemented.

2.3.2.2.2 Debris Disposal Locations

Solano County will identify locations for debris disposal. Municipalities will identify debris disposal sites within their jurisdictions.

2.3.2.3   Debris Removal

Prior to beginning any debris removal, the County will develop a scope of operations. Each eligible category of debris requires specialized documentation and disposal procedures that should be implemented prior to the work beginning. The EOC will provide planning support for debris removal, such as vehicle routing (accounting for any road closures), operations, communications needs, etc. The Joint Information Center (JIC) will develop and implement a public information plan to notify residents, businesses, and facilities of key debris removal information.

2.3.2.4   Debris Monitoring

The County must monitor contracted debris removal operations to be eligible for cost recovery. Monitoring force account debris removal operations is not strictly required. Solano County and/or its jurisdictions may use staff resources, contractors, or a combination of both to monitor debris removal operations. FEMA encourages the applicant to use its own employees to monitor debris removal operations. Professional engineers and other certified professionals are not necessary for debris monitoring. Decisions on who will conduct debris monitoring will be made according to the scope of the operation and may be implemented through force account labor or through contracting a monitoring company. A sample debris monitoring plan can be found as an appendix to FEMA's *Public Assistance Debris Monitoring Guide*.

The fundamental purpose of debris monitoring is to document the location and amount of debris collected as a result of the event. If the entire debris management program is accomplished by personnel from the impacted jurisdiction, a debris monitor is not required, although logs, tickets and documentation is still needed.

A debris monitor requires the following qualifications:

- No relationship between the debris monitor and the debris hauler(s) (No conflict of interest or perception of conflict of interest is allowed by FEMA.)
- Capability to accurately estimate debris quantities
- Capability to differentiate between types of debris
- Ability to properly fill out load tickets
- An appropriate site safety plan or procedures that can effectively be implemented

2.3.2.4.1 Monitor Activities

Debris monitors will accomplish the following activities:

- Monitor debris removal contractor at pick-up sites.
- Monitor debris removal contractor at temporary sites.
- Monitor final disposal sites.
- Oversee monitoring documentation creation/retention.
- Reconcile invoices with debris haulers.

- Coordinate with Solano OES on identified hotspots or eyesores and citizen complaints.
- Closely coordinate and engage with the debris manager to quickly identify issues or concerns for resolution.

2.3.2.4.2 Monitoring Operations

Debris monitors will perform onsite evaluation areas where citizens have been notified that pickup is available. The debris monitor will ensure that debris has been sorted, per mandates, into piles according to type of debris:

- Vegetative debris
- Construction and demolition debris
- Appliances and white goods
- Electronics
- Household hazardous waste
- Normal household trash

2.3.2.5   Debris Reduction

The County will prioritize diverting debris from disposal throughout the debris management cycle. The County has limited pre-existing disposal capacity to accommodate disaster debris. The following stages of debris management must emphasize debris separation and reduction to maximize benefits to the community:

- **Recycling.** Many bulky debris items (white goods such as discarded appliances or vehicles and boats) can be recycled for valuable bulky materials, such as metals. Certain regulated substances are removed (refrigerants, motor oil, batteries, etc.). With proper management, recycling can significantly reduce the volume of debris.
- **Composting.** Certain organic materials, such as food or animal debris, can be composted to reduce volume. However, composting requires rapid collecting and management to avoid attracting disease vectors and contamination of other waste streams.
- **Chipping or grinding.** Uncontaminated vegetation debris should be subdivided by type (trees, brush, etc.) prior to chipping or grinding. The size and use of mulch and chip piles should be pre-planned.
- **Burning.** While not always a preferred option, burning certain debris (such as vegetable or agricultural debris) may be necessary if all other options are exhausted. Burning is never an option for Hazardous or Chemical, Biological, Radiological, Nuclear, and Explosives (CBRNE) debris. Any burning of debris must be in accordance with specific written prior approval.

2.3.3   Demobilization

Demobilization is the return to normal operating procedures for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible

and will differ somewhat, depending on the type of health and medical response and types of response tools used. However, all demobilization should address the following functions:

- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.
- **Public information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance (IA), and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.4 SPECIAL CONSIDERATIONS

2.4.1 Labor

2.4.1.1 Use and Procurement of Contracted Services

Depending on the size and scope of the incident and the availability of County and municipal resources, certain debris management activities may need to be contracted. All contracting will follow County procedures. General contract provisions, qualification requirements, and solicitation of contracts include but are not limited to the following:

- Determine the type and method of contracting needed to satisfy specific debris clearance, removal, and disposal requirements of an unusual and compelling urgency.
- Solicit bids, evaluate offers, award contracts, and issue notices to proceed with all contract assignments.
- Supervise the full acquisition process for service and supply contracts and the oversight of contract actions to ensure conformance to regulatory requirements.

In general, three types of contracts may be used for debris operations:

- Time and materials contracts
- Unit price contracts
- Lump sum contracts

2.4.1.1.1 Time and Materials Contracts

Time and materials contracts may be used for short periods of time immediately after the incident to mobilize contractors for emergency removal efforts. They must have a dollar ceiling or a not-to-exceed limit for hours and/or materials and should be terminated when this limit is reached. Such contracts will be limited to 70 hours of actual work. Any time and materials contract should state that (a) the price for equipment applies only when the equipment is operating, (b) the hourly rate includes the operator, fuel, maintenance, and repair, (c) the community reserves the right to terminate the contract at its convenience, and (d) the County or community does not guarantee a minimum number of hours.

2.4.1.1.2 Unit Price Contracts

Unit price contracts are based on weights (tons) or volume (cubic yards) of debris hauled and may be used when scope of work is not well defined. Unit price contracts can also be used for price per parcel debris removal, which is the current model the State of California uses. Unit price contracts require close monitoring of pickup, hauling, and dumping to ensure quantities are accurate. (See the Debris Monitoring section of this plan for more information on contractor monitoring.)

2.4.1.1.3 Lump Sum Contracts

Lump sum contracts establish the total contract price using a one-time bid from the contractor. These contracts will only be used when the scope of work is clearly defined, with areas of work and quantities of material clearly defined. Lump sum contracts may be defined in one of two ways:

- Area method where the scope of work is based on a one-time clearance of a specified area
- Pass method where the scope of work is based on a certain number of passes through a specified area

The County and/or impacted jurisdictions will be responsible for managing the debris contract from project inception to completion. Managing the debris contract includes such things as monitoring of performance, contract modifications, inspections, acceptance, payment, and closing out of activities. Should debris contracts be awarded, the awarding jurisdiction:

- Will not allow contractors to make eligibility determinations; they have no authority to do so.
- Will utilize prenegotiated contracts if available and compliant with FEMA contracting requirements.
- Will utilize formal competitive bid procedures when time permits; if time does not permit for normal competitive procedures, competitive bids still may be obtained using a reduced timeframe for submittal of bids.
- Will request copies of licenses, references, and financial records of unknown contractors.
- Will document procedures used to obtain contractors.
- Will not accept contractor-provided contracts without close review.
- Will request FEMA technical assistance on contracts and contract procedures if necessary.

2.4.1.1.4 Contract Prohibitions

- "Piggybacking" or utilizing an existing contract awarded to another entity is prohibited and may jeopardize FEMA funding because these contracts do not meet requirements for competition.

- Cost plus percentage of cost contracts are not allowed.

2.4.1.2   Use of Force Account Labor

The decision to use force account labor will be made on a case-by-case basis, depending on the ability and availability of staff to do the work required.

2.4.1.2.1 Force Account Labor Work Types

The following are examples of force account labor:

- Debris removal operations
- Right of way clearance
- Debris monitoring
- Trucking
- Heavy equipment operation

2.4.1.2.2 Documentation Required for Force Account Labor

Costs of force account labor spent on disaster debris cleanup can be claimed as part of a FEMA Public Assistance (PA) Category A Grant (it is a reimbursable expense). Based on guidance provided in FEMA Public Assistance Program and Policy Guide, the following documentation is necessary for reimbursement for Category A - Debris Removal.

- Timesheets for all laborers and supervisory staff
- Work logs illustrating incident-related work was performed
- Maps documenting location of field work (if applicable)
- Equipment lists and usage logs
- Hourly rates including fringe rate
- Fringe rate calculations
- Overtime Policy

To expedite grant development, processing, and payment, impacted jurisdictions must ensure that current time tracking or payroll systems can export the information needed for grant purposes.

2.4.2   Public Information

During an incident, a coordinated public information strategy is essential to ensure that the County and its municipalities are sharing coordinated and consistent messages regarding the management of debris

caused by the incident. The dissemination of debris removal information is critical to the effective and efficient removal of debris.

2.4.3   Health and Safety

Debris operations involve the use of heavy equipment to move and process various types of debris and can pose safety hazards to emergency response and recovery personnel as well as the public. In addition to those safety hazards, exposure to certain types of debris, such as building materials that contain asbestos and mixed debris that contains hazardous materials, can pose potential health risks to emergency workers. Personnel should be briefed on health and safety procedures to mitigate risk.

2.4.4   Environmental Compliance

Following an incident, compliance with environmental protection laws and regulations is still a requirement. Federal, state, and local agencies such as the EPA, the California Environmental Protection Agency, the U.S. Army Corps of Engineers, the Environmental and Historic Preservation Unit within Cal OES, and the Solano County Department of Resource Management – Environmental Health Services, among other agencies, should be consulted for applicable regulatory requirements. Debris management officials must be aware of these requirements and ensure compliance.

2.4.5   Debris Removal on Private Property

Debris removal from private property is generally the responsibility of the individual property owner; however, when it is in the public interest to remove debris, the impacted jurisdiction may act to abate the threat of the debris by entering the property with permission (via Right of Entry [ROE] form completed by the property owner, or an abatement warrant provide by the court system) and removing it. On limited occasions when debris is so widespread or poses such a significant threat that public health, safety, or the economic recovery of the community is threatened, FEMA may fund debris removal from private property, but it must be approved in advance by FEMA. To determine whether public interest exists, FEMA considers:

- Removal of threats to the health and safety of the community at large.
- Present significant damage to public or private property.
- Assistance in economic recovery and thereby benefits to the community at large.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION
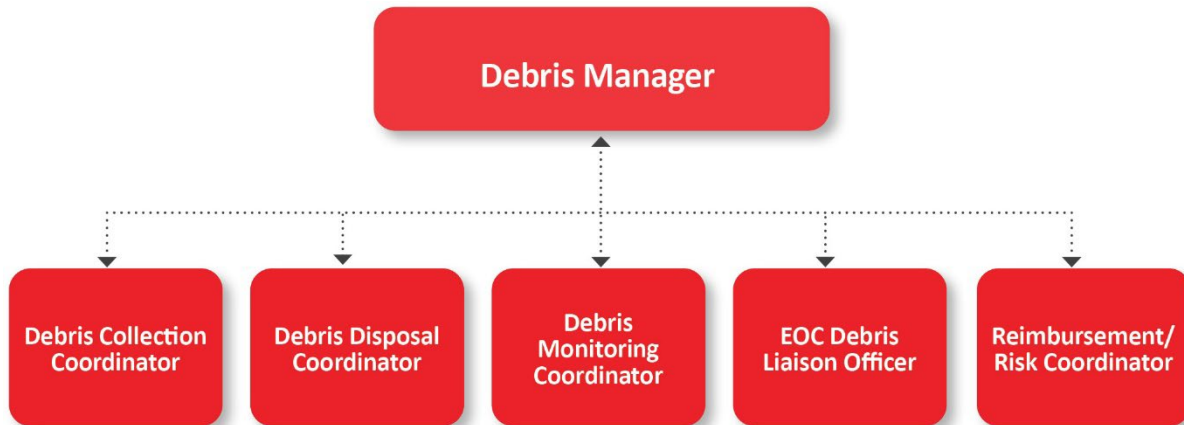
The debris management team shall be comprised of personnel representative of various departments and collectively will be responsible for debris management operations. The team may require the following positions, which can be activated based on the size and scope of the incident and the debris management effort:

- Debris Manager
- Debris Collection Coordinator
- Debris Disposal Coordinator
- Debris Monitoring Coordinator
- EOC Debris Liaison Officer
- Reimbursement/Risk Coordinator

3.2 ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for this operational function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1 Solano County Public Works

Type: Government (County)	Role: Lead
Responsibilities	
Clear debris from roadways and transportation routes.	
Clear debris from waterways.	
Assist with utility restoration.	
Determine placement of temporary debris sites.	

3.2.2 Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.3 Municipal Public Works

Type: Government (Municipal)	Role: Support
Responsibilities	
Clear debris from roadways and transportation routes.	
Clear debris from waterways in coordination with the Solano Irrigation District, CA State Department of Fish and Wildlife, and other state and local agencies, as appropriate.	
Assist with utility restoration.	
Determine placement of temporary debris sites.	

3.2.4 Solano County Environmental Health

Type: Government (Municipal)	Role: Support
Responsibilities	
Tracks the clearing of debris from private properties.	
Approve cleanup plans.	
Approve sampling plans.	
Approve closure reports for private property.	
When necessary, oversee contract support for these tasks in coordination with General Services.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

No agreements, plans, or procedures are in place specific to debris management operations.

4.2 STAFFING AND PERSONNEL

No additional staffing or personnel specific to debris management operations have been identified.

4.3 DATA MANAGEMENT AND TECHNOLOGY

EPA has developed IWASTE, a web-based tool that contains links to waste transportation guidance, treatment and disposal facilities, state regulatory offices, packaging guidance, and guidance to help

minimize the potential for contaminating treatment or disposal facilities. Access to this decision support tool requires preregistration.

The RCRA Online database is available on EPA's website at https://www.epa.gov/rcra. Links to state solid and hazardous waste programs and environmental agencies can be found at https://www.epa.gov/hwgenerators/links-hazardous-waste-programs-and-us-stateenvironmental-agencies.

4.4   EQUIPMENT AND SUPPLIES

No specific equipment or supplies specific to debris management operations have been identified.

4.5   FACILITIES

Public Works will determine the placement of debris management sites.

5 FUNCTION-SPECIFIC TRAINING

5.1   FEMA INDEPENDENT STUDY

- Debris Management courses available through FEMA Independent Study:
- IS-632a: Introduction to Debris Management
- IS-633: Debris Management Plan Development

5.2   FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

- Debris Management courses available through FEMA residential, nonresidential, and indirect courses:
- E0202: Debris Management Planning for State, Tribal, Territorial, and Local Officials
- G/K202: Debris Management

5.3 ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- MGT-460: Planning for Disaster Debris Management, offered by University of Hawaii, National Disaster Preparedness Training Center
- Any additional training mandated by state or federal regulations

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following function-specific authorities regulate activities outlined in this plan:

State

- California Code of Regulations, Title 19. Public Safety, Division 2. Office of Emergency Services. Chapter 6. Disaster Assistance Act. Retrieved from https://casetext.com/regulation/california-code-of-regulations/title-19-public-safety/division-2-california-governors-office-of-emergency-services/chapter-6-disaster-assistance-act
- Title 44 CFR Section 206.224. Retrieved from https://www.govinfo.gov/content/pkg/CFR-2009-title44-vol1/pdf/CFR-2009-title44-vol1-sec206-225.pdf
- Title 44 CFR Section 206.225. Retrieved from https://www.govinfo.gov/content/pkg/CFR-2011-title44-vol1/pdf/CFR-2011-title44-vol1-sec206-225.pdf
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Federal

- Stafford Act, Sections 403, 407 and 503. Retrieved from https://www.govinfo.gov/content/pkg/COMPS-2977/pdf/COMPS-2977.pdf
- National Disaster Recovery Framework (NDRF). Retrieved from http://www.fema.gov/national-disaster-recovery-framework/
- National Historic Preservation Act of 1966. Retrieved from http://www.cr.nps.gov/local-law/nhpa1966.htm
- Rehabilitation Act of 1973, as amended, Section 504 and Section 508. Retrieved from http://www.dol.gov/oasam/regs/statutes/sec504.htm
- FEMA Public Assistance Policy Digest (FEMA 321). Retrieved from http://www.fema.gov/pdf/government/grant/pa/pdigest08.pdf
- FEMA Public Assistance Guide (FEMA 322). Retrieved from http://www.fema.gov/media-library/assets/documents/25651

6.2 REFERENCES

The following function-specific references were used in the development of this plan:

- California Department of Resources Recycling and Recovery (CalRecycle). *Disaster Debris Recovery Operations.* https://calrecycle.ca.gov/Disaster/

- California Department of Resources Recycling and Recovery (CalRecycle). *Wildfire Debris Removal and Recovery Operations.* Retrieved from https://calrecycle.ca.gov/disaster/wildfires/

- California Environmental Protection Agency (CalEPA). https://calepa.ca.gov/disaster/debris/

- California Environmental Protection Agency (CalEPA). Guidance for Conducting Emergency Debris, Water and Hazardous Removal Actions Pursuant to a State or Local Emergency Proclamation. (2011). Retrieved from https://calepa.ca.gov/wp-content/uploads/sites/6/2019/06/Disaster-Documents-2011yr-GuideRemoval.pdf

- Federal Emergency Management Agency (FEMA). *Public Assistance Debris Monitoring Guide.* (2021). Retrieved from https://www.fema.gov/sites/default/files/documents/fema_debris-monitoring-guide_sop_3-01-2021.pdf

- United States Environmental Protection Agency (EPA). *Planning for Natural Disaster Debris.* (2019). Retrieved from https://www.epa.gov/sites/default/files/2019-05/documents/final_pndd_guidance_0.pdf

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ANNEX D: MASS CARE AND SHELTER

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano County Health and Human Services Department American Red Cross – Solano County
Support Agencies and Organizations	• Solano Office of Emergency Services • Resource Management Department – Environmental Health Division • Solano County Sheriff's Office • Animal Care Services • Volunteer Organizations Active in Disaster • Schools • Solano County Fire Agencies

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

The Solano County Mass Care and Shelter Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides a framework for the delivery and coordination of mass care and sheltering (MCS) functions in response for the care and shelter of residents and visitors of Solano County in response to emergencies and disasters within the county. The basic services of the sheltering and mass care sites are intended to provide an environment conducive to the physical and emotional safety of people displaced from the places where they normally live or reside.

The safety and health of the county's diverse populations served is the first consideration for Solano County's MCS. Those working in MCS will respond to the displaced population by providing all services, aids, and benefits with consideration for the specific access and functional needs of all individuals, making every reasonable effort to assure equitable access for all. Whenever possible, the County will engage and integrate people from a spectrum of representative demographics of local jurisdictions in the MCS planning efforts and provide quality assurance that unique individual needs are addressed during response activities.

The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

The Annex addresses MCS operations within Solano County in response to all hazards regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary during the response and short-term recovery phases of a disaster affecting Solano County, its municipalities, and unincorporated areas.

For the purposes of this Annex, MCS includes:

- **Sheltering/Temporary Housing.** This includes the operation of previously identified or unidentified congregate and non-congregate shelter sites, temporary evacuation points (TEPs), the temporary construction of shelter facilities (e.g., tents or constructions), or the use of facilities outside the county.
- **Feeding and hydration operations.** This includes the feeding and hydration of workers and shelter guests through fixed facilities at or near the shelter, purchase of food from vendors, mobile feeding unit, and/or bulk food distributions. Sound nutritional guidelines will be incorporated, and special dietary needs honored as possible.
- **Emergency first aid.** First aid provided will be for basic care and is supplemental to any serious medical (both physical and mental health) requirements.

- **Bulk distribution of emergency items**. This includes clothing, basic personal care items, and other essentials for those who may have evacuated without time to gather personal belongings.
- **Reunification services.** This includes coordination with health care facilities and the Family Assistance Center, if opened, and programs operated by the American Red Cross (ARC) to connect family members and loved ones who may have been separated during the disaster.
- **Disaster support services.** This includes coordination with internal and external stakeholders to ensure survivors are connected with services to recover from the disaster, including individual assistance programs at the state and federal levels, or transition to longer-term housing if necessary.

1.2.1 Functional Objectives

The overall objectives of MSC during a disaster impacting Solano County will be to:

- Prioritize for the safety and security of all MCS responders.
- Provide for the safe care and shelter of all Solano County residents and visitors regardless of age, gender, economic status, or residency.
- Ensure the accessibility of all shelter sites, resources, transportation to the sites, and communication about the shelter services.
- Offer food, water, and emergency relief items to disaster impacted populations.
- Provide medical first aid and disaster mental health counseling to disaster impacted populations and incident responders.
- Support family notification and reunification.
- Facilitate referrals to recovery resources.
- Ensure that disaster impacted populations are provided equitable and culturally appropriate access and care.

1.2.2 Critical Tasks

During a response, critical tasks may include the following:

- Determine the locations and an approximate number of displaced individuals to establish an appropriate level of response.
- Coordinate with applicable partners to ensure transport of people without other means of transportation to evacuation centers and emergency shelters.
- Establish mass care facilities that provide safety, equitable access and care, and culturally appropriate services.
- Coordinate reunification efforts for adults and children.
- Ensure all impacted populations, including diverse multicultural populations and individuals with DAFN, are provided accessible, understandable incident information and culturally appropriate recovery resources.

- Provide heating/cooling centers for at-risk individuals during periods of extreme temperatures.
- Coordinate with the Solano County Animal Care to provide cohesiveness between sheltering of residents and visitors and animal sheltering.
- Support the reentry of impacted populations housed in mass care facilities or assist in their transition to long-term housing and recovery resources.

1.3   PLANNING ASSUMPTIONS

Assumptions made in the creation of this Annex include the following:

- Solano County has primary responsibility for operating care and shelter facilities. The County uses the potential shelter facility list from ARC to assist in this process.
- Approximately 5-10% of the impacted population will seek shelter in a mass care environment, as the majority will stay with friends or family, stay in hotels, or travel outside the impacted area. Depending on the duration of the event, the number of survivors seeking shelter may increase.
- Generally, persons seeking public shelter have fewer options or alternatives. Within the shelter population, there will be a disproportionately large number of low-income persons, persons who have DAFN, or those who experienced pre disaster homelessness and may require additional disaster support services.
- A portion of those seeking shelter may need transportation from impacted areas to care and shelter facilities.
- Additionally, some evacuees may choose to camp out, sleep in cars, or stay close to their property rather than go to an emergency shelter. These individuals may still have needs and expectations for disaster assistance from the government.
- Medically fragile persons are best sheltered at medical facilities that can support them and their caregivers. Nevertheless, medically fragile persons may present at a general population shelter and will need care until they can be safely transferred to an appropriate facility.
- Individuals will arrive at shelters with pets, whether they are allowed at the shelter or not. The County will need to prepare to care for these companion animals (not necessarily at the same location).
- A variety of agencies, organizations, and groups may spontaneously open shelters and assume full responsibility for them. Some of these agencies, organizations, and groups may subsequently request support and resources through the Emergency Operations Center (EOC).
- During a no-notice event requiring MCS, children could be located in large numbers away from their parents, requiring significant reunification efforts and resources.
- Inquiries regarding the welfare of individuals believed to be within the impacted area could begin immediately after the public is made aware of the emergency or disaster.
- If a major emergency or disaster generates large-scale MCS activities, day-to-day activities at schools, community centers, churches, and other facilities used for these operations may have to be curtailed.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting MCS operations in Solano County. An effective response requires coordination at all levels of government and among organizations and agencies from the local level to national response managers, the public, and industry.

Solano County Health and Social Services Department (H&SS) serves as the lead organization for MCS responsibilities and will be represented by the Mass Care and Shelter Branch Coordinator in the EOC. See more about organizational structure in Section 3.1.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of the need for MCS functional support may come from both internal and external resources, such as the Sheriff/OES or police, local media, the public (e.g., evacuation during a wildfire), or Environmental Health.

H&SS should be notified immediately of emergencies with the potential for an MCS support element by contacting:

- Solano EMS, 707-784-8004 during normal business hours

- Solano County Sheriff's Office, 707-421-7090 after hours

2.2.2 Activation

This Annex will be activated and implemented under any of the following circumstances:

- Solano Office of Emergency Services (OES) directs that the plan be implemented (may be on request of the lead coordinating agency for the MCS function).
- The County has declared a disaster that involves a need for MCS support.
- Another jurisdiction in Cal OES Mutual Aid Region II has requested mutual aid support.

2.2.3 Mobilization

During an incident affecting Solano County and requiring or potentially requiring County and Operational Area (OA) support for MCS, Solano OES or the EOC (if activated) will conduct an initial

assessment of MCS needs, including an assessment of damages to resources key to supporting MCS operations.

- **Assess damages.** Contact and coordinate with key operational partners to assess damages and potential impacts to the ability to provide MCS services.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section for supply and resupply as needed. Activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records for submission for reimbursement.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments.
- **Establish communications.** Coordinate with the EOC Public Information Officer (PIO) to ensure that any needed public information about MCS operations is released.

2.2.4   Operation

2.2.4.1   Sheltering

TEPs are often used as temporary holding areas while the need for shelters is established. Sometimes, an evacuation is short-lived, and while there may be a need for TEPs, sheltering may not be necessary. If sheltering is necessary, TEPs provide a safe area to which survivors can evacuate and allow shelter managers to assess evacuation numbers (both human and animal) and survivor support needs.

2.2.4.1.1 Temporary Evacuation Points (TEPs)

The EOC Operations Chief will make the decision whether to open one or more TEPs during an evacuation and will notify the EOC Director and Mass Care and Shelter Branch Coordinator of the decision. The Care and Shelter Unit Leader is responsible for implementing TEP operations.

- **Deploy signage.** Display clear, culturally appropriate, and inclusive signage identifying the TEP and directing survivors where to park and to remain in their vehicles.
- **Establish traffic flow.** Use directional signage and/or traffic cones to guide survivors in the parking lot.
- **Coordinate resources and supplies.** Initiate request protocols with Logistics for supply and resupply as needed; activate documentation and record-keeping activities; maintain accounting and tracking of all operational and financial records for submission for reimbursement; and contact transportation providers and place on standby.
- **Maintain safety.** Always wear appropriate personal protective equipment (PPE), such as high visibility vests.
- **Initiate shelter registration.** Use of an intake form is recommended; establish arrival points and reception as appropriate.
- **Establish upward reporting.** The Care and Shelter Unit Leader (or TEP Manager, if assigned) will provide initial and ongoing status reports of TEP activities to the Mass Care and Shelter Branch Coordinator within the designated reporting periods.

- **Conduct health screening.** If a survivor answers any health-related question on the screening tool with a positive response, a Public Health Liaison should be contacted immediately to coordinate that survivor's sheltering needs.
- **Evaluate companion animals sheltering.** Evaluate the potential need for animal sheltering, and communicate the need to the EOC who will activate the Animal Care Annex and associated support as necessary.
- **Provide information, snacks, and water.** Distribute information, snacks, and water to survivors while they wait for reentry release or sheltering assignments.

2.2.4.1.2 Congregate Sheltering

The EOC Operations Chief will make the decision whether to open one or more congregate shelters during an evacuation and will notify the EOC Director and Mass Care and Shelter Branch Coordinator of the decision. The Care and Shelter Unit Leader is responsible for implementing congregate sheltering operations.

General

Congregate sheltering is defined as temporary housing where individuals and households are sheltered together, usually in a large common area or areas. It is the most common type of disaster sheltering. Little privacy is available, but it is the most efficient method for providing support services to large numbers of people. This allows for a greater number of jurisdictional resources to be dedicated to other operational priorities and, in most cases, allows for a faster recovery.

Prior to Opening

During an incident requiring congregate sheltering, the Mass Care and Shelter Branch Coordinator (or designee) will coordinate with the American Red Cross (ARC) and partner organizations, including facility owners/operators.

- **Coordinate resources and supplies.** Initiate request protocols with Logistics for supply and resupply as needed, activate documentation and record-keeping activities, maintain accounting and tracking of all operational and financial records for submission for reimbursement, contact transportation providers, and place on standby.
- **Activate vendor agreements.** The Solano County chapter of the American Red Cross (ARC) identifies, surveys, and maintains a pre-identified list of potential shelter sites. The EOC will activate the sheltering agreement(s) established with the ARC or others to open shelters. Verify facility availability with the point of contact identified on the Shelter Agreement. Notify food vendors of pending operations.
- **Building and site inspection.** After a disaster that may have affected a shelter building's structural integrity, building and safety inspectors will inspect each shelter site before occupancy and implement additional inspection requirements as needed for nonconventional/nontraditional shelter sites. If the disaster involves an earthquake, inspections may be necessary after any aftershocks. If structures are unsound or have not yet been inspected, consideration for sheltering outside in tents may need to be considered.

- **Ensure ADA compliance**. All shelter building sites must be assessed for compliance with the Americans with Disabilities Act (ADA) Checklist for Emergency Shelters, including ADA showers, toilets, and handwashing stations; if unavailable, a resource request for these should be placed with the Logistics Section.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments; personnel will be managed by the Care and Shelter Unit Leader (or Shelter Manager, if assigned).
- **Establish communications**. Initiate processes to keep the EOC apprised of the status of open shelters; coordinate with the EOC PIO to ensure that any needed public information is released through a range of dissemination strategies about anticipated shelter operations and receive incident status updates to post for survivors at shelter sites. Advertise the list of shelters that will be open, including those that will accept companion animals.
- **Cultural Competency and Inclusion.** Ensure services and locations are equitable and inclusive. Ensure public information is accessible, culturally competent, and is disseminated on a wide range of communications platforms to insure cultural inclusivity and geographic reach.

Opening and Operating the Shelter

Once the shelter is established, the Care and Shelter Unit Leader (or Shelter Manager, if appointed) ensures the following shelter operations.

- **Initiate shelter registration.** Use of an intake form is recommended. Establish arrival points and reception, as appropriate. If a TEP was used, transfer registrations from the TEP site(s) to the shelter.
- **Provide support services to survivors.** Activate support services as indicated in Sections 2.2.4.2 through 2.2.4.7.5.
- **Support health and wellbeing of shelter staff.** Ensure that there is adequate staffing to provide breaks and schedule rotation; maintain proper PPE usage, check in on physical and mental health, and provide a process for risk/safety notification and resolution.
- **Maintain contact with the EOC.** Maintain ongoing contact to report the following: operational updates; shelter capacity and occupancy; quantity of meals needed and provided; supply status and needs; and problems/issues, including equal care and equal access needs.

Shelter Deactivation

The EOC Operations Chief makes the decision to deactivate a shelter or shelters and will notify the EOC Director and Mass Care and Shelter Coordinator of the decision. Usually, this decision is made after consultation with the Mass Care and Shelter Coordinator and Care and Shelter Unit Leader.

- **Facilitate transition from shelters to home or interim and/or permanent housing.** Connect survivors with wrap around recovery services appropriate to the need, particularly for individuals with DAFN and culturally diverse populations.
- **Return shelters to their normal and customary uses.** Remove signage. Clean and return all equipment and supplies, dispose of trash, and clean and sanitize facilities; replace used items, discontinue services that were conducted for shelter operation such as janitorial or internet, transfer or release shelter staff, complete walk-thru with facility point of contact; and arrange for repairs if needed.

- **Collect and report statistics and submit documentation.** All shelter data and backup documentation (number of individuals served, shelter and amenities provided, receipts, etc.) should be provided to the Mass Care and Shelter Branch Coordinator and forwarded to the EOC Planning/Intelligence Section to help with future operational planning and budgeting and to support cost reimbursement for presidentially declared disasters. (Individual data, documents containing information covered under HIPAA, etc. should be secured with the relevant organization or department or destroyed as appropriate.)

2.2.4.1.3 Non-Congregate/Modified Congregate Sheltering

The EOC Operations Chief will make the decision whether to open one or more non-congregate/modified shelters during an evacuation and will notify the EOC Director and Mass Care and Shelter Branch Coordinator of the decision. The Care and Shelter Unit Leader is responsible for implementing non-congregate/modified sheltering operations.

General
Non-congregate sheltering is defined as temporary housing in which each individual or household has living space that offers some level of privacy (like hotels, motels, casinos, dormitories, or retreat camps). During periods of high transmission of infectious diseases, such as a pandemic, this type of shelter is preferred and may even be required. Non-congregate sheltering is also ideal when there has been a significant impact on households due to a large-scale or catastrophic disaster and the need for sheltering is anticipated to remain for an extended period. In such cases, sheltering may begin in congregate facilities but transitions to non-congregate or modified congregate sheltering later in the response period.

Modified congregate sheltering is defined as temporary housing in a congregate environment but with modifications in place to limit the risk of exposure to infectious disease. This may include capping the number of individuals who can be housed in one space (such as 50% of capacity by fire code), protocols for spacing between individuals/families (such as 6' between cots), or other means. Modified congregate sheltering may be used when non-congregate sheltering is preferable, but resources are unavailable to support it.

There may be other situations in which it is decided to house some or all evacuees in non-congregate/modified congregate sheltering.

Note: State and federal financial assistance for non-congregate sheltering require mission-tasking through Cal OES and preapproval by the FEMA Regional Administrator, following a presidentially declared disaster. In all other cases, this type of shelter will be 100% County funded and led. Further, to qualify for state or federal reimbursement, tracking mechanisms must be in place to collect data and information defining the need for non-congregate sheltering, length of stay, and costs for each individual. The lack of adequate supporting documentation could result in Cal OES or FEMA determining that some or all non-congregate sheltering costs are ineligible.

Key Operational Differences
In many ways, operating a non-congregate/modified shelter will be similar to operating congregate sheltering. However, the following operational differences should be accounted for:

- **Facility Site Agreements.** The Mass Care and Shelter Branch places a resource request with the Logistics Section for non-congregate housing. The Logistics Section will begin outreach to hotels, motels, and other non-congregate shelter facilities to discern availability and begin holding rooms. Care should be taken to obtain the number of rooms available which are ADA compliant, rooms available at ground level, and rooms that allow pets. Facilities in which the HVAC system is not centralized are preferred (reduces transmission). Facility agreements should also address the availability of:
  - Janitorial staff
  - Garbage collection
  - Room cleaning frequency (minimum 2-3 times per week, ideally once per day)
  - Interroom or intersite communications
  - Hallway or common area monitoring capability
  - Access control and security staff – engage contract security staff if necessary
  - Additional rooms or space for support services

If modified congregate sheltering is used, facilities should be evaluated based on ability to provide:

- Isolation care areas
- Dormitory/living space
- Screening
- Suitable ADA access

- **Feeding Agreements.** Feeding for non-congregate/modified congregate sheltering is a massive undertaking.
  - During infectious disease sheltering, food must be individually wrapped and delivered door to door.
  - During extended sheltering, feeding may be provided via feeding vehicles or cafeteria-style.
  - Ideally, food should be prepared by those with the capacity to provide this type of production – such as a restaurant, casino, or college. Care should be taken to meet dietary needs and cultural considerations.
- **Accessibility.** Regarding hotels, all ADA rooms need to be prioritized for individuals with disabilities. Further, all ground floor and easily accessible rooms need to be prioritized for individuals with access or mobility issues. Hotels that support pet sheltering can be utilized for that purpose.

2.2.4.1.4 Long Term Sheltering

In most emergencies, congregate shelters will generally not operate for more than a week. However, in a catastrophic disaster, the County will likely need to work with state and federal partners to transition from emergency sheltering to long-term sheltering through programs such as rental assistance and direct housing.

FEMA Transitional Sheltering Assistance Program

The Transitional Sheltering Assistance (TSA) program allows survivors to utilize rooms at participating hotels and motels as a short-term sheltering solution until an intermediate or long-term housing solution is available. Eligible survivors are responsible for all other costs associated with lodging and amenities, including, but not limited to, incidental room charges, such as telephone, room service, food, etc. To determine their eligibility for the TSA program, survivors must register with FEMA by visiting www.DisasterAssistance.gov or calling (800) 621-3362 (TTY 800-462-7585) between 7 a.m. to 10 p.m. daily.

FEMA Rental Assistance

FEMA may provide grants to eligible applicants to help survivors pay for temporary housing, such as renting a place to live temporarily. Rental assistance can be used for renting an apartment, house, travel trailer, or staying at a hotel, bed, and breakfast, or another short-term rental. Expedited rental assistance is available for survivors who are unable to return to their homes or have destroyed homes. Eligible survivors can receive up to one month's rental assistance based on the fair market rate.

FEMA Direct Housing

This may include placing manufactured housing units (MHUs) and recreational vehicles (RVs) in existing commercial parks, campgrounds, or preexisting pads that have direct access to utilities; placing MHUs and RVs on private property where codes, conditions, and support infrastructure are available; and repairing or making improvements to existing multifamily housing units (ex. apartments) for use by disaster wildfire survivors.

2.2.4.2 Feeding

Feeding services may include hot or shelf-stable meals, infant formula, baby food, snacks, beverages, and food packages as well as diverse dietary and culturally appropriate meals (e.g., low sodium, low fat, vegetarian/vegan, halal, kosher). Feeding may be provided through a variety of means, including pre-packaged, cafeteria, food truck, etc. The Feeding Unit Leader is responsible for implementing feeding operations. Support for feeding may be provided through ARC, CBOs, VOAD, public/private partnerships, and/or the California Department of Social Services (CDSS).

2.2.4.3 Emergency First Aid and Other Health Services

Health care issues will arise in shelter facilities; therefore, support for access to adequate health care services is important. It is also necessary to maintain records of all health incidents and related actions taken. Some survivors of general population shelters may have medical needs that can be met within the shelter environment. Others may need to be transferred to health care facilities for additional care.

Disaster mental health services should be made available, which may include crisis intervention, psychological first aid, and other services to survivors and shelter staff. Such services may be supplemented by ARC disaster mental health staff and/or that of other community-based organizations (CBOs). Crisis response animals may be considered for use to help alleviate stress.

2.2.4.4   Bulk Distribution of Emergency Items

Regardless of shelter status, individuals and families may need assistance in obtaining key commodities following a disaster. Points of distribution (PODs) of these commodities may be located at fixed locations or provided through mobile units. These activities should be coordinated through the EOC Operations Section and supported through the EOC Logistics Section.

Emergency relief items include blankets and comfort kits (hygiene items). ARC may also supply cleaning products, flashlights, tarps, shovels, rakes, water, gloves, and protective masks to those affected by disaster to assist with cleanup efforts at their primary place of residence. Propane and camp stoves may be provided for feeding support for those not staying in shelters.

The ability of the supply chain to meet the needs of disaster survivors must be carefully monitored and planning for distribution made accordingly.

2.2.4.5   Reunification

The ARC is experienced in and has systems in place for collecting, receiving, and reporting information about the status of impacted individuals in disasters and emergencies. The Care and Shelter Unit Leader (or Shelter Manager, if assigned) will coordinate with ARC to assist in providing reunification services.

It is important to recognize the special needs of children during evacuations. In a no-notice evacuation, children could be located in large numbers away from their parents, such as in schools, childcare facilities, or other locations. Reunification of children separated from their parents will be an issue during evacuation and sheltering, and planning must be undertaken to accomplish this. Child Welfare Services hold responsibility for reunification of unaccompanied minors, which is addressed in the *Child Welfare Services Disaster Response Plan*.

2.2.4.6   Referral to Recovery Services

Once an incident begins to stabilize, recovery resources will become available for individuals and families. These may be provided through federal or state partners, local government, ARC, or other community partners and CBOs. Shelter staff should serve as a conduit to provide information about and access to these services as they become available.

Additional Information about recovery services can be found in the Recovery Annex.

2.2.4.7   Additional Support Services

The following support services are often needed to support MCS operations.

2.2.4.7.1 Transportation

Transportation should be provided to overcome barriers to transportation experienced by some individuals and families. Consideration of ADA and mobility issues must also be addressed. This may include the need to transport pets / companion animals, durable medical equipment, and basic supplies

such as clothing. Transportation will be needed by a portion of the population both to and from TEPs and shelter site(s) and potentially between human population and animal population shelters, depending on the duration of the incident and location of those facilities. The EOC coordinates public transportation resources, paratransit support, and additional commercial transportation assets if required.

Additional information on transportation operations can be found in the Transportation Coordination Annex.

2.2.4.7.2 Cleaning and Other Environmental Health Factors

The quality of life in any shelter environment with large numbers of people living in close quarters will be affected. Shelter planning should consider the environmental factors that may affect the overall health of survivors. This includes issues like the condition of the facility, food safety, sanitation, drinking water, and sleeping areas. Cleaning and maintenance services may need to be contracted to support this need.

2.2.4.7.3 Security

Controlling access to the footprint of the shelter site will be of great importance. If fencing is not available, procuring fencing to control access will be needed around the perimeter. Request security personnel and equipment via a resource request through the EOC Logistics Section.

If infectious disease protocols are in place, minimal security at the testing site will likely be adequate since all testing kits and medical supplies will be held with the medical health staff.

2.2.4.7.4 Quiet Room

Quiet room space should be set aside for nursing mothers, overstimulated children, and those who suffer from anxiety or are otherwise in need of tranquility.

2.2.4.7.5 Other Services

Especially in long-term shelters, additional services may be needed. These include things such as laundry, internet, childcare, and social services. Many of these services will be filled by CBOs, faith-based organizations, and private sector organizations that send relief teams to the affected area. It is critical all organizations offering such services through the EOC and do not self-deploy to shelters. Relief teams arriving on-site at shelters who have not been vetted and formally activated should not be allowed entry and should be redirected to the EOC. This includes attempts to set up services in the parking lot or other facility grounds.

2.2.5 Demobilization

Demobilization is the return to normal operating procedures, both for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as

possible and will differ somewhat depending on the animal care critical tasks engaged and types of response tools used. However, all demobilization should address the following functions:

- **Termination of the emergency.** Emergency proclamations and public health mandates must be terminated following appropriate procedures.
- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.
- **Public Information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** Shelters, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

The following considerations should be incorporated in MCS operational planning and implementation.

2.3.1   Use of American Red Cross

The U.S. Congress has designated the ARC as a direct partner with local government in helping to fulfill government's legal responsibility for providing care and shelter for its citizens in a disaster. The partnership between Solano County and the Solano County ARC requires cooperative efforts during the preparedness phase to clarify roles and responsibilities. The County may also work in cooperation with other volunteer disaster assistance organizations, such as Voluntary Organizations in Disaster (VOAD), to provide shelter, care, and other disaster relief service. While the Solano County Red Cross is considered co-lead in a disaster, it may take up to two days to activate. In a major disaster where there is widespread damage, the national resources of the ARC may not fully mobilize until a few days after the event. Until the ARC arrives, the County will coordinate the supply of personnel and resources to manage shelter operations.

2.3.2   Timing

Shelters take significant time to identify, activate, establish, and have ready to receive guests. Resources may need to be mobilized as much as 48 hours prior to the start of an evacuation, if feasible, to have sufficient capacity in place once the evacuation order is given.

2.3.3   Location

The transportation assets needed to carry out evacuation are based on the number of people needing evacuation, availability of privately owned transportation, number of evacuees with special mobility and medical needs, the time available to conduct evacuation operations, and the distance to and availability of shelters. If shelters are located too far away, transportation assets may be able to only make one trip. It is critical to identify shelters that are as close as safely possible. The designation and distance to household pet shelters or shelters that will accommodate pets is also important.

2.3.4   Individuals with Disabilities and Access and Functional Needs

Traditional approaches and delivery systems for notifications and information about MCS services may not fit the requirements of people from multiple cultures, those with limited English proficiency (LEP), those digitally challenged, and individuals with DAFN. These populations may require accommodations to receive and effectively utilize emergency communications about MCS. Community stakeholders, home-based care service providers, and other representatives from these communities can often provide valuable guidance, strategies, and assist MCS staff in identifying the best ways to communicate and support to ensure equitable support.

The PIO will take steps to ensure that the use of interpreters, translators, and assistive technologies is available to make certain that messages can be received by all populations, including those who are site-impaired, hearing-impaired, and those with limited English proficiency or non-English speaking. It is critical to ensure all shelter staff are trained and comfortable using assistive technologies to support the clients.

When providing shelter to the public, consideration for older adults and individuals with DAFN will be required. Ask individuals what they may need to accommodate their stay at a shelter. Individuals that come with their durable medical equipment may require provisions to find replacements. Some individuals unable to bring their equipment will need resources provided for them at the shelter; these individuals will not be excluded and will need to be supported.

Some methods of providing accommodation include (this list is not exhaustive):

- Availability of personal services assistants (PSA) specific to the activities of daily living (e.g., aiding in restrooms, assistance getting dressed, grooming, bathing, etc.). Examples of PSAs include In-Home Support Services (IHSS) workers and local home health agencies. This will be necessary if the nurses are understaffed.

- Allowance of caregivers or accompanying PSA and the provision of protective equipment for individuals who accompany survivors.
- Providing access to certified American Sign Language (ASL) interpretation through an ASL or Disaster Response Interpreter (DRI) or via Video Remote Interpreting (VRI) services to assist individuals who are deaf or hard of hearing.
- An established process and place for survivors to request DAFN-specific resources, such as Durable Medical Equipment, privacy screens, quiet room, etc.
- Handouts in multiple languages, large print, interpreting support (e.g., using pictograms, plain language, low literacy, clear signage).
- Ensuring a process of delivering/facilitating individual assistance (IA) programs and services for individuals with DAFN.
- Feeding plans that account for dietary needs (e.g., allergies, restricted diets, soft foods, etc.) and culturally appropriate foods.
- Provision of transportation/paratransit for survivors to arrive and return home.

Additionally, pharmaceutical medications and consumable medical equipment may be necessary to maintain the health and safety of the survivors. Some members of the community maintain their independence with an in-home caregiver; therefore, planning for the utilization of IHSS staff or a personal care attendant to assist with the activities of daily living will be necessary.

Partnering with Whole Community stakeholders results in more inclusive and integrated emergency planning. Coordinate with your local independent living centers, regional centers, Areas on Aging, agencies serving the deaf and hard of hearing, paratransit providers, and other CBOs that support individuals with access or functional needs.

The AFN Unit Leader is responsible for ensuring that the needs of the DAFN community are met. They may request support from the Functional Assessment Service Team (FAST) program. The FAST program trains and deploy people who have a background in working with or caring for people with DAFN. During disasters or emergencies, these trained FAST members can be deployed to emergency shelters or other areas, such as mass feeding operations or assistance centers to assist those in need.

2.3.5 Religious and Cultural Considerations

Religious and cultural considerations should be considered when providing MCS services. Areas to pay attention to include language needs (shelter information should be provided in the languages spoken in the community), dietary needs (whenever possible, plan menus to incorporate ethnic preferences and religious restrictions), dormitory layout (survivors may have preferences that require separation of males and females or close quartering of families), requests related to religious observance (e.g., room to accommodate prayer), and other cultural, religious, or ethnic customs. Additionally, establish support and accommodations for needs related to gender identity and sexual orientation for lesbian, gay, bisexual, transgender, queer, questioning, intersex, or asexual (LGBTQIA+) communities and individuals.

2.3.6 Undocumented Clients

Immigration enforcement threats have led immigrants to question whether it is safe to seek shelter, even at times of crisis when there are no good alternatives. Rumors of immigration enforcement at emergency evacuation centers, for example, reportedly kept people from emergency shelters after a recent wave of forest fires. Fears of immigration enforcement deter immigrants in need from using critical shelter services; shelter registration processes should accommodate individuals who may be reluctant to provide personal identifiable information.

2.3.7 Animals

Considerations for the transportation, sheltering and care of animals, including, but are not limited to, the following:

- **Service Animals.** The ADA defines service animals as any guide dog, signal dog, or other animal individually trained to provide assistance to an individual with a disability including, but not limited to guiding individuals with impaired vision, alerting individuals with impaired hearing, providing minimal protection or rescue work, pulling a wheelchair, or fetching dropped items. Under the ADA regulations, service animals have access to the same facilities as the humans they serve.
- **Household Pets.** The tracking, embarkation, transportation, care, feeding, and sheltering of household pets can significantly impact the ability to safely shelter the general population. Solano County will consider alternative methods for owner and pet evacuation, such as identifying and providing locations to which household pets may be evacuated; providing logistical support for the care, immunization, and quarantine of household pets; providing specifications for vehicles that can be used to evacuate household pets; coordinating with private industry for household pet evacuations; and, planning for the co-location of pet shelters near general populations when possible.

More information about animal care can be found in the Animal Care Annex.

2.3.8 Decontamination

The County will retain primary responsibility for victim screening and decontamination operations, when necessary, in response to a HAZMAT (hazardous materials) incident.

2.3.9 Incident Status Information

It is important to keep the public informed on the incident status. Survivors are likely to be especially interested in information related to their impacted neighborhood and community areas. Therefore, message boards must be updated regularly. If radio listening or television viewing options are made available within shelters, these should be sequestered away from the common area so that survivors

can listen or view news at times of their choosing. Some survivors may find it difficult to listen to around-the-clock coverage of disaster information.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

MCS operations are conducted through the Mass Care and Shelter Branch within the Operations Section of the EOC. This branch will work in collaboration with the Medical/Health Branch to provide mental health, public health, and emergency medical services. Mass Care and Shelter will also work with the Animal Care and Welfare Branch.

The following positions/units support MCS operations within the Mass Care and Shelter Branch:

DAFN Unit Leader: The DAFN Unit Leader will work to coordinate response activities and resources and support partnerships with Volunteer Organizations Active in Disaster (VOAD) and other CBOs and faith-based organizations (FBOs) required for ensuring equitable, quality response during an activation.

Care and Shelter Unit: The Care and Shelter Unit coordinates the provision of mass care services for impacted populations. May work with the other Mass Care Branch Units, the American Red Cross, and other government, nongovernment, and community-based organizations as well as private industry (hotels, motels, and dormitories).

Feeding Unit: In collaboration with CBOs, FBOs, and VOAD, the Feeding Unit is responsible for coordinating feeding in congregate and non-congregate / modified shelters. This may include, but is not limited to, the purchase and distribution of prepackaged foods, onsite meal preparation, or coordination with CBOs or private entities to provide necessary services.

3.2   ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for this operational function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1   Solano County Health and Social Services Department

Type: County	Role: Lead
Responsibilities	
Identify mass care and shelter assets and services being employed during a disaster.	
Resolve any major problems or gaps which may surface related to mass care and shelter operations activities.	
Provide assistance in coordination of the following areas: • On-site assistance to disaster workers and survivors • Disaster counseling • Individual and mass feeding • Nursing care • Provision of and operation of emergency shelter facilities • Assistance in the registration and identification of survivors and emergency workers • Assistance in administration and supervision of disaster relief operations • Distribution sites for provisions of basic needs supplies, such as food, water, clothing, etc.	

3.2.2   American Red Cross, Solano County

Type: Non-Profit	Role: Co-Lead
Responsibilities	
Develop and train volunteers and professional staff in shelter operations and disaster preparedness education.	
Provide staff and resources for the following tasks at shelter sites: • Emergency shelter • Fixed and mobile feeding • Emergency first aid • Behavioral health support • Disaster welfare inquiry support • Client Assistance Cards (CACs) for financial assistance • Family reunification	
Provide individual disaster assistance to clients that are not in shelters, which includes assistance with emergency food, rent, minor home repairs, clothing, critical medicines, and other life essentials.	

3.2.3   Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	

Type: Government (County)	Role: Coordinator
Responsibilities	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.4 Resource Management Department, Environmental Health Division

Type: County	Role: Support
Responsibilities	
Coordinate sanitation services with regard to food handling, mass feeding, medical and human waste disposal, and other emergency related facilities.	
Determine the safety of the water supply and the safe use of potable water.	
Identify, control, and eradicate harmful conditions in the environment.	

3.2.5 Solano County Sheriff's Office

Type: County	Role: Support
Responsibilities	
Assist with coordination of security and law enforcement resources that must be maintained in evacuation, shelter, and feeding operation sites.	

3.2.6 Animal Care Services

Type: County	Role: Support
Responsibilities	
Coordinate the sheltering of pets during a sheltering event.	
Provide temporary shelter for stray animals, including small animals, large farm animals, and exotic animals.	

3.2.7 Community Volunteer Organizations Active in Disaster

Type: Non-Profit	Role: Support
Responsibilities	

Member organizations will assist with the following:

- Selecting and operating mass care facilities
- Providing food, equipment, and supplies to support mass care facilities
- Providing an orderly transition from mass care to separate family living
- Providing the basic necessities of life to persons unable to provide for themselves as a result of a disaster.
- Obtaining temporary housing and other aid for displaced persons
- Providing counseling and emotional support to shelter clients.

3.2.8 Schools

Type: Public and Private	Role: Support
Responsibilities	
Provide resources such as facilities, food, equipment, and supplies to support mass care facilities.	

3.2.9 Solano County Fire Agencies

Type: Local	Role: Support
Responsibilities	
Ensure the availability of necessary fire prevention equipment for shelters.	
Provide fire watch support to enhance fire safety of buildings/facilities.	
Assist in the determination, control, and abatement of health and safety hazards at shelters.	
Provide emergency medical and paramedic services.	

3.2.10 Department of Health and Human Services Divisions

3.2.10.1 Medical Services and Public Health Division

Type: County	Role: Support
Responsibilities	
If a Medically Fragile Shelter is established, Public Health will coordinate staff and resources in support of the shelter operations.	
Procure, allocate, and distribute medical personnel (e.g., public health nurses), supplies, equipment, and other resources as necessary.	

Support the prevention of the spread of communicable disease and disaster-related illness within the shelter.

3.2.10.2   Mental Health Division

Type: County	Role: Support
Responsibilities	
Make counselors available to shelter facilities to provide mental health services.	
Coordinate resources for the continuation of care and treatment for those clients currently residing within the mental health system who are impacted by the disaster.	

3.2.10.3   Adult Protective Services

Type: County	Role: Support
Responsibilities	
Act as an advocate for adult sheltered citizens during a disaster.	

3.2.10.4   Child Welfare Services

Type: County	Role: Support
Responsibilities	
Act as an advocate for minor sheltered citizens during a disaster.	
Responsible for reunification of unaccompanied minors.	

3.2.10.5   In-Home Supportive Services

Type: County	Role: Support
Responsibilities	
Be prepared to accompany clients to the shelter.	
Have a plan for ongoing support of clients.	

3.2.11 California Department of Social Services

Type: State	Role: Support
Responsibilities	
Serve as the lead agency in coordinating State Agency Care and Shelter response to support local operations.	
Provide departmental personnel and other resources to function in Disaster Assistance Centers (DACs) upon request of the Director of Cal OES.	
Coordinate the capabilities of County social services departments (or similar agencies) to respond to the disaster (for mutual aid).	
Recommend interregional transfer of evacuees or resources to equalize distribution of the evacuee caseloads.	
Lead Functional Assessment Service Team (FAST) program activities.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

No additional agreements, plans, or procedures have been identified to support MCS operations.

Individuals unable to locate a loved one displaced due to disaster may reach out to the Red Cross by calling 1-800-RED-CROSS where an agent will collect their information and share it with members of the Red Cross Reunification team for action. This information should be integrated in public messages.

Staff my email reunification@redcross.org to learn more about the aspects of the Red Cross reunification program that are currently available to the County and its constituents.

4.2 STAFFING AND PERSONNEL

The state has a contract with ServePro and can request Bio-Cleaning at each activated shelter; this includes dedicated ServePro technicians stationed at each shelter where Bio-clean is requested. These teams conduct an hourly cleaning service disinfecting all surfaces with a cleaner designed to mitigate the spread of communicable disease. Additionally, spot cleaning of known issues, spills, and accidents are also covered in the statement of work. These teams dispose of all trash associated with cleaning/disinfecting. (This contract can only be activated if the OA does not have the financial means to enter into a contract with their local ServePro affiliate, or their affiliate lacks the capabilities required to support Bio-Clean level service and is likely only available during presidentially declared disasters as a result of pandemic.)

4.3 DATA MANAGEMENT AND TECHNOLOGY

Cal OES GIS Data Hub - https://gis-calema.opendata.arcgis.com/ - public data layers and mapping applications for situational awareness, including open shelters during emergencies.

ARC Safe and Well website – http://www.redcross.org/safeandwell - tool that people can use to let their loved ones, friends and colleagues know that they are safe.

4.4 EQUIPMENT AND SUPPLIES

No additional equipment or supplies related to MCS operations have been identified.

4.5 FACILITIES

The County currently has access to two sheltering locations if needed during a disaster:

- **Solano County Fairgrounds (Vallejo, CA).** The Solano County Fairgrounds are owned by the County and can be used during a disaster if the space is available. Solano County Fairgrounds should be the priority shelter site due to its ownership by the County.
- **Dixon Fairgrounds (State-Owned – Dixon, CA).** The Dixon Fairgrounds are owned by the State and require permission from the State before it could be used during a disaster. Request for use of the fairgrounds will be coordinated through the County Animal Care and the Department of Agriculture and must be supplemented by a mission number request through Cal EOC. Dixon Fairgrounds should be the second priority site due to lack of County control.

At the time of disaster, a shelter will be identified that accepts companion animals in compliance with AB 781.

5 FUNCTION-SPECIFIC TRAINING

5.1 FEMA INDEPENDENT STUDY

Mass Care and Sheltering preparedness, response, and recovery courses available through FEMA Independent Study are:

- IS-368 Including People with Disabilities & Others with Access & Functional Needs in Disaster Operations
- IS-405 Overview of Mass Care / Emergency Assistance Overview

5.2   FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

Mass Care and Sheltering preparedness, response, and recovery courses available through FEMA residential, non-residential, and indirect courses are:

- E0418 Mass Care – Emergency Assistance Planning and Operations
- E0419 Mass Care – Emergency Assistance Shelter Field Guide Training for State and Local Communities
- G108 Community Mass Care and Emergency Assistance
- G418 Mass Care / Emergency Assistance Planning and Operations

5.3   ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- MGT-403 Underserved Populations Preparedness Planning for Rural Responders and Volunteers, Rural Domestic Preparedness Consortium
- MGT-405 Mobilizing Faith-Based Community Organizations in Preparing for Disasters, Rural Domestic Preparedness Consortium
- Any additional training mandated by state or federal regulations

6   FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1   AUTHORITIES

The following authorities regulate activities outlined in this plan:

- California Emergency Services Act, California Government Code, Section 8550-8668.
- California Emergency Plan (California Government Code, Section 8850 et seq.). The provision of Emergency Welfare Services falls within the authority of State supervised and County administered public social services. In case of an officially declared State of an emergency, and pursuant to the rules and regulations of the California Emergency Council, "State, regional and local government employees will become disaster workers; duties may include support of the American Red Cross." The Director of the Solano County Department of Health and Social Services is designated to act as the Coordinator of Care and Shelter for the Operational Area.
- Health and Safety Code Section 34070 – 34072. Local government is to provide or contract with recognized community organizations to make emergency or temporary shelter available for people made homeless by a natural disaster or other emergency. California's State Emergency Plan, the California Standardized Emergency Management System, and National Incident

Management System (NIMS) puts local government at the first level of response for meeting the disaster needs of people in its jurisdiction.

6.2   REFERENCES

The following references were used in the creation of this plan:

Federal

- Federal Emergency Management Agency (FEMA). (2010). *Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters*. Retrieved from https://www.fema.gov/pdf/about/odic/fnss_guidance.pdf
- Federal Emergency Management Agency (FEMA). (2020). *Mass Care / Emergency Assistance Pandemic Planning Considerations*. Retrieved from https://www.fema.gov/sites/default/files/2020-06/mcea_pandemic_planning_considerations_guide.pdf
- National Mass Care Strategy. (2022). *The National Mass Care Strategy*. Retrieved from https://nationalmasscarestrategy.org/

State

- California Department of Education. (2022). *School Safety Checklist*.
- California Office of Emergency Services (Cal OES). (2020). Integrating Access and Functional Needs within the Emergency Planning Process: Best Practices for Stakeholder Inclusion. Retrieved from: https://www.caloes.ca.gov/wp-content/uploads/AFN/Documents/AFN-Library/Cal-OES-Best-Practices-for-Stakeholder-Inclusion-June-2020.pdf
- California Office of Emergency Services (Cal OES). Sheltering Guidance. Retrieved from https://www.caloes.ca.gov/office-of-the-director/policy-administration/access-functional-needs/sheltering/
- Federal Emergency Management Agency (FEMA). (2010). Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters. Retrieved from https://www.fema.gov/pdf/about/odic/fnss_guidance.pdf
- Federal Emergency Management Agency (FEMA). (2020). Mass Care / Emergency Assistance Pandemic Planning Considerations. Retrieved from https://www.fema.gov/sites/default/files/2020-06/mcea_pandemic_planning_considerations_guide.pdf
- National Mass Care Strategy. (2022). The National Mass Care Strategy. Retrieved from https://nationalmasscarestrategy.org/

Local

- Solano County Public Health (2019). Patient Family Reunification Kiosk Field Operating Guide.

ANNEX E: MASS FATALITY

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano County Sheriff's Office

Support Agencies and Organizations	• Solano Office of Emergency Services • Solano County Public Health • Local Fire Agencies • Hospitals and Healthcare Facilities

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

This Annex to the Solano County Emergency Operations Plan (EOP) guides the activities associated with managing fatalities in which the numbers exceed or have the potential to exceed Solano County's resources or for complex incidents (e.g., mass shootings). When used with other referenced plans, manuals, and protocols, this Annex outlines the Solano County integrated response to a mass fatality incident to facilitate the investigation, recovery, identification and tracking of the deceased; timely and accurate notification to the families; and proper transport, storage, and final disposition, while maintaining the dignity and respect of the deceased and accommodating the beliefs and expectations of the affected populations to the extent possible. The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

This Annex outlines the management of a mass fatality incident occurring within Solano County, its municipalities, and unincorporated areas of the county. This Annex applies primarily to incidents that exceed the day-to-day capabilities of the Solano County Sheriff - Coroner's Office, thus requiring maximum coordination and efficient use of related resources through the Solano County Emergency Operations Center (EOC).

A mass fatality is defined as an incident involving multiple deaths that overwhelms the routine daily capability of the Coroner's Office. An incident may be treated as a mass fatality regardless of the number of deceased if there is a shortage of staff or other resources, such as facility availability, storage capacity, supplies and equipment, or other factors that stress the day-to-day capabilities of the Coroner's Office.

This Annex provides a broad overview of the common types of mass fatality incidents, tools used in response, and the coroner's role in the larger response framework and points to additional planning, guidance, and regulations that exist to support such a response. It is not intended to provide specific guidance regarding the standard operations of the Coroner's Office but to provide mass fatality management guidance to support field operations, provide accurate information to the EOC, update overall situational status, and enhance coordination amongst Operational Area departments during a mass fatality event.

1.2.1 Functional Objectives

The overall objectives of mass fatality services provided during an incident impacting Solano County will be to:

- Recover and identify human remains.
- Ensure adequate and proper storage of remains, identifying methods and resources for temporary storage when an incident exceeds the capacity of community resources.
- Provide information and assistance to surviving family members in an equitable manner.
- Provide accurate and timely information to the media and public, as appropriate.
- Collaborate with operational partners.

1.2.2   Critical Tasks

Critical tasks in a mass fatality incident that may be supported and coordinated through the EOC include:

- Ensure scene safety. Provide for decontamination if required.
- Secure the incident scene and facilitate any potential criminal investigation.
- Conduct death investigation.
- Identify and secure mutual aid contracts and other means for resources as necessary.
- Recover human remains, personal effects, and evidence from the scene.
- Transport remains and provide for storage, using temporary and permanent resources.
- Provide for medical examination and identification of remains.
- Provide death notification to next of kin, being considerate of cultural practices to the extent possible.
- Establish a temporary morgue, if required.
- Provide information, mental and spiritual care, and other services for family members by opening and operating a Family Assistance Center (FAC).

1.3   PLANNING ASSUMPTIONS

Assumptions made in the creation of this Annex include the following:

- The Solano County Coroner's Office has legal authority over all deaths in Solano County and would assume control of body recovery and identification during a mass fatality.
- A mass fatality incident can be the result of several types of hazards, including natural, technological, and human-caused, and may develop quickly with little to no warning.
- An incident that involves chemical, biological, radiological, nuclear, and explosive (CBRNE) agents may require decontamination at the scene prior to recovery and investigation.
- A mass fatality incident will likely include mass casualty response and will require close coordination with the Medical and Health Branch in the EOC.
- The number of decedents could exceed the capacity of the Solano County Central Morgue, which has a day-to-day capacity of 30-33 decedents. A temporary morgue will likely need to be established.

- Hospitals and medical centers in the County have their own mass fatality management plans and will be coordinating with the EOC for identification and tracking.
- A mass fatality incident will likely be treated as a crime scene until it has been formally cleared, requiring coordination with public safety agencies; federal agencies will lead the response in an aviation, railway, or terrorism incident.
- Family members will come to the incident site or other central location expecting information on their loved ones.
- Human remains recovery may be delayed due to safety concerns, including contamination from hazardous materials.
- Interest from the public and the media will be significant and will need to be managed appropriately.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting mass fatality response operations in Solano County. An effective response requires coordination at all levels of government, the public, private sector, and non-profits.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of the need for mass fatality functional support may come from both internal and external resources, such as from the Sheriff/OES or police, local media, or the public (e.g., mass shooting).

The Solano County Sheriff's Office and Coroner's Office should be notified immediately of incidents with the potential for a mass fatality support element by contacting 707-784-7500 during normal business hours or by contacting 707-421-7090 after hours.

2.2.2 Activation

This Annex may be activated and implemented under any of the following circumstances:

- The Solano County Sheriff's Office or Office of Emergency Services (OES) directs that the plan be implemented.
- The Coroner Manager has determined that the number of deaths exceed the number that can be managed by available Solano County Coroner Office resources.

- The County has proclaimed a local emergency that involves a need for mass fatality support and coordination.
- Requests for mutual aid have been received from Cal OES for mass fatality support in other jurisdictions.

The Coroner/Fatalities Management Group in the Law Enforcement Branch of the Operations Section is activated during any mass fatality incident. Additional law enforcement personnel can be contacted via internal communications or dispatch.

2.2.3   Mobilization

During an incident affecting Solano County and requiring support for mass fatality services, the Solano County Sheriff – Coroner's Office will conduct an initial assessment of needs, including an assessment of damages to resources key to supporting mass fatality services.

- **Assess damages.** Contact and coordinate with key operational partners to assess damages and potential impacts to the ability to provide mass fatality support services.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section for supply and resupply as needed; activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records for submission for reimbursement.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments.
- **Establish communications.** Coordinate with the EOC Public Information Officer (PIO) to ensure that public information about mass fatality operations is released.

2.2.4   Operations

Early recognition of an incident with mass fatality implications will greatly increase the effectiveness of the response. Upon official notification of an actual or potential incident, Solano County Sheriff's Office, in collaboration with the local health care community through the Medical Health Operational Area Coordinator (MHOAC) and Solano OES, will allocate available resources and identify the need to obtain additional resources. Mass fatality operations are coordinated by the Coroner / Fatalities Management Group in the Law Enforcement Branch of the Operations Section of the EOC.

2.2.4.1   Management of the Mass Fatality Incident Scene

Incident Command is used to manage all field tactical components of a mass fatality incident. The Sheriff/Coroner serves as the Incident Commander (or a member of Unified Command). The on-scene Operations Section is responsible for developing key branches, including an incident site recovery branch, a security branch, a mortuary branch (that manages the admitting, processing, and disposition of remains at the temporary morgue), and the FAC Branch.

The mass fatality incident scene management is focused on recovery of human remains. The scene location should be gridded to support accurate recording of locations. Description of all remains must be documented and photographed. Recovery of all remains is not only important in identifying the deceased but is also essential forensic data for helping to understand the cause of the incident.

The scene of the incident must be secured as soon as possible, and non-authorized persons should be kept from disturbing the site. No remains or material of any sort should be removed from the site until it has been completely documented and a chain of custody completed. Security also allows the recovery team to work undisturbed, keeps self-presenting volunteers from site entry, and keeps the remains from view of public.

Mutual aid may be requested to support incident site recovery operations.

2.2.4.2   Establishing Morgue Operations

The County Central Morgue's capacity could be quickly exceeded during a mass fatality event. As a planning number, 15 or more deaths is likely to exceed the capacity of the morgue. In such cases, a temporary morgue will need to be set up to conduct morgue operations. Key tasks of the morgue include:

- Identification of human remains using x-rays, forensic dentistry, fingerprinting, pathology, and interview data.
- Securing, escorting, storing, and releasing the property of the deceased.
- Photographing and recording the findings of the processing team.
- Investigating circumstances of death (cause/manner of death) in support of the Sheriff/Coroner (or Medical Examiner, if assigned).

The morgue must be secured; family members are not allowed into the morgue, but rather should communicate with officials at the FAC. The morgue staff members need to work without disruption. All human remains will be controlled by the morgue escort team, from intake, throughout the remains identification process and until the release. No remains are released without the final signature of the death certificate by the Coroner (or medical examiner), and the acceptance of the remains by the receiving funeral director. The funeral director arranges for transport of the remains.

Funeral homes within the County have space for approximately 100 deceased. The County has communicated potential needs to various funeral homes and has received verbal commitments of support.

Solano County Public Health Department will support temporary morgue operations. Additional support can be obtained through the EOC Logistics Branch.

2.2.4.3   Establishing a Family Assistance Center

The FAC is a secure facility established as a centralized location to provide information and assistance about missing or unaccounted for persons. Death notifications will happen separately according to the

procedure outlined in Section 2.3.1. The FAC provides a safe location for families to gather and assures them of access to information, resources, and amenities. It also provides a central location for public officials to have access to the families to gather information in support of remains identification.

A family member is any individual that considers themself to be a part of the victim's family, even if there is not a legal familial relationship. This is distinguished from the legal next of kin, who may be the legally authorized individual(s) with whom the Sheriff/Coroner coordinates or who is authorized to make decisions regarding the decedent.

The EOC would establish and coordinate the FAC. The key operational elements include:

- **Reception and Registration.** Information/documentation is received from visitors regarding the missing/deceased person. Reception provides an overview of the FAC operations to visitors. Reception also assists with assessing visitors' immediate needs (e.g., first aid or behavioral health support). Security is provided at the reception area.

- **Family Briefings.** Briefings are a core component of FAC operations and provide the structure of updating family members of deceased and missing persons. (This is for updates only – initial notification is provided according to Section 2.3.1.) These are typically done in person with the families but can also be provided to families via conference calls. Families will be made aware of situations before information is released to the media. The briefing should be made by the key individuals in charge of operations, such as the Sheriff/Coroner or FAC Director.

- **Victim Identification Services.** These services have the goal to collect antemortem information from families to support the positive identification process. They do this by conducting family interviews, which can typically take 2-3 hours to conduct and to enter the data. The specific antemortem data needed includes physical descriptions, jewelry, characteristics (tattoos, scars, birthmarks), dental records, and a DNA reference sample. Victim Identification Service interviews should be conducted by personnel trained to deal with grieving individuals.

- **Behavioral Health Services.** Solano County Behavioral Health can provide mental health services for families, volunteers, and staff members. Behavioral health services may include crisis intervention, mediation, management of "at risk" family members, and child/adolescent counseling.

- **Spiritual Care Services.** Spiritual care services may be provided through interdenominational pastoral counseling for all who request support. They may provide a religious service if requested. Spiritual care team members also provide support to the behavioral health staff, including Psychological First Aid.

- **Call Center Operations.** The objective is to establish a communication link between the FAC and families (or other members of the public) that are seeking information about their loved ones. The call center also collects "missing persons" reports. The call center will coordinate FAC information within the Solano JIC.

- **Other key services.** The FAC may provide food to family and staff, a comfortable meeting place, translation and interpretation services, childcare services, death notifications, and medical/first aid services. The MHOAC may coordinate with local hospitals to track patient and victim information.

Authority for release of the incident site remains with the Incident Commander and must be confirmed safe for public reentry. The temporary morgue will be cleaned and disinfected prior to closure. The FAC will close once the need for coordinated support of family assistance has ceased and associated services (e.g., mental health support) can be transferred to departments and agencies under their routine provision of care.

2.2.5   Demobilization

Demobilization is the return to normal operating procedures, both for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat depending on the type of health and medical response and types of response tools used. However, all demobilization should address the following functions:

- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents will be turned into and maintained by the Planning Section Documentation Unit or other staff as assigned.
- **Public Information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

2.3.1   Death Notifications

This Annex is activated in the instance of multiple fatalities. Under the auspices of notifications covered by this Annex:

- Each family should be notified separately by the death notification team.
- Notifications should be provided privately.

- The death notification team should expect on-scene convergence of family members.
- Realistic expectations should be set for next of kin.
- Effective communication should be maintained between jurisdictions as necessary.
- In cases where a criminal suspect may be among the deceased, it is best not to use the same death notification team for victim families and the next of kin of the deceased criminal suspect.

Death notifications will be managed by the Solano County Sheriff – Coroner's Office. Death notifications should adhere to the following process:

- **Step 1** Select the death notification team and prepare to answer questions about the decedent.
- **Step 2** Prepare to deliver the death notification.
- **Step 3** Deliver the notification as soon as possible, with consideration to cultural practices.
- **Step 4** Follow up with the next of kin within 24 hours to offer an opportunity to ask additional questions, provide personal effects, any necessary media intervention, and any additional resources.

2.3.2 Religious and Cultural Considerations

Religious and cultural considerations should be considered when providing family assistance services. Areas to pay attention to include language needs, requests related to religious observance (e.g., room to accommodate prayer), and other cultural, religious, ethnic customs, or dietary needs.

2.3.3 Personal Effects

Personal effects are a critical component of recovery operations. Care should be taken to gather effects with care to ensure proper return to survivors or surviving family members. Property found with the deceased should be transported with the remains. All unidentified personal effects should be collected, tagged, and cataloged prior to transport to a storage location.

Personal effects found at the incident site will often include property belonging to survivors who left the scene or were transported for medical care. In such instances, the amount of property at the site may far exceed the number of deceased. Collection and documentation of effects in such instances can overwhelm local response resources as well as storage capacity. Mutual aid and/or contract support may be necessary in such instances.

2.3.4 Responder Consultation Follow Up Support

Research and experience indicate that staff members working in disaster relief are as vulnerable to the same stress as the victims they seek to help. Critical Incident Stress Debriefing (CISD), consultation, and/or counseling should be made available to first responders and frontline workers. Recipients will typically include staff from law enforcement, fire, emergency medical services, hospitals, public health nursing, public utilities, Red Cross, volunteers, and mental health.

If possible, debriefings should be conducted by contractors, peer supporters, or Solano County Behavioral Health staff members who were not at the incident site, morgue, or the FAC themselves. If that is not possible, staff should be encouraged to conduct their own interim debriefings until such time as another person can provide the debriefing. An outside facilitator may be used. Debriefings should be done at the end of each shift if possible. Ideally CISD's should be done weekly and at the end of the operation.
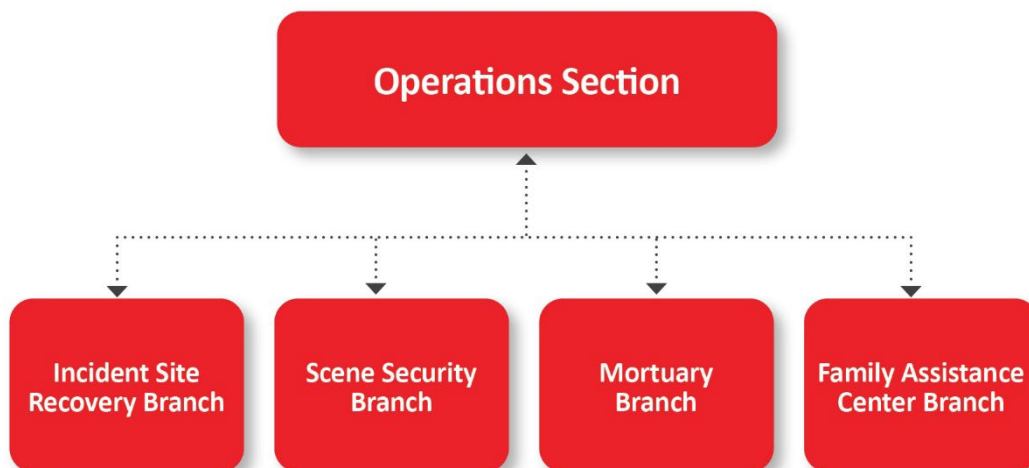
2.3.5   Federal Operations

In certain instances, fatality management operations will be led by federal agencies, including aviation and railway incidents and suspected acts of terrorism. For aviation or railway incidents, the National Transportation Safety Board (NTSB) will be responsible for all aspects of the incident, including fatality management and family assistance. The Federal Bureau of Investigations (FBI) will lead the response for an act of suspected terrorism. Local law enforcement and other local organizations will provide a support role in such instances.

3   ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1   ORGANIZATION

The on-scene Incident Command Operations Section is responsible for developing key branches, including an incident site recovery branch, a security branch, a mortuary branch (that manages the admitting, processing, and disposition of remains at the temporary morgue), and the FAC Branch.

3.2 ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for this operational function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1 Solano County Sheriff - Coroner's Office

Type: Government (County)	Role: Lead
Responsibilities	
Lead mass fatality response efforts as Incident Commander.	
Manage personnel, equipment and resources related to human remains recovery, identification, storage, and disposition.	
Provide death notification to decedent's next of kin.	
Conduct Victim Identification Service interviews including collection of antemortem information from families, likely at the FAC.	
Follow field procedures for establishing and operating a FAC.	
Coordinate public information with County PIO.	

3.2.2 Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	

Provide resource management in support of the incident.
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.
Activate public alert and warning.
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).

3.2.3   Solano County Public Health

Type: Government (County)	Role: Support
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.4   Solano County Fire Agencies

Type: Government (County/Municipal)	Role: Support
Responsibilities	
Coordinate with law enforcement for mass casualty and mass fatality efforts, including rescue and recovery, triage, and transport.	
Provide decontamination of remains at the incident site if necessary.	

3.2.5 Medical Health Operational Area Coordinator

Type: Government (County)	Role: Support
Responsibilities	
Coordinate with hospitals and health care facilities for resources and support.	

3.2.6 Hospitals and Healthcare Facilities

Type: Sector	Role: Support
Responsibilities	
Provide space to support morgue surge capacity.	
Assist with signing of death certificates where applicable.	
Coordinate with the MHOAC.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

The following agreements, plans, and procedures support mass fatality operations:

- Coroner Mass Fatality Plan
- Coroner Family Assistance Center Plan

4.2 STAFFING AND PERSONNEL

Staffing for a mass fatality incident would primarily come from the Solano County Sheriff - Coroner's Office, which is staffed by:

- Lieutenant
- Sergeant
- Deputy Coroners
- Forensic Pathologists
- Forensic Technicians
- Office Assistant

If the incident exceeds the local capability of Solano County, the Sheriff's/Coroner's Office can request mutual aid, through Logistics at the EOC, from the Regional Coroner / M.E. Mutual Aid Coordinator.

4.3 DATA MANAGEMENT AND TECHNOLOGY

The following data management and technology resources support mass fatality operations:

- Cohero Case Management System

4.4 EQUIPMENT AND SUPPLIES

The Solano County Coroner's Office maintains a cache of supplies to manage a mass fatality incident. This cache includes, but is not limited to the following:

- Body bags and blue tags
- Clear baggies - for personal effects
- Black permanent markers – for marking exterior of body bags and recovery sites as necessary
- Flags/stakes for marking location of body, body parts, etc.
- Toe tags – sufficient tags with permanent marker/pens to permanently mark tags
- Biohazard containers (bags and boxes) for safe storage and disposal of biohazard debris
- Photographic equipment/film to document the scene, body locations, body parts, personal effects, etc.
- Field report forms
- Clip on identification badges for all personnel
- Portable Rapid Extraction Module (REM) devices (portable backboards)
- Personal Protective Equipment

4.5 FACILITIES

- The primary location for morgue operations will be the Solano County Central Morgue located at 520 Clay Street, Fairfield, California. If that site cannot accommodate the number of decedents or is compromised in another way, a temporary morgue may be set up.
- The Solano County Coroner operates a temporary morgue trailer that can be activated during a mass fatality incident.

5 FUNCTION-SPECIFIC TRAINING

5.1 FEMA INDEPENDENT STUDY

Mass fatality preparedness, response, and recovery courses available through FEMA Independent Study offerings include:

- IS-360 Preparing for a Mass Casualty: A Guide for Schools, Higher Education, and Houses of Worship

5.2   FEMA RESIDENTIAL/NON-RESIDENTIAL/INDIRECT

Mass fatality preparedness, response, and recovery courses available through FEMA residential/non-residential and indirect offerings include:

- G386 Mass Fatalities Incident Response Course

5.3   ADDITIONAL TRAINING

Mass fatality preparedness, response, and recovery courses available through other avenues include:

- AWR 232 Mass Fatalities Planning and Response for Rural Communities – conducted by Rural Domestic Preparedness Consortium.
- AWR-934-V13 Fatality Management for Mass Casualty Events – conducted by the Center for Domestic Preparedness.
- Coroner Mass Fatality Awareness – contact Cal OES
- Coroner Mass Fatality for Management – contact Cal OES
- Coroner Mass Fatality for Executives – contact Cal OES
- Any additional training mandated by state or federal regulations.

To support the integration of persons with disabilities and access and functional needs (DAFN) in incident response, trainings should incorporate DAFN planning considerations and representation.

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1   AUTHORITIES

The following function-specific authorities regulate activities outlined in this plan:

Federal
- United States Aviation Disaster Family Assistance Act, 2008
- United States Rail Passenger Disaster Family Assistance Act, 2008

California
- California Emergency Services Act, California Government Code § 8550-8668
- California Government Code § 8593.3 – Accessibility to Emergency Information and Services
- California Health and Safety Code - HSC § 103451

- The California Law Enforcement Mutual Aid System and Plan derives its authority from the CA Emergency Services Act (Gov. Code §8550, §8569, §8615-8619, §8632, §8668), the Master Mutual Aid Agreement, and the Emergency Management Assistance Compact (EMAC), an interstate mutual aid agreement.

6.2   REFERENCES

The following function-specific references were used in the creation of this plan:

- California Governor's Office of Emergency Services. *The California Mass Fatality Management Guide: A Supplement to the State of California Coroners' Mutual Aid Plan*. (2019). Retrieved from https://www.caloes.ca.gov/cal-oes-divisions/law-enforcement/mutual-aid-system/coroners-mass-fatality.
- California Governor's Office of Emergency Services. *Coroner's Mutual Aid Plan*. (2014). Retrieved from http://www.caloes.ca.gov/LawEnforcementSite/Documents/1%20-%20Coroners%20Mutual%20Aid%20Plan.pdf
- National Transportation and Safety Board. *Federal Family Assistance Plan for Aviation Disasters*. (2008) Retrieved from https://www.ntsb.gov/tda/Pages/tda-library.aspx
- National Transportation and Safety Board. *Federal Family Assistance Plan for Rail Passenger Disasters*. (2010) Retrieved from https://www.ntsb.gov/tda/Pages/tda-library.aspx

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano County Sheriff's Office

Support Agencies and Organizations	- Solano Office of Emergency Services - Solano County Department of Health and Social Services - Solano County Public Works - Fire Agencies - Law Enforcement - Solano Transportation Authority - ACES/RACES

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

The Solano County Protective Actions Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides an overview of the protective actions, agency roles and responsibilities, and overall guidance for the evacuation or shelter-in-place activities for residents and visitors of Solano County in response to incidents within the county. This Annex will provide a framework for the County to prepare for, execute, and communicate the safe and effective sheltering-in-place and/or the organized and managed evacuation of the Whole Community at-risk, to areas of safe refuge in response to a potential or dangerous environment. In addition, protective actions encompass the safe reentry of the population when feasible. The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

The Annex addresses protective actions within the County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary, such as when two or more communities are conducting evacuations simultaneously or when protective actions span multiple jurisdictions during the response and short-term recovery phases of an incident affecting Solano County, its municipalities, and unincorporated areas.

Protective actions, as referred to in this Annex, are evacuation and/or shelter-in-place actions taken in response to an incident taking place within the county or in response to a call for support from a neighboring jurisdiction to move people to safety or have them remain safe in place, while providing essential services and resources.

- **Evacuation** is the organized, phased, and supervised withdrawal, dispersal, or removal of civilians from dangerous or potentially dangerous areas and their reception and care in safe areas.
- **Shelter-in-place** is defined as the use of a structure to temporarily separate individuals from a hazard or threat.
- **Reunification** is the process of ensuring survivors of an incident are able to connect and find one another if separated.
- **Reentry** refers to the process of allowing access to previously evacuated or restricted areas.

1.2.1 Functional Objectives

The overall objectives of protective actions during an incident impacting Solano County will be to:

- Protect the health and welfare of the public during or immediately following an incident by implementing protective actions.
- Allow first responders to engage in first response activities without the concern for interference by or threat to the public.
- Collaborate with operational partners to execute protective strategies.
- Mitigate the displacement of individuals and families to the greatest extent possible while providing for the protection of life and prevention of bodily harm.
- Ensure that evacuees are provided equitable communications, access, and care.
- Provide property protection to the greatest extent possible while persons are displaced from their residences and businesses.
- Remove evacuation/shelter-in-place orders or provide for reentry as soon as it is safe to do so.

1.2.2 Critical Tasks

Critical tasks for protective actions that will be supported and coordinated through the Emergency Operations Center (EOC) include:

- Take decisive action based on all available information; be prepared to pivot as more information becomes known and/or as necessary.
- Provide public alert and warning messaging that is timely, actionable, culturally competent, and accessible to all populations served for each protective action.
- Begin sheltering-in-place or evacuation procedures.
- Support sheltering-in-place with clear directions, including ongoing communication about the type of threat and risk status.
- Support traffic control measures with adequate personnel, supplies, and equipment to facilitate rapid, safe, and effective evacuation strategies.
- Provide services and communications outreach, including culturally appropriate message translations, for all impacted populations who are sheltering-in-place or remain in occupied but affected neighborhoods.
- Provide medical treatment to affected populations.
- Communicate search and rescue needs to incident responders.
- Coordinate with Mass Care and Shelter operations early to provide temporary evacuation points (TEP) and shelters and organize reunification processes for displaced persons.
- Implement access control and security patrols in evacuated areas.

1.3 PLANNING ASSUMPTIONS

The following assumptions were taken into consideration during the development of this Annex:

- The County will coordinate within the operational area (OA) and with neighboring counites and the state regarding protective actions decisions.

- The inability to evacuate animals is a leading cause of evacuation failure during incidents. Failure to evacuate may endanger both the responders and the citizens. In addition, people will frequently try to reenter an area to retrieve animals left behind, putting them and personnel at risk. Protective actions need to be coordinated with the Animal Care Annex.

- The County will consider shelter-in-place as the default option when feasible. The decision to evacuate or shelter-in-place will be made based on situational awareness, factoring in the type and severity of risk, health, and safety concerns, sheltering capacity, and the condition of roadways and other transportation resources.

- If shelter-in-place is chosen as a protective action, specific shelter-in-place procedures must be communicated to the public based on the type of threat (e.g., hazardous material spill vs. armed aggressor).

- While some emergencies are slow to develop, others occur without warning. Hence, there may be time for deliberate evacuation planning, or an evacuation may have to be conducted with minimal preparation time. In the case of short notice evacuations, there may be little time to obtain personnel and equipment from external sources to support evacuation operations, and there could be little control over the evacuation start time.

- Most people at risk will evacuate when local officials recommend that they do so, but some individuals may choose not to evacuate. A general estimate is 80% of those at risk will comply when local officials direct an evacuation.

- The County will work to ensure the safety and well-being of those being evacuated, including individuals who may have historically and traditionally faced discriminatory treatment (e.g., undocumented, unhoused, limited English speakers) and those who may require transportation adaptations (e.g., registered sex offenders).

- The County will utilize the California standard statewide evacuation terminology when issuing protective action orders.

- There will be varying types of evacuees (children and unaccompanied minors, animal evacuees, spontaneous evacuees, and those with disabilities and access and functional needs [DAFN]) who will require different levels of support.

- If people must be evacuated or relocated, the primary mode of transportation for most people will be personal vehicles. However, transportation will need to be provided for people who do not have access to vehicles. During large-scale emergencies and large-scale population relocation/evacuation requiring the movement of large numbers of people, local transportation resources will be stressed.

- The evacuation of large numbers of people from vulnerable areas will stress the limited capabilities of roadways available for this purpose, potentially requiring substantial additional time to complete an evacuation. Consequently, an evacuation must be initiated as soon as feasible upon recognition of the threat.

- Evacuations will require a substantial level of personnel and equipment resources for traffic control, which could stress and/or exceed the capabilities of the County. Preplanning and incident action planning should include the deployment of mutual aid personnel and equipment to facilitate this process.

- The capacity of available public evacuation shelter facilities in and adjacent to the impacted areas may be limited, potentially requiring the full use of all shelters within the evacuation region. A high level of coordination will be necessary to effectively communicate protective action and shelter information to evacuees.
- Businesses or individuals may be willing to donate transportation services or loan transportation equipment during incidents and will need coordination to allow for the best use of resources.
- Transportation infrastructure (e.g., roads, bridges, and railways) may sustain damage during an incident, making it difficult to use some of the transportation assets that are normally available.
- Residents of the evacuated area will want to return to the area as soon as possible. Planning for reentry should begin as soon as the decision to evacuate has been made and communicated to the affected population.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting protective actions operations in Solano County. An effective response requires coordination at all levels of government and among organizations and agencies from the local level to national response managers, the public, and industry.

Solano County Sheriff's Office serves as the lead organization for protective action responsibilities and will be represented by the Law Enforcement Branch Coordinator in the EOC. The Evacuation Unit functions within the Law Enforcement Branch. It is responsible for supporting the development of incident-specific evacuation strategy and its implementation.

See more about organizational structure in Section 3.1.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of the need for protective action functional support may come from both internal and external resources, such as law enforcement patrol units, fire agencies, public health, local media, or the public.

Solano County Sheriff's Office should be notified immediately of emergencies with the potential for a protective action support element through the main dispatch number at 707-421-7090. The number is available 24 hours a day, seven days a week.

2.2.2   Activation

This Annex shall be activated and implemented under any of the following circumstances:

- Solano Office of Emergency Services (OES) directs that the plan be implemented.
- The Sheriff (or their designee) directs that the plan be implemented.

2.2.3   Mobilization

During an incident affecting Solano County and requiring or potentially requiring County and OA support for protective actions, Solano OES or Solano County EOC (if activated) will conduct an initial assessment of protective action needs, including an assessment of damages to resources key to supporting the function.

2.2.3.1   General

Mobilization begins with the identification of a threat or hazard that could lead to an evacuation or shelter-in-place order. The first activity is an initial notification of people, systems, and resources to establish incident command and management structures. Emergency management officials make coordinated decisions for protective actions and priorities, disseminating clear evacuation messaging to the public. Mobilization will likely happen concurrently with other phases for no-notice events and low-notice events.

The mobilization phase is characterized by:

- Notification and activation of EOC staff.
- Review of associated predeveloped plans, procedures, and protocols.
- Information gathering to create a common operating picture.
- Communication to identify any issues that may impact the implementation of an evacuation or sheltering operation (holidays, high tourism season, roadway construction, etc.).
- Coordination with potential risk and host area EOCs to identify populations at-risk, available evacuation routes, and possible host shelter destinations.
- Continual monitoring of the event for changes that may affect the movement of evacuees and any potential impacts on available resources.
- Development of incident-specific plans. These may include, as appropriate:
  - Decision points for shelter-in-place and/or evacuation (taking accessibility into account for evacuation timing).
  - Specific directions for shelter-in-place as decided and dependent upon the hazard.
  - Identification of specific shelter needs to support the evacuated population (e.g., TEPs, shelters, transportation of vulnerable populations, potential refuge options, phased shelter openings).

- o Identification of specific traffic management actions needed to maintain a smooth flow of traffic along evacuation routes to host shelters (e.g., traffic control points, barricade plans, contraflow operations).
- o Identification of specific public information actions needed to effectively communicate incident information to the public (e.g., essential elements of information, talking points, signage, map needs, creation of shelter information centers).
- o NOTE: For all incident-specific planning, the availability and need for resources – personnel, equipment, supplies, and facilities – should be determined and mutual or state aid requests enacted as needed.
- Creation of culturally competent, accessible public alerts and warning messages.
- Distribution of maps, fliers, and other protective action information to first responders and frontline workers.
- Exchange of critical information with key stakeholders (including local and state governments, agency representatives, and community and faith-based organizations [CBOs/FBOs]).
- Pre-deployment of personnel, supplies, and equipment to support notification, traffic management, transportation, and mass care operations (such as programmable message boards, Amplitude Modulation / Frequency Modulation [AM/FM] transmitters, tow trucks, gasoline tankers, transport buses, ambulances and medical personnel, and shelter management personnel).
- Release of inclusive public information through the EOC Public Information Officer (PIO).
- Activation of emergency information telephone lines, if necessary, to respond to inquiries from the affected population.
- Proclamation of a local emergency.

2.2.3.2 Host Areas

An evacuation will generate impacts outside the areas immediately at risk and may necessitate the use of local resources in nonthreatened areas to support the response. The EOC will determine whether activation of response operations in designated host areas outside the immediate area of impact is necessary. If so, the EOC will request adjacent jurisdictions and agencies to support the evacuation as follows:

- The OA may request host areas to implement mass care and shelter and traffic management in support of evacuations from risk areas. All EOCs within designated host areas may be requested to activate and prepare to initiate host response plans.
- In support of host response operations, neighboring jurisdictions/EOCs will be kept informed on incident information, including planning and implementation of protective actions.
- All jurisdictions within designated host areas may be included in any governor's proclamation of a state of emergency and all requests by the governor for major disaster declarations.

The EOC will monitor hazardous situations as they develop. Regular conference calls will be held between the EOC, other potentially affected area EOCs (risk and host), and appropriate state and federal agencies as to the degree of threat to the OA and the potential for escalation. In addition, the EOC will

coordinate with local agencies as to whether the hazard will require coordination and implementation of protective actions, including evacuations across multiple jurisdictions. If so, the EOC and potentially affected jurisdictions' EOCs will begin implementation of the evacuation and shelter-in-place process.

2.2.4   Operation

2.2.4.1   Evacuation and Shelter-in-Place

Protective actions begin when a threat requires evacuation or shelter-in-place operations to preserve life and prevent bodily harm, either following or concurrent with mobilization phase activities, depending on incident notice. For no-notice events, this is the first phase, and mobilization may happen both outside and within the impact area as part of the response. This phase includes implementing the protective actions of evacuation and shelter-in-place orders, which will vary depending on the size and scope of the incident. This phase may be used in advance of the impact phase for notice events (e.g., severe weather) or after the impact phase for no-notice or low-notice events (e.g., earthquake, terrorist attack) to meet incident objectives and protect life and property.

The evacuation and shelter-in-place phase is characterized by the following activities:

- Finalization of designation of risk and host areas involved in the evacuation by affected agencies and local jurisdictions
- Creation of estimations regarding initiation time for the evacuation and notification of all affected agencies and local jurisdictions
- Use of alert and warning systems to disseminate evacuation and shelter-in-place directions to the public
- Continual monitoring of the event for changes that may affect the movement of evacuees and potential impacts on evacuation and sheltering resources
- Continual monitoring of the progress of the evacuation and exchange of information on the level of traffic on evacuation routes and use of public shelter space
- Ongoing public information provided, utilizing all available communication methods to inform the evacuees of any change in evacuation routes, availability of hotel and public shelter space in host jurisdictions, etc.

2.2.4.1.1 Evacuation Order/Evacuation Warning

Evacuation orders may be given as either an order or a warning. In Solano County, the evacuation order can be given by the Sheriff or designee.

- Sheriff's Office
- Local Law Enforcement

2.2.4.1.2 Protective Action Categories

The following evacuation notification categories are recognized by Solano County:

- **Evacuation Order.** Requires the immediate movement of people out of an affected area due to an imminent threat to life. Choosing to stay could result in loss of life. Staying may also impede the work of emergency personnel. Due to the changing nature of the emergency, this Evacuation Order may be the only warning that people in the affected area(s) receive.
- **Evacuation Warning.** Alerts people in the affected area(s) of potential threat to life and property. People who need additional time should consider evacuating at this time. An Evacuation Warning considers the probability that an area will be affected and prepares people for a potential Evacuation Order.
- **Shelter-In-Place.** Advises people to stay inside at their current location by remaining in place as evacuation will cause a higher potential for loss of life.
- Solano County follows the State of California's Alert and Warning Guidelines when issuing orders.

2.2.4.1.3 Evacuation Zones

The County has established numbered evacuation zones in both incorporated and unincorporated areas of the county to aid in targeted evacuation orders. Both the County and municipalities will use zone names in emergency notifications to inform residents which areas are affected. The County continuously encourages residents to know their zone. Know Your Zone information is available through https://www.solanocounty.com/depts/oes/evacuation_zones.asp.

2.2.4.1.4 Temporary Evacuation Points

- A TEP is a designated facility in the county to receive and process evacuees prior to shelter establishment.
- The County is responsible for coordinating the use of transportation resources used to transport people from EAPs to TEP(s).
- A determination may be made to not use a TEP if there is enough notice prior to an incident to stand up a sheltering location to directly receive evacuees.
- When identifying a facility to serve as a TEP and developing operational plans for a TEP, the County should use a worst-case scenario estimate in terms of the number of evacuees that may be registered through the TEP.
- To help determine the number of staff, vehicles, and other resources that will be required to successfully operate the TEP, consider:
  - Incident type and magnitude.
  - Estimated number of evacuees.
  - Environmental factors (e.g., weather, concurrent incidents, etc.).

More information about the use of TEPs can be found in the *Mass Care and Shelter Annex*.

2.2.4.1.5 Protective Action Adjustments

During an evacuation, for a wide variety of unanticipated reasons, it may become necessary to adjust or modify procedures. The most readily apparent reasons for such modifications could include, but are not necessarily limited to, the following:

- Changes in the direction or intensity of the hazard
- Blockage or excessive vehicle congestion on an evacuation route
- Filling of available capacity at public shelters and hotels/motels in host areas
- Anticipated failure to complete the evacuation before hazardous conditions impacting evacuees

2.2.4.2   Impact

This phase begins when Solano County starts to see adverse impacts on operations. During this phase, for notice events, the County will work to secure facilities, people, and equipment and clear and close public transit to minimize the impact of the hazard. Within the impact phase, the "zero hour" marks the time needed to ensure the safety of first responders as the hazard makes impact, and it is the designated point in time when it is no longer safe for responders to continue operations.

The impact phase is characterized by the following activities:

- Final sweep of hazard areas by first responders and frontline workers to support notification and transport of threatened populations
- Evacuation of hazard areas by remaining first responders and frontline workers
- Alert and warning messages to direct individuals remaining in hazard areas to refuges-of-last-resort
- Closure and securing of travel into hazard areas
- Continual monitoring of the hazard, including any potential changes to impact areas
- Ongoing public information provided utilizing all available communication methods to inform the evacuees of any availability of hotel and public shelter space in host jurisdictions, etc.

2.2.4.3   Displacement / Mass Care

The displacement / mass care phase is characterized by the following activities:

- Provision of safe, accessible shelter secure from the elements
- Availability of food, water, and relief items to shelter occupants
- Provision of medical first aid and mental health counseling to shelter occupants
- Facilitation of the sheltering of pets that typically live with shelter occupants
- Efforts to support family notification and reunification at shelters
- Facilitation of referrals to recovery resources
- Efforts to ensure that survivors are provided equal access and equal care

Please refer to the Mass Care and Shelter Annex for additional information.

2.2.4.4 Reentry

Reentry incorporates the coordinated movement of evacuees back into a community once the threat or hazard dissipates and the event causing the evacuation ends. Sometimes, reentry may be delayed for longer periods to allow first responders and frontline workers such, as public works and utility companies, to mitigate remaining hazards. Reentry typically marks the transition to recovery activities.

Reentry planning should begin before the reentry phase and should consider:

- Determination of any areas with ongoing hazards that must be mitigated before reentry, such as hazardous material spills, hazardous trees, and utility lines.
- Coordination conference calls with all affected risk areas, host areas, and the unified command, and identify which, if any, evacuated areas are in a condition to permit reentry.
- Mapping of the regional routes available for reentry into evacuated areas, identifying traffic control resource needs, and preparing a reentry traffic management plan.
- Coordination with the risk and host areas to identify the impact in areas throughout the planning process and support agency and organization planning efforts for reentry traffic control within its jurisdiction.
- Determination of reentry times into each risk and host area and arrangement for publicly announced reentry.

The reentry phase is characterized by the following activities:

- Completion of any efforts as feasible to mitigate ongoing hazards in reentry areas
- Coordination of conference calls led by the Solano County Sheriff's Office to facilitate coordination efforts by law enforcement, public works, and transportation organizations on the timing of reentry into impacted areas and the resources necessary to support the efforts
- Coordination of conference calls led by the EOC PIO to facilitate coordination efforts by stakeholder PIOs to disseminate reentry information to the public
- Release of appropriate, culturally competent and consistent information by the EOC PIO or Joint Information Center (JIC) to the public regarding the time reentry is to be allowed, the areas opened, and the routes to be used by returning residents
- Monitoring of reentry traffic, identification of any needed adjustments in the reentry plan, and corrective action implementation as needed

The strategy will be coordinated with regional partners, as any evacuation will likely have impacts beyond the OA.

The decision to allow reentry into impacted areas following an evacuation will be made by the Incident or Unified Commander, with support from appropriate agencies. Reentry traffic control will be directed by law enforcement, with support and coordination provided through the EOC.

2.2.5   Demobilization

Demobilization is the return to normal operating procedures, both for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat depending on the animal care critical tasks engaged and types of response tools used. However, all demobilization should address the following functions:

- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.
- **Public Information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** Shelters, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

2.3.1   Diverse Populations Considerations

2.3.1.1   Persons with Disabilities and Access and Functional Needs and Other Diverse Populations

Individuals with DAFN may include, but are not limited to, individuals with disabilities, older adults, individuals who are blind or have limited sight, deaf or hard of hearing, and have speech and language disabilities; mental health conditions, learning, intellectual and developmental disabilities, and chemical sensitivities; unaccompanied minors, non-English speaking or those with limited English proficiency (LEP), and limited access to transportation; and/or limited access to financial resources to prepare for, respond to, and recover from an incident. Through times of adversity, jurisdictions should still comply with regulations and laws regulating the care of individuals with disabilities and access and functional needs, such as the Americans with Disabilities Act (ADA) as well as other federal, state, and local laws and statutes.

Many factors impact an individual's ability to respond effectively to risk, particularly those from diverse populations, such as individuals who are culturally diverse, have DAFN, or are from historically marginalized populations. The ability of these populations to evacuate may not be the same as more mainstreamed populations. The intersectional nature of what makes an individual's personal abilities to evacuate during an event is unique to their situation—their understanding of the event, their understanding of evacuation options and choices that have been communicated, and their resources. The role of social capital, an individual's resilience levels, and the system that supports them all play a major role in risk exposure and response abilities.

> *"Elevated risk factors and inherent social dynamics need to be considered for assessing individual resilience and response capacities and capabilities. Diverse populations with limited or lessened social capital (e.g., networks of relationships among people who live and work in a community) are implicitly at greater risk to harm. Communities with robust social networks are better able to coordinate response and recovery, quickly disseminate information, and support physical assistance." (Daniel P. Aldrich. ¬Building Resilience: Social Capital in Post-Disaster Recovery. University of Chicago Press. 2012*

Changing demographics in Solano County have implications for the diverse populations as it pertains to transportation and evacuation options. Individuals with disabilities often need assistance with evacuation, as they may be unable to see approaching danger, hear announcements, or have the resources or abilities to evacuate. Having the capacity, skills, and knowledge to understand and access the transportation opportunities that are available to them during an incident impacts an at-risk population's evacuation success.

Modes of available transportation that can accommodate personnel in wheelchairs, scooters, those dependent on medical support devices, service animals, or other mobility aids must be identified and made available. Transportation that can accommodate personnel in wheelchairs, scooters, those dependent on medical support devices, service animals, or other mobility aids needs are necessary.

Solano OES is committed to meeting national and state legal mandates to transparently ensure there is no discrimination in providing evacuation assistance. Ensuring accessibility complies with federal laws governing the Americans with Disabilities Act (ADA) directives and with State of California laws. Amended California Code 8593.3 addresses DAFN support during incident response and recovery. Equitably evacuating and communicating with all culturally diverse members of the community is addressed in the amended California code 8593.3.5.

- Amended California code 8593.3.5 / CA Senate Bill 160 (cultural competency): Passed on October 2019, the bill requires plans to address how culturally diverse communities within its jurisdiction are served. ("Culturally diverse communities" includes, but is not limited to, the following: 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; and geographic location.) Response actions must include culturally appropriate approaches, resources, and outreach in communications, including the integration

of interpreters and translators; and evacuation and sheltering. Additionally, response engagement needs to create a forum for community engagement in geographically diverse locations.

- Amended California Code, 8593.3 / CA Assembly Bill 477 (access and functional needs): Passed September 2019, the bill requires that jurisdictions specifically serve the access and functional needs population through the following actions: communications, including the integration of interpreters, translators, and assistive technology; evacuation, including the identification of transportation resources and resources that are compliant with the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12101 et seq.) for individuals who are dependent on public transportation.

Working in partnership with local resources to understand and equitably address the needs of these populations and ensuring the safety and mental well-being of those being evacuated is an operational priority for the County. This includes proactively addressing the needs of individuals who may traditionally face discriminatory treatment (e.g., unhoused, undocumented/refugees, non-English speakers, LGBTQI+ persons, and BIPOC persons) and those who may require transportation adaptations (e.g., registered sex offenders). These considerations will be prioritized during the County's support to its local jurisdictions during mass evacuation preparedness initiatives and in all response and recovery operations, including reentry.

Populations evacuating an impact area and arriving in a host area may include some individuals with health or medical needs who normally require home- and community-based services. Conditions that may have been under control before evacuation may be exacerbated, and health conditions may degrade during the evacuation process. Evacuees with such needs may require ongoing health support in host areas, and jurisdictions should ensure evacuees obtain that support.

Most relevant medical support and assessment follow the same procedures, whether it takes place in the impact area before the transport of evacuees or when they arrive in host areas. Assistance may be required to connect/reestablish evacuees with home- and community-based service providers. During the evacuation process, monitoring these evacuees will help identify if conditions worsen and if additional medical assistance and supplies are necessary. Jurisdictions should plan for individuals with DAFN in all aspects that will impact them (e.g., transportation, evacuation, sheltering).

Additionally, Solano OES will support its represented counties in engaging and integrating people from the spectrum of representative demographics of local jurisdictions into its evacuation planning efforts and in providing quality assurance during response evacuation and reentry activities. It will also include issues pertaining to digital equity in addressing evacuation dependencies.

2.3.1.2   Children and Unaccompanied Minors

The specific needs of children and unaccompanied minors must be considered during evacuation and shelter-in-place operations. Children and unaccompanied minors present a unique set of considerations, such as logistical requirements, medical needs, shelter placement, transport, and other services. The Solano County Department of Health and Social Services (H&SS) are responsible for the development of

a process for reunification with a parent/guardian or for care when a parent or guardian cannot be located.

2.3.1.3   Correctional Facilities

Solano County contains multiple correctional facilities within the jurisdiction:

- Justice Center Detention Facility
- Stanton Correctional Facility
- Solano County Juvenile Detention Center
- Claybank Detention Facility
- California State Prison Solano
- Delta Conservation Camp
- California Medical Facility

The evacuation of secure correctional facilities requires a coordinated effort between local, state, and federal law enforcement, corrections officials, and privately owned facilities to develop a clear understanding of how evacuations would be conducted and should be planned for and exercised on an annual basis.

2.3.1.4   Domestic/Sexual Violence Shelters

Domestic and sexual violence leaves long-lasting impacts on survivors. Solano County is home to several domestic/sexual violence shelters and service organizations that could be impacted during an evacuation or shelter in-place situation. Shelter managers and management teams should strive to provide additional protections for those who have already survived domestic and sexual violence as well as prevent these acts from occurring during the operation of shelters with displaced evacuees. Many studies have shown an increase in domestic violence and sexual assault following incidents. Evacuation site managers should visibly post telephone numbers for local domestic violence shelters and national providers such as the National Domestic Violence Hotline: 1-800-799-SAFE (1-800-799-7233) or (1-800-787-3224) TeleType (TTY) and the National Human Traffic Hotline (1-888-373-7888) in shelter areas.

In addition, individuals currently living in community domestic or sexual violence shelters may need to evacuate to shelters due to the impacts of a threat or hazard. These survivors require additional precautions, particularly when handling their personally identifiable information (PII), such as securing shelter registrations, not leaving client information exposed, or ensuring ample room between registering shelter clients. When shelter management teams cannot take on this additional task, they should make alternate arrangements to maintain confidentiality for these survivors.

2.3.1.5   Hospitals and Residential Medical Facilities

Hospitals and residential medical facilities, including hospice centers, mental health facilities, nursing homes, and other assisted living facilities, face unique resource requirements and challenges in

performing protective actions. These facilities are responsible for maintaining their own emergency plans but may need County support during evacuation and shelter-in-place incidents.

During incidents, these facilities should:

- Engage with jurisdictions and other partner facilities to streamline, coordinate, and reduce the burden of Health Insurance Portability and Accountability Act (HIPAA) restrictions.
- Coordinate evacuations with partner facilities that provide similar services and are located outside of the impact zone to transfer patients to open spaces within those partner facilities. Jurisdictions should engage hospitals and residential medical facilities in the planning process to better assess the needs and capabilities of the facilities within the jurisdictions and to coordinate the use and sharing of resources.
- Ensure that patients being evacuated have supplies of medical equipment and medicine that can last through transportation to a new facility and until the new facility can complete intake of the patient and properly integrate the patient's care plan into their system and operation.
- In instances where these facilities must shelter-in-place, planning for unforeseen threats and hazards is crucial. Hospitals and residential medical facilities should continue to plan and coordinate transportation needs with jurisdictions after shelter-in-place operations end or if subsequent evacuations are needed. Facilities should establish internal plans to care for patients and staff throughout an incident requiring shelter-in-place. These plans should:
  - Ensure that the facility has sufficient resources such as medical supplies, food, and potable water both for drinking and for procedures such as dialysis as well as sanitation procedures of personnel and equipment.
  - Assess needs as if they will have no utilities for a minimum of 72 hours. These facilities should ensure that a steady power supply is available, and the appropriate fuel can be obtained to keep the temporary power supply online. Facilities should coordinate with jurisdictions to ensure generators in place are accessible and meet the needs of the facility or that the hospital power infrastructure can be compatible with jurisdiction-provided generators if none are currently in place at the facility.

Major hospitals and health care systems are listed in the Solano County Healthcare Coalition Emergency Response Plan. In addition, the county has several behavioral health, outpatient, and treatment centers that will require additional coordination during an evacuation or shelter-in-place incident.

The Medical Health Operational Area Coordinator (MHOAC) is responsible for coordinating support for health care facilities during incidents.

2.3.1.6 Tourist Populations

When an evacuation can be forecast in advance, the County may consider the evacuation of some tourist populations before the general population to free up hotel space in host jurisdictions. For tourist populations that are evacuated alongside self-evacuees, a portion will fall into critical transportation populations (those relying on air or rail travel). If unable to evacuate these populations before an incident, impacted jurisdictions should identify this population as nonresident, evacuate them, and advise host jurisdictions to help them coordinate their departure to their home destinations. The

inclusion of industry associations or similar groups in their planning process can facilitate a smoother process to return tourists home after an incident if broader travel services are interrupted.

2.3.1.7   Unhoused Populations

People who are experiencing homelessness may have limited resources to evacuate, stockpile food, store medications, and shelter-in-place. Messages communicated through mainstream media sources may not reach them, because many of these individuals may have limited digital access to radio, television, or the internet. Some may be illiterate or have limited English proficiency, so written communication may also be ineffective with this population. The most common form of communication in this population is word-of-mouth, leading to the spread of inaccurate rumors and misunderstandings that may have serious consequences during an incident. While some individuals experiencing homelessness have limited access to cell phones, their use is based on limited minutes and access to charging.

To communicate regarding incidents to people experiencing homelessness, the County may engage service providers for the unhoused or currently displaced to help create an effective communication plan that includes accessible messaging. Service providers can quickly and effectively communicate with individuals experiencing homelessness concentrated near their facilities and deploy outreach teams to notify these individuals dispersed throughout the community.

Outreach teams making notifications can also transport people to shelters or designated pickup points for evacuation. Outreach teams employed by homeless service providers are familiar with homeless communities, have established trust and credibility, and are better able to negotiate with people who might resist evacuation efforts.

2.3.2   Operational Considerations

2.3.2.1   Household Pets and Service Animals

Sixty-five percent (65%) of American households have pets, which includes a variety of animal species, and populations who are evacuating should bring their animals with them. If they are not able to bring their animals, a significant percentage of the population may not leave. During evacuation and reentry operations, animals require tracking, embarkation, transportation, debarkation, care, feeding, husbandry / waste removal, veterinary support, and sheltering support. When feasible, animals should remain with their owners during transport. By law, service animals—and, in some cases, assistance animals—must always remain with the owner. More information on household pets and service animals can be found in the Animal Care Annex.

2.3.2.2   Lawful Evacuation

If an evacuation order or warning is issued, law enforcement will not use force to remove persons who choose to remain in the affected area. California Penal Code Section 409.5 does not authorize forcible

evacuations, but rather authorizes officers to refuse admittance of others into the impacted area. Possible exceptions can be made for adults who will not evacuate minors from immediately dangerous environments; the children can be removed under child endangerment laws. (See References: Legal Guidelines for Controlling Movement of People and Property During an Emergency).

When informing the public about an evacuation, responders should:

- Clearly inform people that failure to evacuate may result in physical injury or death and that a future opportunity to evacuate may not exist.
- Inform people that there is no guarantee that resources to rescue them will be available.
- If possible, have those who refuse to evacuate sign a waiver and/or document where these persons are located.

Once an evacuation order is issued, it is critical that the public information system provide clear instruction through all available alert and warning systems and mechanisms.

2.3.2.3   Survivor Tracking / Accountability

Using tracking or accountability tools ensures in several ways the safety of evacuees as they move through the evacuation and recovery process:

- Allows impacted and host jurisdictions to follow the movement of evacuees as well as their animals (including household pets and service and assistance animals), luggage, and durable medical equipment
- Helps to provide displaced individuals with DAFN with the support needed to return successfully to the community, preventing unnecessary placement of individuals in institutional settings, such as hospitals or nursing home facilities, and into appropriate structures and environments that are conducive to successful recovery
- Provides information for family reunification purposes
- Supports recordkeeping efforts for federal reimbursement policies

If used, tracking should begin as soon as possible and may occur in the impact area before the point at which evacuees board transport or at arrival points, such as transfer points and reception processing sites, welcome centers and information points, shelters, or any facility or point of entry into a host jurisdiction that assists evacuees. When planning to use a nonprofit or nongovernmental tracking/accountability system, the County may have to deconflict access issues or privacy issues so they can quickly assist evacuated residents as needed.

2.3.2.4   Traffic Management

To minimize traffic congestion and decrease clearance times, mobile message boards and signage along evacuation routes can inform self-evacuees of traffic hazards, the location of welcome centers and information points, shelters, fueling exits, and hospitals. When planning for traffic management, the County should identify challenges of overlapping routes for different modes of transportation (e.g., do evacuation routes go over drawbridges or rail crossings for subway or commuter rail lines?) and

consider whether additional or specific resources may help address these considerations. Effective traffic management will allow the County to evacuate more people from a community in an efficient manner, which reduces the burden on personnel and resources. Failure to organize efficient traffic management efforts increases resource burdens, causes longer evacuation times, could lead to increased accidents and higher congestion, and could leave evacuating residents in vulnerable conditions during an incident. In instances where traffic needs to be managed across jurisdictional lines, municipalities should work cooperatively to manage traffic routes.

Contraflow lane reversal alters the normal flow of traffic (typically one or more lanes in the opposing direction on a controlled-access highway) to increase the flow of outbound vehicle traffic during an evacuation. Contraflow operations may cause issues at jurisdictional borders if the transition from contraflow lanes to normal lanes is uncoordinated, which can significantly slow the evacuation. Properly executed, contraflow requires significant resources and time and it is most applicable when an expedited large-scale evacuation is necessary. Generally, coordinating contraflow takes place at the state level and requires considerable planning to avoid any interference with response operations.

In addition to contraflow, the shoulders of certain evacuation routes can be used to increase traffic flow out of the evacuation area. This alternative leaves the route into an evacuation area accessible for emergency services personnel to ingress the area. These shoulders must be paved and wide enough to accommodate vehicles.

More information about traffic management can be found in the *Transportation Coordination Annex*.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

Protective actions are conducted through the Law Enforcement Branch, which oversees evacuation and shelter-in-place within the Operations Section of the EOC. This branch will work in collaboration with the Care and Shelter Unit in the Mass Care and Shelter Branch on shelter-in-place efforts and with the Public Works Unit of the Engineering Branch on evacuation routes and movement strategy. The Law

Enforcement Branch will also work with the Animal Care and Welfare Branch and the Transportation Unit in the Logistics Section.

The following positions may be used during protective action operations:

- **Law Enforcement Unit**: The Law Enforcement Unit coordinates movement and evacuation operations during an incident.
- **Search and Rescue Unit:** The Search and Rescue Unit safely evacuates any building or area when the signal is given and triage any discovered survivors.
- **Evacuation Movement Unit:** The Evacuation Movement Unit oversees incident-specific evacuation planning and implementation.
- **Coroner/Fatalities Unit**: This unit oversees coroner operations, including the assessment and processing of fatalities.
- **Missing Persons Unit:** The Missing Persons Unit manages the process of locating persons lost or abducted during evacuation and shelter-in-place operations.

3.2 ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for protective actions. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1 Solano County Sheriff's Office

Type: Government (County)	Role: Lead
Responsibilities	
Lead protective action operations and provide staff to serve in the EOC to coordinate activity.	
Coordination and emergency management: - Pre-identify evacuation assembly points for evacuees, and Temporary Evacuation Points (TEPs) as necessary. - Facilitate the movement of emergency vehicles with local police and the California Highway Patrol. - Appoint a Coroner Unit and Leader. - Act in the Incident Commander function at the Field Command Post. - Post-incident: Coordinate the return movement of evacuees back to their homes.	

Type: Government (County)	Role: Lead
Responsibilities	

Public Alert and Warning

- Use loudspeakers and high-low sirens on field vehicles to alert those in the immediately threatened areas.
- Provide ample and redundant information to critical facilities, such as day care centers, schools, adult residential care, skilled nursing, board and care, etc. These facilities will need additional time to close or evacuate as a precautionary action.
- Identify persons and populations in need of special assistance.

Traffic Control

- Pre-identify evacuation routes (keeping in mind fueling services will be needed on evacuation routes) and transit pickup points.
- Determine evacuation routes.
- Calculate route capacity and consider contraflow as well as traffic coming out of the Bay Area.
- Coordinate the routes for movement of motorists toward designated/safest evacuation routes. These routes may be designated with support from the various municipal Department of Transportation traffic engineers and in coordination with the EMU in the EOC.
- Control and monitor primary routes and area access.
- Support mass transit pick-up and movement of those needing assistance.
- Define traffic control areas, coordinating with jurisdictional law enforcement.
- Close roads that will not be used as the primary egress or ingress routes to the evacuated roadways.
- Lead coordination with law enforcement, public works, and transportation organizations on the timing of reentry into impacted areas and the resources necessary to support the efforts.
- Operate Ag Pass entry points.

3.2.2 Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	

Type: Government (County)	Role: Coordinator
Responsibilities	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.3   Solano Health and Social Services Department

Type: Government (County)	Role: Support
Responsibilities	
Coordination and Emergency Management	
- Coordinate for transportation of non-ambulatory persons and other people with disabilities. - Coordinate with Medical Reserve Corps (MRC) volunteers if activated. - Provide specialized staff to shelters if requested. - Provide information to disaster victims and/or shelter inhabitants regarding available disaster recovery programs.	
Public Information Alert and Warning	
- Notify partnering agencies via the California Health Alert Network (CAHAN). - Develop messaging and notify the public.	

3.2.4   Solano County Public Works Department

Type: Government (County)	Role: Support
Responsibilities	
Coordinate with the Evacuation Movement Unit to determine road closures and traffic management in the evacuation movement strategy.	
Coordinate with Sheriff's Office on the timing of reentry into impacted areas and the resources necessary to support the efforts.	

3.2.5   Fire Agencies

Type: Government (Municipal/Special District)	Role: Support
Responsibilities	
Notify EOC of the need for protective action functional support as observed.	
Support the protective actions as requested.	
Give evacuation orders as necessary. (See 2.2.4.1.1.)	

3.2.6   Law Enforcement Agencies

Type: Government (Municipal)	Role: Support
Responsibilities	
Notify EOC of the need for protective action functional support as observed.	
Coordinate with Sheriff's Office on the timing of reentry into impacted areas and the resources necessary to support the efforts.	
Coordinate with local, state, and federal law enforcement, corrections officials, and privately owned facilities on the evacuation of secure correctional facilities.	
Manage the admittance of people into the impacted area.	

3.2.7   Solano County Animal Control

Type: Government (County)	Role: Support
Responsibilities	
Provide Animal Control Officers to support the Evacuation Movement Unit.	
Coordinate the intercounty movement of animals.	
In medium- to high-level emergencies, follow guidance in the Animal Care Annex.	

3.2.8 Solano County Animal Care

Type: Government (County)	Role: Support
Responsibilities	
Coordinate with Care and Shelter to place evacuated animals. Attempt to place animals with owners when possible.	
Stand up and operate a large animal shelter as needed and coordinate as necessary. Coordinate with the Regional Emergency Operations Center (REOC) and/or the California Department of Food and Agriculture (CDFA) as required.	
In medium- to high-level emergencies, follow guidance in the Animal Care Annex.	

3.2.9 Solano Transportation Authority

Type: Government (JPA)	Role: Support
Responsibilities	
Coordination and Emergency Management • Activate the STA Transit Coordination Center. • Coordinate with the Evacuation Movement Unit in the EOC and respond to transit resource requests. • Activate partner transit entity management to provide transit resources to the evacuation area. • Coordinate paratransit resources in the county in response to evacuation of people in the DAFN population. • Coordinate with the Sheriff's Office on the timing of reentry into impacted areas and the resources necessary to support the efforts.	
Public Communications Alert and Warning • Update the STA webpage to warn or alert passengers and provide incident information. • Coordinate alert and warning messages to partner transit agencies. • Send special notification to the blind or people with limited vision, the deaf and hard of hearing, and non-English speaking and those with limited English proficiency.	

3.2.10 Solano County Amateur Radio Emergency Services (ARES), Radio Amateur Civil Emergency Services (RACES)

Type: Non-Government Organization (Volunteer)	Role: Support
Responsibilities	
Provide communication support between TEPs, shelters, and the EOC.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

4.1.1 Zonehaven

The county has pre-identified evacuation zones through the Zonehaven program. Zones can be accessed through https://www.solanocounty.com/depts/oes/evacuation_zones.asp.

4.1.2 Solano County Ag Pass Program

The Solano County Ag Pass Program facilitates the safety and continuity of commercial livestock and agricultural businesses, including agricultural processors and horse stables, before and during natural disaster events. The program verifies the commercial status of livestock producers, agriculturalists, agricultural processors and horse stable operators and provides disaster preparedness and response training. Once verified and trained, commercial operators are preemptively issued Ag Passes so agricultural properties and businesses within evacuation areas may be accessed during natural disasters for performance of essential livestock care, crop management and processing activities.

Possession of an Ag Pass conditionally permits qualifying commercial livestock producers, agriculturalists, processors, horse stable operators, and/or their managerial employees, to enter evacuation areas to:

- Shelter, transport, evacuate, feed/water and administer livestock veterinary care;
- Perform essential crop management and agricultural activities; and,
- Provide, upon request, support to emergency personnel (such as identifying access roads and water points).

More information on the program can be found at https://www.solanocounty.com/depts/agriculture/ag_pass.asp

4.2 STAFFING AND PERSONNEL

4.2.1 Solano Community Animal Response Team (CART)

Solano CART is a volunteer-led non-profit organization that works in cooperation with local governmental and non-governmental agencies to ensure the best possible outcome for animals in Solano and neighboring counties who need assistance during an emergency.

4.2.2 Functional Assessment Service Team (FAST)

FAST trains and deploys volunteers to emergency shelters and works to ensure that individuals with DAFN obtain the resources needed to live as independently as possible while at a shelter. FAST functions as part of Solano County's VOAD program.

4.2.3 Auxiliary Communications Services

The Solano County Auxiliary Communication Service (ACS) in support of the Solano Office of Emergency Services (OES) provides a trained cadre of communications professionals and amateur radio operators ready to respond to the emergency communications needs of local cities and Solano County.

4.3 DATA MANAGEMENT AND TECHNOLOGY

The following data management and technology resources may support protective actions:

- Evacuation zone and route technology – Zone Haven
  https://protect.genasys.com/search?z=14&latlon=41.823989%2C-71.412834
- Solano OES ArcGIS Hub https://emergency.solanocounty.com
- Alert Solano https://www.solanocounty.com/depts/oes/alertsolano/information.asp

4.4 EQUIPMENT AND SUPPLIES

The following equipment and supplies may support protective actions:

- Traffic control equipment and supplies, including electronic sign boards
- Trailers
- Barricades
- High/Low Sirens

5 FUNCTION-SPECIFIC TRAINING

5.1 FEMA INDEPENDENT STUDY

Public Information / Alert and Warning courses available through FEMA Independent Study are:

- IS1010 Emergency Protective Measures
- IS0909 Community Preparedness: Implementing Simple Activities for Everyone

5.2 FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

Protective Action courses available through FEMA residential, nonresidential, and indirect courses are:

- G197 Integrating Access and Functional Needs into Emergency Management
- G358 Evacuation and Reentry Planning
- G557 Rapid Needs Assessment

5.3 ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- AWR-328 All Hazards Preparedness for Animals in Disasters, available through the Rural Domestic Preparedness Consortium
- MGT-412 Sport Venue Evacuation and Protective Actions, available through the Texas Engineering Extension Service (TEEX)
- MGT-461 Evacuation Planning Strategies and Solutions, available through the Texas Engineering Extension Service (TEEX)
- Any additional training mandated by state or federal regulations

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following function-specific authorities regulate activities outlined in this plan:

- **California Emergency Services Act, California Government Code, Sections 8550-8668.**
- **California code 8589.6:** Cal OES to develop guidelines for local government agencies and community-based organizations planning to develop a disaster registry program. Adoption of model guidelines shall be voluntary.

- **Amended California code 8593.3.5 / CA Senate Bill 160 (cultural competency):** Passed on October 2019, the bill requires plans to address how culturally diverse communities within its jurisdiction are served. ("Culturally diverse communities" includes, but is not limited to, the following: 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; and geographic location.) Response actions must include culturally appropriate approaches, resources, and outreach in communications, including the integration of interpreters and translators; and evacuation and sheltering. Additionally, response engagement needs to create a forum for community engagement in geographically diverse locations.
- **Amended California Code, 8593.3 / CA Assembly Bill 477 (access and functional needs):** Passed September 2019, the bill requires that jurisdictions specifically serve the access and functional needs population through the following actions: communications, including the integration of interpreters, translators, and assistive technology; evacuation, including the identification of transportation resources and resources that are compliant with the federal Americans with Disabilities Act of 1990 (42 U.S.C. Sec. 12101 et seq.) for individuals who are dependent on public transportation.
- **Solano County Ag Pass Program Policy:** The Solano County Ag Pass Program facilitates the safety and continuity of commercial livestock and agricultural businesses, including agricultural processors and horse stables, before and during natural disaster events. The program verifies the commercial status of livestock producers, agriculturalists, agricultural processors and horse stable operators and provides disaster preparedness and response training. Once verified and trained, commercial operators are preemptively issued Ag Passes so agricultural properties and businesses within evacuation areas may be accessed during natural disasters for performance of essential livestock care, crop management and processing activities.

6.2   REFERENCES

The following references were used in the creation of this plan:

- California Hospital Association (CHA). (2012). Evacuation and Shelter-in-Place Guidelines for Healthcare Entities. Retrieved from https://www.calhospitalprepare.org/post/evacuation-and-shelter-place-guidelines-healthcare-entities
- California Office of Emergency Services (Cal OES). (2020). Standard Statewide Evacuation Terminology. Retrieved from https://calalerts.org/documents/Letter%20to%20Public%20Safety%20Partners%20-%20Standard%20Evacuation%20Terminology.pdf
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ANNEX G: PUBLIC HEALTH AND MEDICAL

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano County Health and Human Services Department - Public Health Division

Support Agencies and Organizations	• Solano Office of Emergency Services • Hospitals and Healthcare Facilities • EMS Agencies

CONTENTS

1 INTRODUCTION

1.1   PURPOSE

The Public Health and Medical Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides a framework for support and coordination of the provision of public health and medical services in emergencies and disasters within Solano County. When used with other referenced plans, manuals, and protocols, this Annex prescribes the Solano County Operational Area (OA) integrated health and medical response to a suspected or confirmed disaster, including the public health and medical role of the Solano County Emergency Operations Center (EOC). The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2   SCOPE

This Annex applies primarily to disasters that would cause sufficient morbidity and mortality to overwhelm local public health and medical capabilities, thus requiring maximum coordination and efficient use of related resources. For this Annex, public health and medical services include public health, environmental health, mental health, emergency medical (EMS), and healthcare services during the response and short-term recovery phases of a disaster affecting Solano County, its municipalities, and unincorporated areas. This Annex is to be used in coordination with the Solano Public Health (SPH) All Hazards Emergency Operations Plan (AHEOP) once activated. This Annex provides a broad overview of the common types of health and medical incidents, tools used in response, and the health and medical role in the larger response framework, and points to additional planning, guidance, and regulations that exist to support such a response.

1.2.1   Functional Objectives

The overall objectives of public health and medical services during a disaster impacting Solano County will be to:

- Proactively identify, mitigate, and manage risks.
- Minimize morbidity and mortality from disease or injury to the greatest extent possible.
- Prioritize continuity and essential service delivery whenever possible.
- Collaborate with stakeholders to execute mitigation strategies.
- Utilize a health equity lens when developing response processes, activities, and partnerships.
- Provide timely and accurate health and medical information and guidance to affected populations and responding organizations.

1.2.2 Critical Tasks

Critical health and medical tasks that will be supported and coordinated through the EOC include:

- Information gathering and distribution with the medical community.
- Provision of culturally competent public information and diverse community engagement efforts, such as dissemination guidance about protective measures.
- Assessment of available medical equipment, personnel, and supplies, including personal protective equipment (PPE).
- Receipt and fulfillment of requests for additional medical equipment, personnel, and supplies, including PPE, including the prioritization of scarce resources.
- Establishment and operation of alternate care sites (ACS).
- Establishment and operation of public surveillance and testing sites.
- Establishment and operation of point of distribution (POD) sites for medical countermeasures (MCM).
- Public health surveillance and monitoring, ensuring equitable practices include disproportionately impacted individuals and high-risk populations.
- Identification, monitoring, and mitigation of environmental hazards.
- Coordination and prioritization of healthcare organization needs, including patient transfer.
- Provision of behavioral health services for affected populations within the community, including disaster workers.

1.3 PLANNING ASSUMPTION

Assumptions made in the creation of this Annex include the following:

- All emergencies have the potential to impact public health or result in mass casualties, significantly impacting the healthcare system.
- A public health and medical disaster and its impacts may develop slowly over days and weeks or may occur suddenly and without warning and can happen concurrently with another incident and/or occur as a secondary incident.
- Any large-scale emergency will likely overwhelm baseline public health and medical resources and may produce significant casualties and/or fatalities, creating an urgent need for mental health and crisis counseling for survivors and responders.
- Emergency measures to protect life and health during the first 12 to 24 hours after the disaster will likely be exclusively dependent upon local and regional resources.
- Public and private EMS, hospitals, public health, environmental health, mental health, and mortuary service resources located in the OA will be available for use during disaster situations. However, many of these resources, including human resources, may themselves be affected by the disaster.

- Disasters that affect large areas of the County, the region, or the state, may impact the use of mutual aid.
- Health care facilities may be overtaxed, overutilized, or inaccessible. Hospitals and other medical facilities may be taxed to their maximum capacity and their ability to receive patients may be hindered. Coordination of healthcare system surge capacity may be needed.
- Infrastructure supporting healthcare facilities may be interrupted, causing water, power, gas, food, and other supplies and services to be impaired.
- Health care related supplies may be overutilized or unavailable.
- It may be necessary to relocate patients and personnel in hospital facilities under austere conditions to ACS that will provide patients and medical staff adequate protection from the effects of the disaster.
- Biological agents and toxins may contaminate or infect staff, equipment, and facilities. This will affect the response of public health and medical providers.
- Damage to industrial plants, sewer lines, and water distribution systems, in addition to fires and hazardous materials spills or releases, may cause environmental and public health hazards, contaminating water supplies, air, crops, livestock, and food products.
- The response to a public health emergency could stretch over a period of days to years and could be multi-jurisdictional and multi-disciplinary, requiring coordination of local, state, and federal agencies as well as nongovernmental organizations.
- Ongoing efforts will be essential to ensure that all equity considerations are included in public health policy decisions, resource allocation, and response priorities.
- Individuals with disabilities and access and functional needs (DAFN) are often disproportionally impacted to a greater degree and will require additional assistance during emergencies.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting public health and medical operations in Solano County. An effective response may require coordination at all levels of government, the private sector, and community-based organizations (CBOs). Solano County Health and Human Services Department - Public Health Division (SPH) is the identified lead coordinating agency for the public health and medical function.

It is recognized that there are two distinct roles of the public health and medical function in disasters. In a primary public health and/or medical disaster (typically under a declared public health emergency - e.g., pandemics) SPH assumes the role of Operations Chief within the EOC to lead the response. In disasters that have a public health and medical support element (e.g., a mass casualty incident caused by an earthquake) SPH will lead the Medical Health Operations Branch. In either situation, public health and medical tactical operations may be conducted from the SPH Department Operations Center (DOC).

Early or late in a primary public health and medical disaster, the DOC may be activated without an EOC activation but will remain engaged with the Solano Office of Emergency Services (OES) about incident status and resource needs. Additionally, under a declared public health emergency public health may have additional authorities. See Sections 3.1 and 2.3.7 for more information.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of a public health incident may come from both internal and external resources such as the SPH epidemiologist; Environmental Health; California Department of Public Health (CDPH); Centers for Disease Control (CDC); World Health Organization (WHO); from local healthcare facilities; from the Sheriff/OES or police; from local media; or from the public.

Notifications take place through the MHOAC; during working hours, the MHOAC can be reached at 707-784-8155. After hours, notifications should be made through Dispatch at 707-421-7090. SPH should be notified immediately of disasters with the potential for a public health and medical support element.

2.2.2 Activation

During an incident affecting Solano County and requiring county and/or OA support for public health and medical services, SPH will conduct an initial assessment of health and medical needs, including an assessment of damages to resources key to supporting health and medical services within the county.

This Annex will be activated and implemented under any of the following circumstances:

- Solano OES directs that the plan be implemented.
- The County has declared a disaster that involves a need for public health and medical support and coordination.
- Direct or California Governor's Office of Emergency Services (Cal OES) coordinated mutual aid requests have been received for public health and medical support.

Due to the limited ability of SPH to respond to emergencies, it is anticipated that anytime the AHEOP is activated, and the DOC is opened, activation of this Annex and the EOC will be requested.

2.2.3 Mobilization

Upon activation, the following steps will be taken to mobilize resources, gain initial situational awareness, and establish operations:

- **Activate and notify personnel.** Staff should be notified of pending assignments. Notification must include the Public Health Officer (PHO) and the Medical Health Operational Area Coordinator (MHOAC), who will then notify all potentially affected healthcare organizations

(HCO) using the California Health Alert Network (CAHAN). The MHOAC will also notify the Regional Disaster Medical Health Coordinator (RDMHC).

- **Assess damages and/or impact.** Contact and coordinate with key operational partners to assess damage and/or impacts on the ability to provide health and medical services.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section and/or through the RDMHC for supply and resupply as needed; activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records for submission for reimbursement.

2.2.4   Operations

Early recognition of a health and medical disaster can greatly increase the effectiveness of the response. Upon official notification of an actual or potential emergency, SPH, in collaboration with the local healthcare community and Solano OES, will receive, evaluate and prioritize all requests for emergency assistance from medical service providers, allocate available resources, procure additional resources, and disseminate such notifications and information to all public health, medical and mortuary service providers as appropriate.

When the EOC is activated, health and medical operations are coordinated by the Medical and Health Branch in the Operations Section. Units related to health and medical operations overseen by the Medical and Health Branch include Emergency Medical Unit, the Public Health Unit, the Mental Health Unit, and the Access and Functional Needs Unit.

The procedures used by SPH to respond to an incident that poses an immediate or potential threat to the health and welfare of Solano County are outlined in the SPH AHEOP. The following sections will help provide a common operating picture and expectations for response partners, as well as assist in the gathering of information needed to support response decisions.

2.2.4.1   Types of Incidents and Associated Essential Elements of Information

This section provides an overview of the most common types of health and medical incidents and provides associated Essential Elements of Information (EEI) important to supporting decision-making and assisting with public information.

The types of EEI needed are dependent on the type of incident. It is recommended that the following EEIs, at a minimum, be collected and distributed through Situation Reports throughout the response phase.

2.2.4.1.1 Mass Casualty Incidents

A mass casualty incident (MCI) generates more patients at a time than locally available resources can manage when using routine procedures. It requires exceptional emergency arrangements and additional or extraordinary assistance. MCIs can occur because of a wide variety of circumstances such as natural or human-caused disasters, terrorist activity, or vehicular accidents. Whatever the cause, the

characterizing feature of an MCI is a number of survivors large enough to disrupt the normal functioning of health care services.

The goal of health and medical response in an MCI is optimizing outcomes for the greatest number of patients. Accordingly, the healthcare system may require changes to the usual standards of care that are imperative to achieve this goal. Rather than doing everything possible to save every life, it will be necessary to allocate limited resources differently because of overwhelming demand. Those resources include but are not limited to, operating rooms, interventional radiology suites, ventilation equipment, blood products, physical space in the emergency department, and imaging equipment.

MCIs may also generate mass fatalities. A mass fatality incident is any situation where the number of fatalities exceeds the ability of local resources to manage the number of fatalities. The primary functions of a mass fatality response are body recovery, morgue operations, and assisting the decedents' family members and loved ones.

EEIs for an MCI include:

- Triggering event and any ongoing threat
- Location(s)
- Number of casualties, including triage level
- Number of fatalities
- Current and predicted weather
- Scene or area closure(s)
- Transportation needs
- Transportation assets
- Hospital bed availability (including intensive care unit [ICU] bed specifics)
- Status of the Fatality Management Annex activation
- Status of Family Assistance Services Plan activation
- Medical examiner capabilities, including Disaster Portable Morgue Unit, if deployed
- Impacts to community lifelines (safety and security, food, water, shelter, public health and medical, energy, communications, transportation, hazardous material) and schools

2.2.4.1.2 Chemical Biological Radiological Nuclear Explosive Incidents

Chemical Biological Radiological Nuclear Explosive (CBRNE) incidents represent emergencies that require an immediate medical response that may include zoning, triage, decontamination, and treatment. This includes hazardous materials accidents. These events can be intentional or unintentional, and in some cases, it may be unclear as to whether an incident is deliberate. However, the aspects related to the management of health issues remain the same.

CRBRNE EEIs include:

- Triggering event and any ongoing threat
- Type(s) of CBRNE agent involved

- Location(s)
- Number of casualties, including triage level
- Number of fatalities
- Populations threatened
- Current and predicted weather
- Scene or area closure(s)
- Transportation needs
- Transportation assets available
- Hospital bed availability (including ICU bed specifics)
- Decontamination needs
- Decontamination assets available
- Type(s) of specialists needed for assessment and incident stabilization
- Type(s) of specialists needed for recovery
- Impacts on community lifelines (safety and security, food, water, shelter, public health and medical, energy, communications, transportation, hazardous material), and schools

2.2.4.1.3 Infectious Disease Incidents

Infectious diseases are caused by pathogenic microorganisms, such as bacteria, viruses, parasites, or fungi; the diseases can be spread, directly or indirectly, from one person to another. The WHO states that these diseases can be grouped into three categories: diseases that cause high levels of mortality, diseases that place on populations heavy burdens of disability, and diseases that, owing to the rapid and unexpected nature of their spread, can have serious global repercussions. Typically, infectious disease outbreaks will either be linked to a bioterrorist incident or a pandemic.

Infectious Disease EEIs include:

- Current number of cases
- Total number of cases
- Breakdown of cases by demographics
- Effective reproduction number (R-rate or Rt)
- Fatalities (day)
- Fatalities (total)
- Breakdown of fatalities by demographics
- Impacts on disproportionately impacted populations
- Impacts on individuals with DAFN and culturally diverse populations
- Case fatality rate
- Tests administered (day)
- Tests administered (total)
- Test locations (including geographical site equity)
- Variants (if known)

- MCMs administered (day)
- MCMs administered (total)
- MCM locations
- Scarce resource availability
- Staff shortages in essential service delivery
- Hospital bed availability (including ICU bed specifics)
- Impacts on community lifelines (safety and security, food, water, shelter, public health and medical, energy, communications, transportation, hazardous material) and schools.

2.2.4.2   Tools of Response

The tools of response generally fall into one or more of the following categories:

- **Health and medical guidance and orders.** Threat-specific information and guidance for affected populations
- **Containment.** Strategies such as nonpharmaceutical interventions (social distancing, school closures, isolation, and/or quarantine), some MCMs (mass prophylaxis/vaccination), and decontamination, which reduce the opportunity for disease, toxins, and other health and medical threats to infect additional individuals/populations.
- **Epidemiology and surveillance.** Establishing a case definition, identifying cases and contacts, determining the at-risk population, sources of infection, and magnitude of the outbreak. Continuously monitoring the emergency to determine changes in magnitude, identify pockets of transmission, etc. Analyze and disseminate data to inform other operational and planning activities.
- **Medical treatment and medical surge.** Coordination with healthcare systems to ensure the needs of the acute care sites are met to effectively treat patients, including medical surge activities, therapeutics, and mass prophylaxis.
- **Evacuation:** It may be necessary for the protection of public health and safety to order the immediate movement of individuals away from a particular building or geographic area.
- **Medical Countermeasures:** MCMs are medicines and medical supplies that can be used to diagnose, prevent, or treat diseases related to CBRNE threats, such as anthrax. They may also be used in response to infectious diseases, as in the case of a pandemic.
- **Personal Protective Equipment:** PPE refers to protective clothing, helmets, gloves, face shields, goggles, facemasks, and/or respirators or other equipment designed to protect the wearer from injury or the spread of infection or illness.
- **Decontamination:** Decontamination is the process of removing or neutralizing contaminants that have accumulated on personnel and equipment and is critical to health and safety at hazardous waste sites.
- **Mental Health Support:** Disasters have an impact on the psychological well-being of victims of the disaster, on the surrounding community, and on the disaster workers who respond to the emergency caused by the disaster.

Additional information on the tools of response is contained in the SPH AHEOP.

2.2.5 Demobilization

Demobilization is the return to normal operating procedures, both for those involved in the response, as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat depending on the type of health and medical response and the types of response tools used. However, all demobilization should address the following functions:

- **Termination of the emergency.** Emergency proclamations and public health mandates must be terminated following appropriate procedures.
- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documentation.** Examples include ICS 214 forms, EOC action plans, receipts, contracts, and any other documentation that is not otherwise protected. Documentation should be turned into and maintained by the Planning Section Documentation Unit.
- **Public Information.** Public information strategies should shift to connect residents and visitors with recovery services, as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information, and benefit by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration**. Appropriate level feedback (debrief, hotwash, after action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC or SPH DOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

It is important to realize that recovery actions continue for weeks, months, or years, depending on the event. For more information on demobilization, please consult the EOP Base Plan.

2.3 SPECIAL CONSIDERATIONS

2.3.1 Mental Health Support

Disasters have an impact on the psychological well-being of survivors of the disaster, on the surrounding community, and on the disaster workers who respond to the emergency caused by the disaster. A comprehensive plan to address the psychological aspects of a health and medical response helps to ensure that hospitals, public health agencies, emergency responders, and providers of essential services in critical infrastructure are prepared to help their employees in strengthening personal resilience. Additionally, mental health resources should be made available to the public at large.

It is important to communicate the availability of mental health support throughout any significant health and medical disaster and to continue the efforts throughout the recovery stages and beyond.

Often, mental health support capacity may need to be augmented for some time through temporary hiring or contracted assistance.

When providing disaster mental health services, each service should be culturally relevant and respectful of the beliefs and social practices of diverse populations. Principles of cultural competence in disaster mental health research include:

- Recognizing the importance of culture and respecting diversity.
- Recruiting disaster workers who are representative of local communities.
- Ensuring that services are accessible, appropriate, and equitable.
- Ensuring that services and information are culturally and linguistically competent.

The mental health service emergency response will be inclusive of community mental health resources in partnership with local, state, and federal mental health providers.

Examples of actions that can be taken by the OA to support mental health during and following a disaster include:

- Develop and carry out inclusive, multi-pronged social media campaigns that highlight available programs, literature, and checklists for at-risk populations, including disproportionately impacted individuals, diverse populations (as defined by SB160), and those with disabilities, access, and functional needs.
- Mental health programs should be made available to survivors, families that lost relatives, essential employees, and those who may have lost their jobs due to the disaster.
- Extend hours and services of the Employee Assistance Program (EAP) so that employees can call in or meet virtually for appointments with mental health professionals.
- Extend the hours and services for substance abuse programs.
- Ensure equity of program availability across all age groups, income levels, communities, genders, and races.
- Ensure fair and equitable access to technology.
- Connect with community-based organizations and faith-based groups to highlight some of the programs they have available.

2.3.2   Meeting the Needs of People with Disabilities and Access and Functional Needs

Historically, disasters disproportionately affected populations DAFN. Emergency plans must address the needs of people with disabilities, who are a legally protected class, not simply a subgroup of people with access and functional needs. The practices of emergency planning for people with disabilities have historically relied on the Americans with Disabilities Act of 1990 (ADA) and the Rehabilitation Act of 1973 (RA).

Under the ADA, a person with a disability has a physical or mental impairment, has a record of such an impairment, and is regarded as having such an impairment. Section 504 of the RA prohibits

discrimination against people with disabilities by recipients of federal funding. Public entities must go as far as economically and programmatically feasible to provide equal access to people with disabilities. The obligations for compliance apply to every federal dollar, including federal funds granted, subgranted, contracted, and subcontracted to other entities. Any recipient or sub-recipient of federal funds is required to make their programs accessible to individuals with disabilities. Its protections apply to ALL programs and businesses that receive ANY federal funds. The ADA broadened the scope of the RA to non-federal agencies. Title 2 of the ADA prohibits a public entity from excluding any qualified person with a disability.

Accessibility of all services within the OA complies with federal laws governing ADA directives and is considered a top priority for health and medical disaster services and communications about those services. Federal ADA laws are further supported by recent California legislative guidance addressing DAFN support during disaster response and recovery, the amended California Code, 8593.3. The legal requirements as outlined in California Government Code section 8593.3, define DAFN (or AFN) as individuals who are or have: physical, developmental, or intellectual disabilities; chronic conditions or injuries; limited English proficiency; older adults; children; low-income, homeless and/or transportation disadvantaged (e.g., dependent on public transit); and pregnant women.

Meeting these legal mandates requires transparently ensuring there is no discrimination in the planning for or provision of health and medical services during disaster response. Those working in or supporting the planning, treatment, and communications outreach must respond to the impacted population by providing all services, aids, and benefits with consideration for the specific functional and access needs of all individuals, making every reasonable effort to provide equitable access to services, care, and treatment for all.

2.3.3   Cultural Considerations

Different cultures may have distinct and specific views regarding health and sickness and may vary significantly as regards funeral and burial practices. These practices may be negatively affected in large or complex health and medical disasters. Moreover, infectious disease endemics and pandemics have historically been associated with the stigmatization of specific ethnic groups and care should be taken to mitigate these impacts as much as possible.

This Annex is integrated and inclusive to ensure equity for all members of communities in Solano County. Equitably addressing the unique needs and cultural considerations of all individuals impacted by disaster is a medical and health assistance operational priority. Addressing the needs of not only those with DAFN, but also addressing the unique cultural needs of those from diverse communities within a jurisdiction will require a whole community collaborative effort. Additionally, planning for and providing equitable care and shelter services for all culturally diverse members of the community is guided by the updated California Code 8593.3.5.

The County of Solano commits to engaging and integrating people from the spectrum of representative demographics of local jurisdictions in ongoing health and medical disaster planning and response efforts to provide quality assurance that the unique individual health needs of all community members are

addressed during response activities. Needs that must be considered and addressed may include, but are not limited to, cultural considerations informed by 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; and geographic location.

Effort must be taken to ensure that the planning, service implementation process, and communications outreach considers the unique and culturally diverse needs of these populations such that they receive equitable care and treatment.

2.3.4   Social and Economic Impacts

Interventions are conducted with the intent to reduce mortality and morbidity; however, interventions and illnesses/injuries can both cause negative social and economic impacts. Decision-makers need to use good information to strike a balance between intervention and illness/injury to minimize these impacts.

2.3.5   Ethical Implications of Crisis Standards of Care

Crisis standards of care (CSC) are implemented when it is no longer possible to administer care using standard guidelines. Their goal is to extend the availability of key resources while minimizing the impact of shortages on clinical care. CSC should be developed using the following principles:

- Fairness (e.g., ensure consideration of vulnerable groups)
- Duty to care (aided by distinguishing triage decision-makers from direct care providers)
- Duty to steward resources (balances duty to the community with the duty to individual patient)
- Transparency in decision-making (candor and clarity about available choices as well as acknowledgment of the painful consequences of resource limitation)
- Consistency (treating like groups alike through policies, with careful deliberation and documentation when local practices do not follow common guidance)
- Proportionality (burdens should be commensurate with need and appropriately limited in time and scale)
- Accountability (maximizing situational awareness and incorporating evidence into decision-making)

State or federal-level CSC may be provided. If developed locally, it is advised that an ethics board comprised of diverse stakeholders be convened to develop and/or approve CSC.

2.3.6   Fair Allocations of Scarce Resources

Especially at the onset of a pandemic, it is likely that medical resources, such as PPE, will become scarce. The value of maximizing benefits should be considered. The goal should be to save lives and provide the highest quality of life post-treatment. Effective arguments have been made both for saving more lives or saving more life-years; whichever goal is chosen should be applied consistently when developing procedures.

The following recommendations should be considered when developing an effective response:

- Critical interventions, such as testing, PPE, vaccinations, etc., should be provided first to healthcare workers and other frontline care personnel. Reasoning: If essential personnel are incapacitated, all people suffer, and mortality and morbidity will increase.
- Patients with a similar prognosis should receive scarce medical resources through randomized distribution, such as a lottery. Reasoning: First-come first-serve distribution, such as what is used for a kidney transplant, is applicable when patients can live for a long time without the scarce resource. Due to the imminent nature of a pandemic disease or a CBRNE incident, this type of allocation may create congregations and even violence and is therefore not advisable. Furthermore, first-come first-serve models may benefit those who get ill earlier than those who get ill later (perhaps because of adhering to non-pharmaceutical interventions (NPI) guidelines) and are therefore not considered fair in this circumstance.
- Prioritization guidelines should differ by intervention and should respond by changing scientific evidence. Reasoning: The decision between lives saved vs. life-years saved will dictate populations to prioritize (i.e., youth vs. elderly); science is based on adjusting to new evidence as more research is conducted specifically to each pathogen or toxin.
- Persons who participate in research for vaccines and other MCM should receive some prioritization. Reasoning: They have assumed personal risk to benefit the whole population and should receive some compensation for doing so.
- There should be no difference in allocating scarce resources to patients of a pandemic and patients receiving care for other medical conditions. The value of maximizing benefits should apply to all patients.

CAUTION: Priority treatment should not be provided to public figures, the wealthy, or people who are otherwise of influence. Reasoning: Doing so will destroy public trust and undermine the effectiveness of risk communication.

2.3.7   Public Health Emergencies

The authority to declare a local public health emergency lies with the Solano County Public Health Officer, following the declaration of a state or local emergency. For additional information regarding local declaration of a public health emergency, please refer to the EOP Base Plan, Section 2.6.5.1.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

During a public health and medical emergency Solano Public Health will activate their Department Operations Center (DOC) and organize in alignment with what is prescribed in the SPH AHEOP. Integration and coordination with the EOC will be through the Medical/Health Branch Coordinator in the Operations Section.

3.2 ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for the public health and medical function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1 Solano Public Health

Type: Government (County)	Role: Lead
Responsibilities	
Provide staffing for the Medical and Health Branch in the EOC for the coordination of public health and medical activities.	
Coordinate the delivery of health and medical services, including the provision of medical personnel, equipment, pharmaceuticals, and supplies.	
Provide guidance surrounding health and medical activities.	
Maintain communications with healthcare facilities and other healthcare partners for situational awareness and ongoing needs, including bed availability and potential resource shortages.	
Coordinate resources to support response activities of personnel, commodities, and services in response to requests for public health and medical assistance.	
Provide timely and accurate information to healthcare and the public.	
Coordinate behavioral health services to affected communities and responders.	

3.2.2 Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that includes essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.3 Hospitals and Healthcare Facilities

Type: Private Sector	Role: Support
Responsibilities	
Provide ongoing status reports as requested.	
Coordinate with SPH for medical surges and other health and medical services.	
Utilize ReddiNet to track hospital bed use.	

3.2.4 EMS Agencies

Type: Public and Private	Role: Support
Responsibilities	
Provide ongoing status reports as requested.	
Coordinate with local area hospitals and the EOC for tracking and transport of patients from an MCI to the appropriate care facility.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

4.1.1 Solano County Public Health All Hazards Emergency Operations Plan

The SPH AHEOP serves as the primary framework and establishes methods and procedures to be used by SPH and its emergency planning partners to respond to all-hazards that pose an imminent or potential threat to the health and welfare of Solano County Community Members. This plan is designed to supplement the EOP.

4.1.2 Medical Health Operational Area Coordinator Program

The MHOAC Program coordinates medical health mutual aid resources for the operational area during a disaster or state of emergency. When the medical or health resources within a local jurisdiction are depleted, the MHOAC Program will work with local, regional, and state partners to coordinate the allocation of mutual aid resources.

Statutory responsibilities of the MHOAC (H&SC Div. 2.5, Section 1797.153) include the following:

- Assessment of immediate medical needs
- Coordination of disaster health and medical resources
- Coordination of patient distribution and medical evaluations
- Coordination with inpatient and emergency care providers
- Coordination of out-of-hospital medical care providers
- Coordination and integration with fire agencies personnel, resources, and emergency fire prehospital medical services
- Coordination of providers of non-fire-based prehospital emergency medical services
- Coordination of the establishment of temporary field treatment sites
- Health surveillance and epidemiological analyses of community health status
- Assurance of food safety
- Management of exposure to hazardous agents
- Provision or coordination of mental health services
- Provision of health and medical public information protective action recommendations
- Provision or coordination of vector control services
- Assurance of drinking water safety
- Assurance of the safe management of liquid, solid, and hazardous wastes
- Investigation and control of communicable disease

More information about the MHOAC program can be found in the CDPH *California Public Health and Medical Emergency Operations Manual*.

4.2   STAFFING AND PERSONNEL

Solano Public Health staff will provide staffing for the Medical and Health Branch, as needed, within the SPH DOC or EOC. SPH will also oversee health and medical field operations including, but not limited to, surveillance/testing and distribution of MCMs. When resources are insufficient, they may be augmented with first responders, additional County staff, volunteers, mutual aid, and/or other resources with the appropriate level of skill, training, and accreditation (as needed).

4.3   DATA MANAGEMENT AND TECHNOLOGY

4.3.1   California Health Alert Network

CAHAN is the State of California's web-based information and communications system for distribution of health alerts, dissemination of treatment and prevention guidelines, coordination of disease investigation efforts, preparedness planning, and other initiatives that strengthen state and local preparedness.

4.4   EQUIPMENT AND SUPPLIES

Communications equipment in the DOC include phone, fax, email, satellite phones, satellite television, and internet access. Key SPH staff have been issued Government Emergency Telephone System (GETS) cards for use during a disaster. Additional lists of equipment and supplies are maintained in a confidential appendix to the SPH AHEOP.

4.5   FACILITIES

The following facilities support public health and medical operations:

- SPH DOC
- Napa-Solano-Yolo-Marin County Public Health Laboratory. This regional laboratory provides diagnostic and reference laboratory services to healthcare professionals, clinics, hospitals, and law enforcement.

4.6   OTHER

Public Health and Safety Preparedness and Response Coalition (PHASPAR) is a coalition of public, private, and community-based organizations that prepares for responding to medical and health related emergencies. PHASPAR is a partnership among hospitals, community clinics, dialysis centers, EMS, faith-based organizations, fire agencies, law enforcement, military, OES, private businesses, schools, Skilled Nursing Facilities (SNF), and others.

The objectives of the PHASPAR are:

- Integration and coordination of disaster healthcare response operations across the healthcare continuum and geographically across the county to meet the needs of the public during a disaster or catastrophic event.
- Ability to accurately determine the status of the healthcare system and the safety and locations of associated patients and clients.
- All coalition agencies and facilities develop and exercise effective disaster plans.
- Adequate and collaborative medical surge preparation to ensure effective operations to care for victims of mass casualty and/or largescale events.

5   FUNCTION-SPECIFIC TRAINING

5.1   FEMA INDEPENDENT STUDY

Public health and medical preparedness, response, and recovery courses available through FEMA Independent Study are:

- IS-2905 Coordinating Health and Social Services Recovery

5.2   CENTER FOR DOMESTIC PREPAREDNESS TRAINING

Public health and medical preparedness, response, and recovery courses available through the Center for Domestic Preparedness are:

- EMRA PER-271 Emergency Medical Response Awareness for CBRNE Incidents
- AWR-358 Hazardous Material Awareness
- HCL MGT-901 Healthcare Leadership for Mass Casualty Incidents
- AWR-915 Response Considerations During Outbreak or Pandemic
- EHTER AWR-922 Environmental Health Training in Emergency Response Awareness Course
- AWR-923 Radiological Emergency Management

5.3 ADDITIONAL TRAINING

- Additional training opportunities can be found through other organizations as listed below.
- AWR-111-W Basic Emergency Medical Services Concepts for Chemical, Biological, Radiological, Nuclear, and Explosive Events, Texas Engineering Extension Service
- AWR-118 Biological Incidents Awareness, Louisiana State University
- AWR-314-W Medical Countermeasures Awareness for Public Health Emergencies, Texas Engineering Extension Service
- MGT-433 Isolation and Quarantine for Rural Communities, Rural Domestic Preparedness Consortium
- MGT-447 Managing Food Emergencies: Strategies for a Community Response, Louisiana State University
- Center for Homeland Defense and Security self-study course on Public Health Preparedness and Emergency Response
- Center for Homeland Defense and Security self-study course on Pandemics: The Ultimate Public Health Test
- Center for Homeland Defense and Security self-study course on Quarantine Authority
- Introduction to Promising Practices in Disaster Behavioral Health Planning webcast from US Department of Health and Human Services (US HHS), Substance Abuse and Mental Health Services Administration (SAMHSA)
- Any additional training mandated by state or federal regulations.

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following function-specific authorities were used in the development of this plan:

- California Emergency Services Act (CA Gov. Code Title 2, Div. 1, Ch. 7)
- Solano County Code (Chapters 7.1 and 7.2)
- Government Code, Title 3 §24000 et seq., Public Health Officer (PHO) as county officer & deputy PHO.
- Government Code, Section 8695, Immunity of Physicians and Nurses.
- California Government Code, Chapter 7. California emergency services act, Article 6.5 Accessibility to emergency information and services, 8593.3 (2016)
- Government Code, Chapter 7. California Emergency Services Act, Article 6.5 Accessibility to emergency information and services, 8593.3.5 (2019)

- Health and Safety Code Sections: 120100-120115, 120125-120150, 120175-120250, and 120275-120305, Communicable Disease Control and Prevention.
- Health and Safety Code Sections 100170-100180: Establishes authority of the California Department of Public Health (CDPH) to enforce the Health and Safety (H&S) Code regulations to address threats to public health.
- Health and Safety Code Sections 120125-120140: Establishes authority of CDPH to investigate and control communicable disease within the state.
- Health and Safety Code Sections 120145-120150: Establishes authority of CDPH to take actions related to persons, animals, or property to control threats to public health, including quarantine, isolation, inspection, disinfection, and destruction of property.
- Health and Safety Code, Sections 1797.150 – 1797.153: EMS, Regional Disaster Medical Health Coordinators, and Medical Health Operational Area Coordinator.
- Business and Professions Code, Section 2727.5, Practice of nursing in an emergency.
- Business and Professions Code, Sections 4008 and 4227.1, Pharmacy.
- Code of Regulations, Title 17 Section 2500, et seq, Disease Reporting Regulations.
- Food and Agriculture Code 9562: Establishes provisions for the State Veterinarian to quarantine animals or animal products and to take appropriate disease control action to control or eliminate diseases from animal populations.
- In addition, Public Health and Medical Emergency Powers within the State of California are addressed in the *California Public Health and Medical Emergency Operations Manual*.

6.2   REFERENCES

The following function-specific references were used in the creation of this Annex:

- Solano Public Health All Hazards Emergency Operations Plan (June 30, 2022)
- California Department of Public Health, California Public Health and Medical Emergency Operations Manual.
- MHOAC Program Manual, California, Conference of Local Health Officials. Obtained from: https://www.cdph.ca.gov/Programs/CCLHO/CDPH%20Document%20Library/MedicalandHealth OperationalAreaCoordinationManual.pdf

ANNEX H: PUBLIC INFORMATION, ALERT, AND WARNING

Last Updated: April 2024

Lead Coordinating Agency or Organization	Public Information Team, Sheriff's Office

| Support Agencies and Organizations | Solano Office of Emergency Services United Way Bay Area 211 Disaster/Citizen Information Hotline Local Media Outlets Law Enforcement Fire Agencies Emergency Medical Services Public Works School Districts Private Sector and Community-Based Organizations |

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

Public information, alert, and warning is the capability to provide coordinated, prompt, reliable, and actionable information to the whole community using clear, consistent, accessible, and culturally and linguistically appropriate content and outreach methods to effectively relay information regarding any threat or hazard and, as appropriate, the actions being taken, and the assistance being made available. The purpose of the Public Information / Alert and Warning Annex (Annex) is to provide a framework for dissemination of accurate, culturally competent, timely, and complete emergency information and instructions with the intent to save lives of all individuals living, working, and visiting the County and minimize loss to the public from the beginning of a disaster through the recovery phase. It provides for the conduct and coordination of public information activities and establishes a mutual understanding of responsibilities, functions, and operations that ensures equity to all intended recipients.

The Annex is intended to:

- Describe the County's methods of disseminating emergency alerts and warnings to the public.
- Establish guidelines for the Public Information Officer (PIO) and staff to utilize when disseminating information to the media and public during times of emergency.
- Facilitate the coordination of timely emergency information across departments, agencies, partners, and the public.

The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

The County's ability to effectively communicate with the public is essential to the preservation of life and property and to serving the public equitably. The Annex addresses public information and warning within Solano County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary. Some incidents occur with enough warning that early notification can be issued to ensure the appropriate level of preparation (e.g., winter weather, flood). Other incidents occur with little or no advanced warning and do not provide enough time to adequately notify the public (e.g., earthquake, tornado, wildfire). This Annex will be pertinent for all types of incidents.

1.2.1 Functional Objectives

The overall objectives of public information, alert, and warning services during a disaster impacting Solano County will be to:

- Promote informed decision-making about the acceptability of known risks.
- Disseminate accurate information promptly to key target audiences that are appropriate to the level of the disaster, culturally competent, and in accessible formats.
- Provide clear and direct messages describing the hazard, threat, and potential impacts, specifying geographic area or population impact.
- Specify actions that should be taken to protect life and property, such as evacuation, shelter-in-place, or continued monitoring of the situation.
- Facilitate coordination of public information activities among all involved parties, including neighboring jurisdictions and representatives of diverse populations, to ensure consistency of key messages.

1.2.2   Critical Tasks

During a response, critical tasks may include the following:

- Facilitate the issuance of effective warning information using available communications networks.
- Establish and operate a Joint Information System (JIS) and, if necessary, a Joint Information Center (JIC) to provide coordinated messaging from all responding departments.
- Provide official information to the public that is accurate, timely, actionable, and accessible to the whole community during periods of emergency.
- Coordinate the release of official news and information through recognized broadcast and print media services and organizations.
- Respond to specific media inquiries and calls from the public requesting information assistance.
- Control rumors and misinformation.
- Provide timely updates and "all clear" messages when appropriate to notify the public when it is safe to resume normal activities.

1.3   PLANNING ASSUMPTIONS

The following assumptions were taken into consideration during the development of this Annex:

- Solano County may be affected by natural, technological, or human-caused hazards that will require accurate and timely public notification.
- The Solano County Emergency Operations Center (EOC) may or may not be activated in support of an event or emergency. EOC activation will be determined based on the scope and scale of the event.
- In the event an incident occurs suddenly and rapidly, some information may be incomplete or unconfirmed.
- Depending on the nature of the event, traditional methods of communication with the public may be impacted. For example, local and regional radio/television stations without emergency

power may be off the air or telephones (cellular and hardwire) may be inoperative. Alternative methods of communication may need to be utilized.

- Many people in the affected population will have disabilities and access and functional needs (DAFN), requiring specialized physical, programmatic, and/or communication access.

- PIOs will maintain strong working relationships with the local media, including print, broadcast, and social media outlets, to facilitate critical information dissemination during emergencies.

- Response activities guided by this Annex will be conducted in an inclusive, culturally competent manner to ensure that all affected individuals in Solano County are effectively served with fair and equitable treatment.

- Rumors, misinformation, and false information on social media proliferate before, during, and after disasters and emergencies, especially when there is a lack of official news and information readily available.

- The emergency organization will become overwhelmed by the demand for information if sufficiently trained staff are not available.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for conducting public information, alert, and warning operations in Solano County. An effective response requires coordination at all levels of government and among organizations and agencies from the local level to national response managers, the public, and industry.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Awareness

Notification of the need for public information, alert, and warning can come from a variety of sources, including dispatch, first responders, and local and county agencies. The PIO will review initial information, prior to release, to ensure it has been verified and cleared by higher authorities. Crisis communication involves a fundamental tension between two elements: the need to ensure that information is confirmed to be accurate through a clearance process and the need to ensure that information is communicated quickly.

2.2.2 Activation

This Annex may be activated and implemented under any of the following circumstances:

- The EOC has been activated.
- The Solano Office of Emergency Services (OES) directs that the plan be implemented.
- A Solano County department requests additional support for public information, alert, and warning in relation to a department-specific emergency incident.

2.2.3   Mobilization

During an incident affecting Solano County and requiring or potentially requiring County and OA support for public information, alert, and warning, Solano OES or Solano County EOC (if activated) will conduct an initial assessment of public information, alert, and warning needs, including an assessment of damages to resources key to supporting the function.

- **Assess damages.** Contact and coordinate with key operational partners to assess damages and potential impacts to the ability to provide public information / alert and warning.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section for supply and resupply as needed. Activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records for submission for reimbursement.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments.
- **Establish communications.** Coordinate with the EOC and activated functions to ensure that any needed public information is released.

2.2.4   Operations

2.2.4.1   Public Information

2.2.4.1.1 General

The Lead PIO is designated at the outset of response. Control of the Public Information function will be directed by the EOC Director or their designee. All PIO actions will be coordinated with the EOC via the Emergency Services Manager or their designee. For more information on organizational structure, see section 3.1.

2.2.4.1.2 Joint Information System

A JIS is a system in which public information staff involved in emergencies/disasters can coordinate and disseminate to the public timely, accurate, and clear information. The JIS will gather, validate, and release public information in coordination with the EOC, local jurisdictions, public safety agencies, community-based organizations (CBOs), and others.

- JIS staff work closely with the EOC to gather, monitor, evaluate, and distribute information that addresses the population's short-term and long-term needs.

- The JIS should include public information representatives from each jurisdiction, agency, private sector partner, and CBO involved in the emergency or incident.
- Objectives under the JIS include the development of unified media releases and news conferences as well as coordination of Very Important Person (VIP) site visits, escorts, and special interviews.
- Under certain circumstances, a JIC may be activated. A JIC is a physical or virtual location where all public information staff and representatives who work within the JIS coordinate.
- Activation of a JIC may be necessary when multiple public or private agencies and organizations come together to manage disaster or emergency operations and when unified information flow is critical to the success of media and public information.
- The decision to activate a JIC will be made by the Solano County EOC Director in conjunction with stakeholders.

Public Information staff and representatives within the JIS communicate via an informal messaging group, utilizing phone, email, and social media when a JIC is not activated.

Information Gathering

Public Information staff will receive up-to-date information from EOC briefings and situation reports (SitReps), interaction with EOC and incident command post (ICP) staff, social media monitoring, and Microsoft Teams. A PIO may be stationed in the EOC situation room and/or at the ICP during periods of rapidly changing events.

The Lead PIO will keep notes of significant information and/or developments, which will be shared and coordinated among PIO staff within the JIS. Significant developments will be reported to the EOC Director immediately and could include media inquiries, rumors and misinformation to be addressed, talking points for media briefings, and other time-sensitive information.

Information Dissemination

Information may be coordinated and disseminated to the public using any and all tools and platforms available (see Section 4) and may encompass the following methods:

- Press conferences
- Situation updates
- Media broadcast alerts (news, print, radio)
- Social media

2.2.4.2   Alert and Warning

2.2.4.2.1 General

Solano OES oversees the alert and warning program in Solano County. Alert and warning include the dissemination of effective warning information using available communication networks. For more information on organization structure, see section 3.1.

2.2.4.2.2 Alert and Warning Systems

The EOC may initiate alerts and warnings utilizing a variety of communication methods. As in any emergency, the effectiveness of any warning will be dependent upon many factors including:

- Time availability
- Initial notice of threat
- Time of day
- Language barriers
- Communication systems viability

The County may activate the following systems to provide public notifications:

- County operated emergency notification system (Alert Solano)
- Integrated Public Alert and Warning (IPAWS)
- Emergency Alert System (EAS)
- Wireless Emergency Alerts (WEA)
- NOAA Weather Radio
- Media broadcast alerts (news, print, radio, social media)
- Hi-lo sirens and/or door to door "knock and talks"
- Neighbors Helping Neighbors

In addition, the County may activate the following systems to provide stakeholder notifications:

- California Health Alert Network (CAHAN)
- ReddiNet
- Public Emergency Portal
- Specific systems will be utilized based on incident needs. Solano County follows state guidance on alert and warning.

More information about systems is available in section 4.3.

2.2.5   Recovery

The public information program will continue beyond the response phase of a disaster through the recovery period, providing information and instructions about County, state, and federal government recovery operations, recovery plans, and instructions on how to apply for state and federal disaster assistance programs, when applicable. More information regarding the recovery process and procedures for Solano County is included in the Solano County EOP Recovery Annex.

2.2.6   Demobilization

Demobilization is the return to normal operating procedures for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat depending on the critical tasks engaged and types of response tools used. However, all demobilization should address the following functions:

- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.
- **Public Information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration.** Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

2.3.1   Accessible and Inclusive Public Information Considerations

The County is committed to disseminating accessible, understandable messages that serves the whole community equitably. Information directed to individuals with DAFN and culturally diverse populations will draw upon community-based values and local customs to ensure culturally competent messaging and a wide range outreach platforms that will ensure extensive geographic reach. Ongoing collaborations and partnership will assist in understanding and proactively addressing communications gaps as demographics shift within the county, including access to standardized communication platforms. The PIO or JIS (if activated) will work with the Health and Social Services Department (H&SS) in the EOC to determine the demographics of the affected populations and to implement various specialized communication dissemination methods as needed. H&SS services, especially In-Home Supportive Services (IHSS), Child Welfare Services, and Behavioral Health Services all have access to their respective clients' contact information. Although this information is confidential, access will be granted to use this database information during an emergency.

Under Title II of the Americans with Disabilities Act (ADA) and California Government Code § 8593.3, all state and local governments are required to take steps to ensure that their communications with people

with disabilities are as effective as communications with those without disabilities. This requirement ensures universal access and effective communication for the Whole Community, including those who have access needs such as language barriers as well as those with functional needs such as disabilities. Universal access to effective communication is especially critical when communicating emergency messages.

Effective and universally accessible communication implies that whatever is written or spoken must be as clear and understandable to people with DAFN as it is for the general population. People with disabilities or functional needs that affect hearing, seeing, speaking, reading, writing, or understanding may use different methods to communicate than those who do not. The County will seek to deliver information to the whole community that delivers "one message" in as many different channels as possible to gain the most extensive geographic reach. This include populations that are traditionally challenging to reach, such as those with limited digital access, including the unhoused, and those with limited English proficiency (LEP).

Communication may occur in different ways. Speaking, listening, reading, and writing are all common forms of communication. When these communications involve a person with an access or functional need, an auxiliary aid or service may be required for communication to be effective.

Auxiliary aids and services are devices or services that enable effective communication for people with DAFN. Generally, the requirement to provide an auxiliary aid or service is triggered when a person with a disability or access or functional need requests it. The type of aid or service necessary depends on the length and complexity of the communication as well as the formats and distribution strategies used.

Auxiliary Aids include but are not limited to:

- Qualified interpreters.
- Communications and warning messaging for hearing and sight impaired (TTD and TTY).
- Translation services for different languages such as Spanish and Tagalog.
- Materials in plain text or word processor format.

Additional Auxiliary Aid Recommendations

- Cell phones that have translation capabilities
- Guidelines in Braille, prior to an emergency, on how to receive emergency notification
- Amplified phones
- Captioned phones and caption apps
- Hearing aid compatible phones
- TV hearing aid and listening devices
- FM loop systems
- Visual - a flashing light
- Vibrotactile - a vibrating component
- Auditory - increased amplification and use of TDD/TDY

To ensure populations with DAFN have been notified, the PIO will coordinate with the Access and Functional Needs Unit (or DHSS representative) to ensure the impacted areas are appropriately notified. Systems and considerations include, but are not limited to:

- TDD/TDY telecommunications devices for blind/deaf.
- Messages in multiple languages.
- Outreach to DHSS clients lists, including IHSS, child services, and mental health services.
- Notification to Superintendent of schools and activation of call-down systems for schools in impacted area.
- 2-1-1 alerts.

2.3.2   Cultural Considerations

Cultural knowledge and trusted cultural brokers should be considered when communicating emergency information to the public. Research illustrates that racial and ethnic minorities are disproportionately vulnerable to and impacted by disasters. Minority communities also recover more slowly after disasters because they are more likely to experience cultural barriers and receive inaccurate or incomplete information because of cultural differences or language barriers.

In addition to ensuring emergency information is disseminated in all languages spoken in the community, Public Information staff should have a working knowledge of the different customs and beliefs of cultural groups within the community as they may relate to emergency preparedness and actions.

Public Information staff will build upon pre-disaster relationships with key stakeholders and community champion representatives from the diverse populations. Additionally, the various groups will be engaged to provide critical input into the communications dissemination process and progress throughout the response and recovery period. Whenever possible, the County will proactively solicit expertise from priority and underrepresented/marginalized communities. This includes use of cultural brokers and trusted messengers to reach populations and individuals who are hesitant to have contact with the government (e.g., unhoused, undocumented).

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

3.1.1 Public Information

3.1.1.1 General

Solano County utilizes the incident command system (ICS) structure in the field, EOC, and JIS systems in accordance with the National Incident Management System (NIMS) to provide direction and control. These three structures interact to organize the local government response to significant incidents.
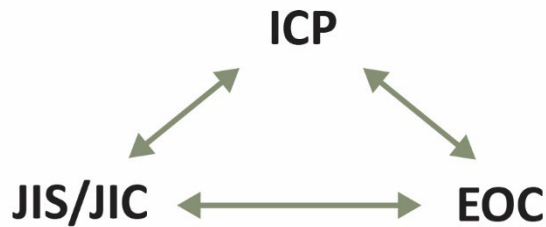

Figure 1: Relationship of the ICP, JIS/JIC, and EOC

Control of the Public Information function will be coordinated by the EOC Director or their designee. During a significant incident requiring EOC activation, the EOC Director may choose to activate the JIS/JIC. 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 2 shows this organizational structure. Descriptions of suggested positions and sections are described below.

The Public Information Team is comprised of the Lead PIO, along with any activated support staff. The Lead PIO reports to the EOC Director. Various county departments employ trained PIOs. These individuals will be called upon during emergencies and disasters to staff the PIO position at the EOC or, in other cases, to support an ICP or work in a multiagency JIC.
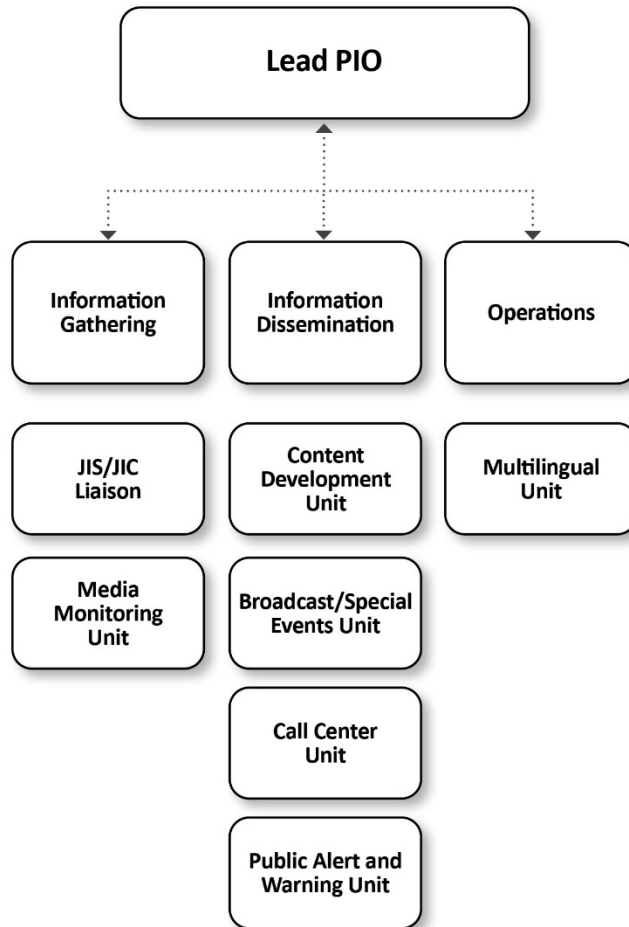
Figure 2: JIS/JIC Organizational Chart

3.1.1.2   Positions and Sections

3.1.1.2.1 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.

3.1.1.2.2 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.

3.1.1.2.3 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 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 for public meetings and presentations.

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

3.1.1.2.4 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.

Other Units as Assigned: Any other units needed to support operations.

3.1.2   Alert and Warning

The Solano County Sheriff's Office is the authorized alerting authority for Solano County, to include activation of IPAWS. The Sheriff's Office will initiate alerts and warnings, utilizing a variety of communication methods (see sections 2.2.4.2.2 and 5.3). Specific systems will be utilized based on incident needs.

3.2   ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for public information alert and warning. The lead coordinating agency for this function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1   Public Information Team

Type: Government (County)	Role: Lead
Responsibilities	
Establish and operate a JIS/JIC as necessary to provide coordinated, culturally competent messaging from all responding departments.	
Provide official information to the public that is accurate, timely, understandable, actionable, and accessible to the whole community during periods of emergency.	
Coordinate the release of official news and information through recognized broadcast and print media services and organizations.	
Respond to specific media inquiries and calls from the public requesting information assistance.	
Control rumors and misinformation.	
Provide timely updates and "all clear" messages when appropriate to notify the public when it safe to resume normal activities.	

3.2.2   Sheriff's Office

Type: Government (County)	Role: Lead
Responsibilities	
Facilitate the issuance of effective alert and warning notifications using available and appropriate communications networks.	

3.2.3   Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.4   United Way Bay Area 211 (Call Center)

Type: Non-Profit	Role: Support
Responsibilities	
Provide a scaled response to support EOC operational requirements.	
Assist the JIS/JIC in providing critical information to the public by serving as an information center.	
Forward caller information on emergency conditions to the JIC and the EOC.	
Inform the JIS/JIC of changes in call nature or trending questions.	
Create an ongoing report for the JIS/JIC on call volume and call nature as requested.	

3.2.5   Disaster/Citizen Information Hotline

Type: Government (County)	Role: Support
Responsibilities	
Receive calls from and provides information to victims, concerned citizens, volunteer agencies, community assistance groups, and others.	
Provide the most current information available and route the calls to the appropriate resource as necessary.	

3.2.6   Local Media Outlets

Type: County	Role: Support
Responsibilities	
Support the timely dissemination of verified public information to the community.	

3.2.7   Law Enforcement

Type: County	Role: Support
Responsibilities	
Maintain decision-making authority over the release of specific types of embargoed information.	
Provide timely and consistent updates on activities pre-, during, and post-disaster.	
May participate in the JIS/JIC, depending on the nature of the incident.	
Support the timely dissemination of verified public information to the community.	

3.2.8   Fire Agencies

Type: County	Role: Support
Responsibilities	
Maintain decision-making authority over the release of specific types of embargoed information.	
Provide timely and consistent updates on activities pre-, during, and post-disaster.	
May participate in the JIS/JIC, depending on the nature of the incident.	
Support the timely dissemination of verified public information to the community.	

3.2.9   Emergency Medical Services

Type: County	Role: Support
Responsibilities	
Maintain decision-making authority over the release of specific types of embargoed information.	
Provide timely and consistent updates on activities pre-, during, and post-disaster.	
May participate in the JIS/JIC, depending on the nature of the incident.	
Support the timely dissemination of verified public information to the community.	

3.2.10 Public Works

Type: County	Role: Support
Responsibilities	
Provide timely and consistent updates on activities pre-, during, and post-disaster.	
May participate in the JIS/JIC, depending on the nature of the incident.	
Support the timely dissemination of verified public information to the community.	

3.2.11 School Districts

Type: County	Role: Support
Responsibilities	
Provide timely and consistent updates on activities pre-, during, and post-disaster.	
May participate in the JIS/JIC, depending on the nature of the incident.	
Support the timely dissemination of verified public information to the community.	

3.2.12 Private Sector and Community-Based Organizations

Type: County	Role: Support
Responsibilities	
Provide timely and consistent updates on activities pre-, during, and post-disaster.	
May participate in the JIS/JIC, depending on the nature of the incident.	
Support the timely dissemination of verified public information to the community.	

4 AVAILABLE RESOURCES

4.1 AGREEMENTS, PLANS, AND PROCEDURES

Solano OES follows the local alerting authority guidance provided by the California State Warning Center (CSWC)'s Alert and Warning Program.

4.2 STAFFING AND PERSONNEL

Department PIOs. Solano OES maintains a roster of departmental PIOs who may be called upon to assist the public information function or staff the JIC, if activated. This list is available, upon request, through Solano OES.

Solano Auxiliary Communications Service (ACS). Solano ACS is a volunteer cadre of communications professionals and amateur radio operators, which supports Solano OES, available during emergencies.

Solano County Emergency Communications Center (ECC). The Solano County ECC, located in the Solano County Sheriff's Office, is staffed by dispatchers who provide 24/7 coverage for the Cities of Dixon and Rio Vista and the unincorporated areas of the county. The ECC also has the ability to send public emergency messaging as needed.

Solano County Volunteer Organizations Active in Disasters (VOAD). The VOAD is used to amplify official public messaging before, during, and after disaster through a broad reach into the community, to ensure the Whole Community is receiving critical public messaging.

4.3   DATA MANAGEMENT AND TECHNOLOGY

4.3.1   Federal Alert and Warning Systems

4.3.1.1   Integrated Public Alert and Warning System (IPAWS)

IPAWS is an internet-based capability, operated by the Federal Emergency Management Agency (FEMA), that federal, state, local, tribal, and territorial authorities can use to issue critical public alerts and warnings. The three core components of Integrated Public Alert and Warning System (IPAWS) are the Emergency Alert System (EAS), Wireless Emergency Alert (WEA), and the National Oceanographic and Atmospheric Administration (NOAA) Weather Radio. IPAWS also includes capabilities for unique alert systems that include the dissemination of alerts through third-party applications and future system development.

4.3.1.2   Wireless Emergency Alert (WEA)

WEA is used by authorized government alerting authorities to send emergency messages through mobile/wireless carriers. WEA alerts are targeted to a defined geographical area and are presented differently than typical text alerts to differentiate them from regular notifications. They offer a unique alert tone and vibration accompanied by a brief push notification displayed uniquely on the end user's mobile device. Mobile device users will receive the WEA notification unless they choose to deactivate the service on their mobile device. WEA has the capability of notifying WEA-enabled cell phones within a selected geographic area, whether or not they have previously opted-in. This capability allows for both the residents of a given jurisdiction and persons visiting the jurisdiction the ability to be notified. Messages may be received by phones outside of the intended alert area.

4.3.1.3   Emergency Alert System (EAS)

The federal EAS is used by alerting authorities to send warnings by broadcast, cable, satellite, and wireline communications pathways. EAS enables the president or authorized alerting agencies to interrupt all broadcasts in one or more counties with an emergency announcement. Satellite and cable TV carriers also participate in EAS, but their capacity to geographically target dissemination is more limited. EAS can distribute warning messages over large areas very quickly but cannot reach people who are not watching or listening to broadcast media.

4.3.1.4 National Weather Service and Wireless Emergency Alerts

For continuity of operations and effective response, the National Weather Service (NWS) coordinates with its local partners prior to issuing WEA messages. The NWS, in conjunction with the Federal Communications Commission (FCC), has an established list of weather warnings that will trigger WEA for the affected area, generally defined as a polygon. WEA messages are disseminated by IPAWS. The approved NWS warnings, pertaining to the County, for which the NWS may initiate a WEA are:

- Floods
- Drought
- Levee failures
- Landslides
- Wildfires
- Unexpected severe weather

4.3.1.5 NOAA Weather Radio (NWR)

Using technology similar to older portable radio pagers, desktop radio receivers can be activated when they receive particular tone or data signals. The alerting signal is typically followed by audio information. The nationwide National Weather Radio network operated by NOAA is the best known and most widely deployed example of this technology. Tone-alert radios can provide both alerting and warning details quickly over a wide area but require an investment in the receiving equipment that many members of the public decline to make. Some NOAA Radios have Specific Area Message Encoding (SAME) capability, allowing the public or jurisdictions to limit warnings only to an area of concern.

4.3.2 State Alert and Warning Systems

4.3.2.1 California Warning System (CALWAS)

CALWAS is the state portion of the National Warning System (NAWAS) that extends to communications and dispatch centers throughout the state. Cal OES headquarters ties into the federal system through the Warning Center in Sacramento. Circuits then extend to county warning points. The California Highway Patrol headquarters in Sacramento is the state's alternate warning point. Both state and federal circuits are monitored 24 hours a day at the Warning Center, the alternate point, and each of the local warning points.

4.3.2.2 California Health Alert Network (CAHAN)

The California Health Alert Network (CAHAN) is the State of California's web-based information and communications system available on a 24/7/365 basis for distribution of health alerts, dissemination of prevention guidelines, coordination of disease investigation efforts, preparedness planning, and other initiatives that strengthen state and local preparedness. CAHAN participants can receive alerts and

notifications by alphanumeric pager, email, fax, and phone (cellular and landline). In Solano County, CAHAN alerts are received by public health officials, local hospitals, and clinics.

4.3.3   Local Alert and Warning Systems

4.3.3.1   Alert Solano

In the event of an emergency, public safety officials, including the Solano County Sheriff's Office and Solano OES have the ability to send out a message about a potential safety hazard or concern, including severe weather alerts and natural disasters directly to residents who have registered for Alert Solano.

The Alert Solano emergency notification system is a voluntary alerting system which allows users to provide customized information to allow the most efficient delivery of emergency information. Users are encouraged to register multiple devices, including cell phones, smart phones, and tablets. Alerts can be sent to all devices listed in the Alert Solano account, maximizing the chances of alerting users in a timely manner. Solano OES will send emergency notifications to unincorporated areas of the county and, when events impact the entire county, individual cities will send notifications directly to their residents.

4.3.3.2   Public Emergency Portal

Solano County utilizes a number of social media platforms to provide preparedness and ongoing situational awareness information to the public. The Solano County Public Emergency Portal, found at https://emergency.solanocounty.com, is a consolidated website for all Solano County and city social media accounts to be utilized before, during, and after emergencies.

4.3.3.3   ReddiNet

ReddiNet is a web-based application that enables Solano EMS to communicate with local health care facilities to initiate hospital bed capacity counts and patient distribution and assist with patient tracking and family reunification.

4.4   EQUIPMENT AND SUPPLIES

- Mass notification system
- Electronic signage
- Electronic billboards
- Social media platforms
- X (formerly known as Twitter)
- Facebook
- Instagram

- Websites
- Radio station 95.3 KUIC
- Traplines

4.5 FACILITIES

The **Solano County Emergency Communications Center** is located within the Solano County Sheriff's Office and provides 24-hour coverage daily for four law enforcement agencies and seven fire agencies within the county.

The **JIC** is located in the **Solano County EOC**.

The **County Event Center** is used for press conferences. The **County Board of Supervisors chambers** can also be used for press conferences.

Temporary locations would be established as needed, and their locations would be incident specific.

5 FUNCTION-SPECIFIC TRAINING

5.1 FEMA INDEPENDENT STUDY

Public Information / Alert and Warning courses available through FEMA Independent Study are:

- IS-29 Public Information Officer Awareness
- IS-42 Social Media in Emergency Management
- IS-242 Effective Communication
- IS-247 IPAWS for Alert Originators
- IS-251 IPAWS for Alerting Administrators

5.2 FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

Public Information / Alert and Warning courses available through FEMA residential, non-residential, and indirect courses are:

- E/L0105 Basic Public Information Officer
- E0388 Advanced Public Information Officer
- E0389 Master Public Information Officer – Implementing Communications Strategies for Whole Community Leadership
- E0393 Master Public Information Officer – Applying Advanced Concepts in Public Information and Communications

- E0394 Master Public Information Officer – Mastering Public Advocacy Plans to Create an Effective Community of Stakeholders
- G0272 Warning Coordination
- G0290 Basic Public Information Officers Course
- G0291 JIS/JIC Planning for Tribal, State, and Local Public Information Officers

5.3 ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- AWR-209 Working with the Media: A Course for Rural First Responders - Rural Domestic Preparedness Consortium (RDPC)
- AWR-329 Leveraging Tools for Coordinated Community Disaster Communication – University of Hawaii, National Disaster Preparedness Training Center (NDPTC)
- IPIO Intermediate Public Information Officer – California Specialized Training Institute (CSTI)
- MGT-318 Public Information in an All-Hazards Incident – Texas Engineering Extension (TEEX)
- MGT-467 Sport and Special Event Public Information and Emergency Notification - TEEX
- MGT-902 - Managing Public Information for All Hazards Incidents - Center for Domestic Preparedness (CDP)
- PER-304 Social Media Platforms for Disaster Management – NDPTC
- PER-343 Social Media Engagement Strategies - NDPTC
- PER-344 Social Media Tools and Techniques - NDPTC
- Any additional training mandated by state or federal regulations

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following authorities regulate activities outlined in this plan:

- California Emergency Services Act, California Government Code, Sections 8550-8668.
- 47 CFR Part 11 – Emergency Alert System (EAS)

6.2 REFERENCES

The following references were used in the creation of this plan:

- California Governor's Office of Emergency Services (OES). (2019). *State of California Alert & Warning Guidelines.* Retrieved from http://calalerts.org/documents/2019-CA-Alert-Warning-Guidelines.pdf

- California Governor's Office of Emergency Services (OES). (2017). *State of California Emergency Alert System Plan*. Retrieved from https://www.caloes.ca.gov/wp-content/uploads/Warning-Center/Documents/StateofCaliforniaEAS-Plan.pdf

- Federal Communications Commission (FCC). (2021). *Wireless Emergency Alerts*. Retrieved from https://www.fcc.gov/consumers/guides/wireless-emergency-alerts-wea

- Federal Emergency Management Agency (FEMA). (2023). IPAWS Best Practices. Integrated Public Alert & Warning Systems (IPAWS) Guidance Techniques for Sending Successful Alerts, Warnings, and Notifications. Retrieved from https://www.fema.gov/sites/default/files/documents/fema_ipaws-best-practices-guide.pdf

- FEMA. (2020). *National Incident Management System Basic Guidance for Public Information Officers*. Retrieved from https://www.fema.gov/sites/default/files/documents/fema_nims-basic-guidance-public-information-officers_12-2020.pdf

- Solano County Behavioral Health. (2022). *Solano County Diversity & Equity Annual Update CY2022.* Retrieved from https://www.solanocounty.com/depts/bh/diversity/committee/default.asp

ANNEX I: RECOVERY

Last Updated: April 2024

Lead Coordinating Agency or Organization	Solano Office of Emergency Services

Support Agencies and Organizations	• Solano County Departments • Solano County Communities • Community-Based Organizations

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

Recovery is the capability of the jurisdiction to implement short and long-term recovery and mitigation processes after a disaster emergency. This includes identifying the extent of damage caused by an incident, conducting thorough post-event assessments, and determining and providing the support needed for recovery and restoration activities to minimize future losses from a similar event.

The Solano County Recovery Annex (Annex) is intended to:

- Define how Solano County and its communities will effectively organize and operate to promote effective recovery.
- Leverage a Whole Community approach by attempting to engage the full capacity of the private and nonprofit sectors, including businesses, faith-based and disability organizations, and the public, in conjunction with the participation of local, tribal, state, territorial, and federal governmental partners in recovery efforts.
- Clarify the roles and responsibilities of stakeholders in pre-and post-disaster recovery.
- Identify sources of recovery funding and provide technical assistance, such as impact analysis, necessary for community recovery.

The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

As the response phase of a disaster ends, emergency operations will transition to recovery. Recovery objectives are different than response objectives.

The Annex addresses recovery actions within Solano County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary.

This Annex may be activated for incidents that require a coordinated response to address significant long-term impacts (e.g., impacts on housing, government operations, agriculture, businesses, long-term employment, community infrastructure, the environment, human health, and social services) to foster sustainable recovery. Recovery Annex support will vary depending on the magnitude and type of incident, and is responsible for:

- Economic assessment, protection, and restoration.
- Short-term recovery actions.
- Community recovery operations.

- Mitigation analysis and program implementation.
- Coordination with the private sector.
- Coordination with state and federal agencies providing assistance.

1.2.1 Functional Objectives

The overall objectives of recovery during a disaster impacting Solano County will be to:

- Achieve timely restoration, strengthening and revitalization of critical infrastructure.
- Resume a sustainable economy.
- Restore key health, social, cultural, historic, and environmental sectors across the jurisdiction.

1.2.2 Critical Tasks

During recovery, critical tasks may include the following:

- Conduct a rapid assessment of damages and needs.
- Establish a comprehensive framework for managing recovery efforts within the jurisdiction.
- Reinstate individual autonomy.
- Restore resident and/or visitor unity.
- Restore and provide essential public services.
- Permanently restore public property.
- Restore normal government operations.
- Restore critical and public services.
- Identify residual hazards and improvement of future emergency operations.
- Reimburse costs associated with disaster as allowed under state and federal regulations.
- Conduct after-action reviews and develop after-action reports and improvement planning to improve future response.

1.3 PLANNING ASSUMPTIONS

The following assumptions were taken into consideration during the development of this Annex:

- A disaster may occur at any time with little or no warning, and response and/or recovery needs will exceed the capabilities of local and state government, the private sector, and nonprofit organizations in the affected areas.
- Residents may be displaced, requiring shelter and social service support. Sheltering activities may be short-term or long-term depending on the severity of the incident.
- Vital infrastructure, such as potable water supplies, electrical power, natural gas, and sewer services, may be compromised.

- Transportation infrastructure may be damaged and in limited operation. Vital transportation corridors may be damaged and impassible.
- Communications infrastructure may be damaged, causing disruption in land-line telephone, cellular telephone, radio, microwave, computer, and other communication services.
- Catastrophic disaster scenarios will change nearly all facets of everyday life. These scenarios are very different from the changes that occur in large emergency situations and have the potential to produce far greater impacts on residents, businesses, and the government.
- Response activities and short-term and long-term recovery activities will occur concurrently, which may create tension and competitive demand for resources. This dynamic will be exacerbated when there are secondary hazards and/or inadequate processes for prioritizing needs.
- Many resources critical to the disaster recovery process may be scarce, and competition to obtain such resources may be significant. Participation from many outside agencies and organizations will be needed through the recovery phases.
- Private-sector entities will play a significant role in the repair of critical infrastructure. These entities will provide the primary workforce for much of the infrastructure recovery.
- The recovery process may take years and may not be able to restore the County to the same community that was in existence prior to a disaster; a "new normal" may be the recovery goal.
- Recovery activities guided by this Annex will be conducted in an inclusive, culturally competent manner to ensure that all affected individuals across Solano County are effectively served with fair and equitable treatment.

2 CONCEPT OF OPERATIONS

2.1 GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required to restore critical operations and recover from a disaster that affects Solano County.

The National Disaster Recovery Framework (NDRF) will be utilized by Solano County to advance the concepts of recovery that extend beyond simply repairing damaged structures. This includes the continuation or restoration of services critical to supporting the physical, emotional, and financial well-being of impacted community members, as well as the restoration and strengthening of key systems and resource assets that are critical to the economic stability, vitality, and long-term sustainability of the communities themselves. These include health (including behavioral health) and human services capabilities and networks, public and private disability support and service systems, educational systems, community social networks, natural and cultural resources, affordable and accessible housing, infrastructure systems, and local and regional economic drivers. Together, these elements of recovery contribute to rebuilding resilient communities equipped with physical, social, cultural, economic, and natural infrastructure required to meet potential future needs.

The NDRF establishes a scalable, flexible, and adaptive coordinating platform that aligns key roles and responsibilities across the Whole Community and depicts a process in which Solano County fully engages and considers the needs of all its members. A key element of the process is that the community assumes leadership in developing recovery priorities and activities that are realistic, well planned, and clearly communicated.

2.2 KEY OPERATIONAL ACTIVITIES

2.2.1 Transition from Response to Recovery

The transition from response operations to recovery is a gradual process, of which the pace and timing depend upon the circumstances of the disaster. Solano County, each of the cities in the Operational Area (OA), and all the special districts serving the OA may be involved in recovery operations. As response activities diminish, disaster recovery activities naturally begin. During this time period, direction and control of Solano County's response operations are transferred from the EOC to the appointed Disaster Recovery Manager (DRM). The DRM has the ability to activate recovery support partners and begin recovery operations by any one of the triggers listed below. Although the transition from response to recovery can be unclear at times, the following steps indicate the appropriate time to transition to recovery efforts:

- Life safety operations have been completed.
- Property conservation needs have been identified and met.
- Preliminary Damage Assessments (PDAs) have begun locally, and federal PDAs (if appropriate) are requested.

During the transition from response to recovery, the EOC's key tasks will include:

- Supporting the identification and appointment of the DRM.
- Supporting the orientation of the DRM (if they were not involved in the response efforts) to provide context and background information.
- Supporting the DRM by identifying existing community general plans and programs that are pertinent to recovery efforts.
- Coordinating with local jurisdictions, the region, and the California Governor's Office of Emergency Services (Cal OES) State Emergency Operations Center (SOC) on their recovery efforts.

2.2.2 Operation

2.2.2.1 Short-Term Recovery

Short-term disaster recovery operations may overlap with the response and generally span the first days or weeks after a disaster; however, there is no pre-determined timeline for short-term disaster recovery. Short-term recovery operations continue to address the health and safety needs of disaster survivors that persist through the end of response operations. Additionally, operations in this phase are characterized by but are not limited to activities such as restoring basic infrastructure and essential community services. Other focus areas of the short-term recovery phase include:

- Assessing the scope of the damage by conducting damage assessments and economic impact analyses.
- Submitting Public Assistance / Individual Assistance (PA/IA) and Small Business Administration (SBA) requests if applicable.
- Cleaning up and clearing debris from affected areas.
- Restoring critical infrastructure, including transportation networks.
- Restoring essential community services, such as basic medical services and emergency/temporary medical care.
- Beginning the transition of shelter occupants out of shelters and into more stable housing.

During short-term recovery, the DRM should:

- Develop initial short-term recovery objectives.
- Facilitate inclusive and participatory methods of community recovery, bringing in partner organizations and public input when feasible.
- Support any damage assessments already underway.
- Conduct impact assessments (utility providers, social, medical and health services, transportation routes and services, debris issues, private sector retail and wholesale providers, and schools).
- Educate the public about the recovery process and progress; provide timely, ongoing updates.

2.2.2.2 Impact Assessments

An impact assessment is similar to a needs or damage assessment but offers a more holistic approach to evaluation. An impact assessment examines potential and actual mid- to long-term effects of a disaster and how the community can rebuild to a pre-disaster state. More emphasis is placed on the qualitative impacts of the disaster, and the impact is examined across all community sectors. The impact assessment will address the health, infrastructure, economy, social structure, and environment in the impacted areas.

2.2.2.3   Restoration Prioritization

Prioritization of restoration efforts are incident-specific and will be laid out by the DRM in consultation with the Operational Recovery Task Force and in alignment with operational objectives.

2.2.2.4   Long-Term Recovery

Long-term disaster recovery operations involve ongoing recovery projects moving towards self-sufficiency, sustainability, and resilience. These operations generally span months and potentially years after a disaster; operations in this phase may involve the completion of a redevelopment and revitalization strategy and scope of work for the impacted communities. It is likely that in this phase, the DRM will take control of the recovery effort and Solano County will return to normal operations, serving as a partner and liaison in long-term recovery.

Additionally, long-term disaster recovery operations may involve activities such as rebuilding or relocating damaged or destroyed resources and helping ensure future community resilience (e.g., through mitigation projects, community development strategies, etc.). Other focus areas of the long-term recovery phase include but are not limited to:

- Developing permanent housing solutions for displaced residents.
- Reestablishing and creating resilient health care facilities.
- Implementing mitigation projects, strategies, and funding.
- Coordinating with Voluntary Organizations Active in Disaster (VOAD) and other nonprofit organizations to support community needs.
- Implementing economic revitalization strategies and rebuilding resilient businesses.

During long-term recovery, the DRM should:

- Establish a long-term Operational Recovery Task Force.
- Develop long-term recovery objectives.
- Facilitate inclusive and participatory methods of community recovery, particularly with the development of recovery products, bringing in partner organizations and public input when feasible.
- Identify public/private partnerships to strengthen recovery efforts.
- Solicit critical feedback from whole community representatives affiliated with government, non-government agencies, community and faith-based organizations, disability organizations and community advocates throughout the recovery period.
- Educate the public about the recovery process and progress; provide timely, culturally inclusive, ongoing updates.

2.2.2.5   Cost Recovery and Documentation

Solano County and its communities will seek cost recovery for disaster-related expenses whenever possible, including the costs of the response from available cost assistance programs. FEMA requires

certain documentation for potential recovery of costs. To facilitate this effort, Solano County and other eligible applicants (as defined in the most recent version of Public Assistance Program Policy and Procedure Guide [PAPPG]) will meet the documentation requirements outlined in the PAPPG. The county will:

- Track expenditures from the beginning of a response, including supporting documentation
- Follow all county procurement policies
- Track staff time for response, including supporting documentation

2.3 SPECIAL CONSIDERATIONS

2.3.1 Recovery Planning Concepts

Disaster recovery efforts will be managed at the lowest level of government, typically at the municipal level. In a complex or multijurisdictional recovery effort, Solano County will serve as a regional point for disaster recovery efforts. Each municipality will take an active role in pre-disaster recovery planning and utilize the following basic recovery planning concepts:

- **Different than response.** As in response, recovery will require executive leadership and support; however, it has different participants, different goals, different priorities, different time frames, and different funding requirements and opportunities.
- **Long-term leadership.** The NRDF suggests that a jurisdiction should be prepared to identify a "Disaster Recovery Coordinator" or equivalent to provide leadership in recovery planning and prioritization of goals. This leadership is required to manage overall recovery coordination and management at the local level. In Solano County, this position has been designated as the DRM. The DRM will work with the leadership of the affected municipalities to coordinate recovery efforts countywide.
- **People.** Both public and private sector jurisdictions and organizations should be prepared to expand their administrative capacity. Recovery from a disaster will create a large number of new tasks to be completed while the day-to-day operations of government continue. Disaster recovery operations traditionally require a combination of adding new people to carry out the additional tasks and prioritizing day-to-day government operations to ensure regular and additional tasks are completed. For example – "Only disaster-related building permits will be considered until . . ."
- **Community involvement.** The public will be informed of the recovery process through media releases, public forums, town hall meetings, etc. Jurisdictions must continue to implement, coordinate, and manage awareness, outreach, and engagement efforts to diverse populations and individuals with disabilities and access and functional needs (DAFN). The public engagement commitment will evolve and grow to ensure a wide range of opportunities to provide input, publicly and privately, as the focus shifts from response to recovery, and the same public alert and warning communication should be used.

- **Planning.** Jurisdictions must incorporate principles of planning into the recovery process. Recovery that is allowed to unfold on its own without following a preplanned process or structure leads to a variety of future problems for a community. Basic questions such as "Do we put it back the way it was?" or "Do we take this opportunity to mitigate?" need to be considered. A jurisdiction also needs to communicate post-disaster planning and operational needs to the state and lead a culturally inclusive planning process, facilitating practices that comply with applicable laws, including civil rights mandates.

- **Partnerships.** A community must coordinate with relevant local, regional, and statewide organizations that provide resources and/or planning expertise. A community should work in pre-disaster planning to promote partnerships between nonprofit organizations, faith-based organizations, the private sector or other culturally diverse, relevant organizations, and nontraditional and/or underserved communities.

- **Priority setting.** There is an unlimited number of ways things can go wrong and an unlimited number of ways in which a community could recover from them. Subsequently, everything cannot be planned ahead of time or repaired at once. Priorities will have to be set; a preplanned process to do this can accelerate the recovery process. This will also involve the review of preexisting plans and cross-checking the preplanning priorities against the post-disaster planning priorities that are set.

- **Transparency.** As part of the community's involvement in recovery, each municipality should implement a transparent, accountable system to manage recovery resources. The goal of transparency is to ensure that the community understands goals and challenges during the recovery process.

- **Compliance recovery.** A major disaster allows few exemptions from environmental, historic preservation, endangered species, or other rules and regulations. Solano County and its communities must actively enforce all federal worker protection laws for those who are employed to rebuild the impacted community. These federal laws include, but may not be limited to the Fair Labor Standards Act, Occupational Safety and Health Regulations (OSHA), National Labor Relations Act, and the laws administered by the Equal Employment Opportunity Commission (EEOC).

2.3.2   Recovery Capacity Building

To support the County's recovery from any disaster, there are several activities that could be completed pre- or post-disaster to increase capacity:

- Convene a working group to develop a community recovery plan.
- Establish workgroups to examine anticipated recovery challenges and develop solutions.
- Ask partners and community stakeholders to provide updates about their communities and identify where inequities exist.
- Refer to the Hazard Mitigation Plan for ways to build resiliency and implement mitigation projects, strategies, and funding.

- Build capacities of key partners, such as housing, health care service providers, and nonprofits through emergency planning, training, and exercise initiatives.

2.3.3 Best Practices in Local Government Funding for Disaster Recovery

There are several best practices and considerations in local funding mechanisms that can speed recovery.

- **Documentation.** One of the most important best practices for local government in recovery is documentation. One of the more common sources of funding for disaster recovery comes from the Federal Emergency Management Agency (FEMA) through their PA and Hazard Mitigation (Sections 404 and 406 of the Stafford Act) programs. The requirements for eligibility are that the damage occurred in the incident period and area declared by the president; that it was directly caused by the disaster; and that the damages are under the legal authority of the applicant. Once a recovery project is eligible, documentation is the key, especially in the categories of Debris Clearance and Emergency Work.

- **Accounting.** One best practice is for local jurisdictions to modify their existing accounting systems and develop documentation protocols that can meet both ongoing community requirements and provide sufficient documentation to justify claims for FEMA and insurance. One example is developing fund codes in the normal local accounting and budget processes that relate to FEMA eligibility requirements. This way, eligible overtime and other expenses can be documented separately from day-to-day costs at the beginning of any event that might lead to a federal disaster declaration. Attention should be placed on ensuring that information about where work occurred, what equipment was utilized, and how the time and work effort was related to the disaster event is documented and maintained. Utilizing this process can help document disaster related work as opposed to increased operating expenses. If the event does end up in a federal declaration, eligible overtime and emergency expenditures are easily separated for preparation of Project Worksheets and can be justified against eligible activities and work sites.

- **Insurance Documentation.** Another major source of recovery funding is through insurance. Many insurance companies require documentation similar to that required by FEMA, although insurance requirements are not always as rigid. Detailed documentation of specific damage and cost information can be very useful to insurance companies before they make payment on policy claims, particularly for business interruption payments and emergency protective measures work.

- **Procurement Procedures.** It is extremely important that local jurisdictions have clear emergency procurement procedures outlined in their local ordinances, policies, and procedures. They need to specify who has the authority to issue an emergency contract and draw upon expected needs and scenarios to define (broadly) for what purposes emergency contracts can be used and what limits, if any, the community will place on spending in an emergency. Because emergency contracts may be executed absent full competition, it should be understood that jurisdictions

may be required to recompete contracts procured through emergency protocols as soon as the emergency period ends or shortly thereafter.

- **Rapid Acquisition.** Local jurisdictions should consider the incorporation of procurement procedures into emergency procedures that allow for very rapid and more competitive acquisitions when time allows (such as limited-detail and/or qualifications-based procurements with very short time-periods for response); the use of the Federal General Services Administration (GSA) schedule if State and local laws permit to access qualified support with minimal time; or the establishment of processes and expectations ahead of time to ensure that shortly after a noncompetitive emergency contract award, more competitive acquisition processes are implemented as soon as practicable to rebid the work for the longer-term.

- **Financial Reserves.** Disasters often place immediate financial pressures or requirements on local jurisdictions, yet most local governments do not maintain sufficient reserves to meet their financial needs after a major disaster event. Not all costs are reimbursed, and even when they are, there is often a lengthy delay between when costs are incurred and when reimbursement arrives. For this reason, the availability of financial resources – be it in the form of budgeted reserves, the availability of a "Rainy Day Fund," or the preevent establishment of emergency lines of credit – becomes extremely important. Also, there may be State statutes, rules and regulations concerning emergency borrowing authority and debt limitations that may limit the availability of resources to a community, even after a catastrophe (for example, many State bond houses have established maximums for community borrowing, limiting debt to a percentage of assessed value in the community, a percentage of tax revenues, or other measure). Solano County maintains a disaster fund that allows for straight-time pay during a proclaimed disaster that lasts longer than three days.

- **Financial Limitations**. It is important that a jurisdiction become familiar with any limitations that they may face and consider how they can be overcome. In one recent disaster, for example, the local government was able to borrow needed money on the commercial market using eligible costs documented in FEMA Project Worksheets as collateral. This is the type of authority that is best considered before the disaster occurs. Preplanning can considerably shorten the recovery time.

- **Pre-Disaster Debris Planning.** Debris is a major issue after a disaster. It is a specific category (Category A) of the FEMA PA Program. A best practice is for local government to have a pre-disaster Debris Management Plan that identifies how debris will be handled, including but not limited to local landfill capacity, local debris management policies, preapproved temporary sites, preexecuted environment, historic preservation, and other permit requirements, and preapproved local or regional debris contractors. This preplanning can avoid major costs and delays in dealing with debris after a disaster, which is often a very difficult time to set up debris operations.

- **Contracts and Bargaining Agreements.** Local jurisdictions should review existing contracts and bargaining agreements with respect to receiving FEMA PA funds for emergency work. Past experience has shown that some government policies or bargaining agreements with public employees have been in conflict with FEMA regulations for reimbursement. For example, some jurisdictions have contracts with their public safety employees that provide for extra pay during disasters or emergencies, either in the form of multiples of normal hourly wages or the payment

for all time in the station whether on duty or not; in many cases, some or all of these additional costs are not eligible for FEMA reimbursement.

- Local governments need to understand this, and if their goal is to minimize unreimbursed expenses, work to modify policies and collective bargaining agreements to bring them in line with federal reimbursement guidelines. Even if no such modifications or changes are made, local governments should understand the impacts of these policies on their financial exposure after disasters, and plan for having to pay a larger share of these added expenses.

- **Salaried Personnel.** Another area where local governments sometimes conflict with FEMA eligibility rules is the assignment of salaried personnel to disaster work. These people often work many hours, and the local government wants to provide some sort of extra compensation. Such one-time extra pay or benefit is not eligible under FEMA rules. If local governments want to be in a position to reward salaried employees for extra work in disaster, they should consider establishing some sort of documentation method and compensation package that would apply to all emergency work, whether or not there is a presidential disaster declaration.

- **Volunteers.** Another best practice is preplanning the use of and documentation for volunteers who do recovery work that is eligible for FEMA reimbursement. Plans can be made ahead of time for sign-in sheets that capture the amount and scope of work that is done. Salary equivalents can be set ahead of time for the equivalent work they are doing. This documented volunteer time can be used to offset the non-federal share that is a requirement of the FEMA PA Program.

- **COOP/COG Planning.** Local governments should review their Continuity of Operations (COOP) and Continuity of Governance (COG) plans and ordinances to ensure there are appropriate lines of authority and success for elected and appointed leaders. This can help to avoid the "Who is in charge?" question that often hinders decision making in major disasters and can ensure appropriate authorities make financial decisions that will not jeopardize potential FEMA reimbursement.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

Solano County recovery operations will be managed and directed by the Assistant County Administrator, who serves as the DRM. Recovery issues involving OA jurisdictions and special districts will be coordinated and managed between the Assistant County Administrator and designated representatives.

On a regularly scheduled basis, the DRM will convene meetings with County department directors, key individuals, and representatives from affected jurisdictions and special districts for the purpose of collective decision making. The meetings will also be used to obtain and disseminate information regarding completed and ongoing recovery operations.

The Solano County Emergency Services Manager and OES staff will assist the Assistant County Administrator in facilitating and leading the recovery process. Solano County departments will also be represented and responsible for certain functions throughout the recovery process.
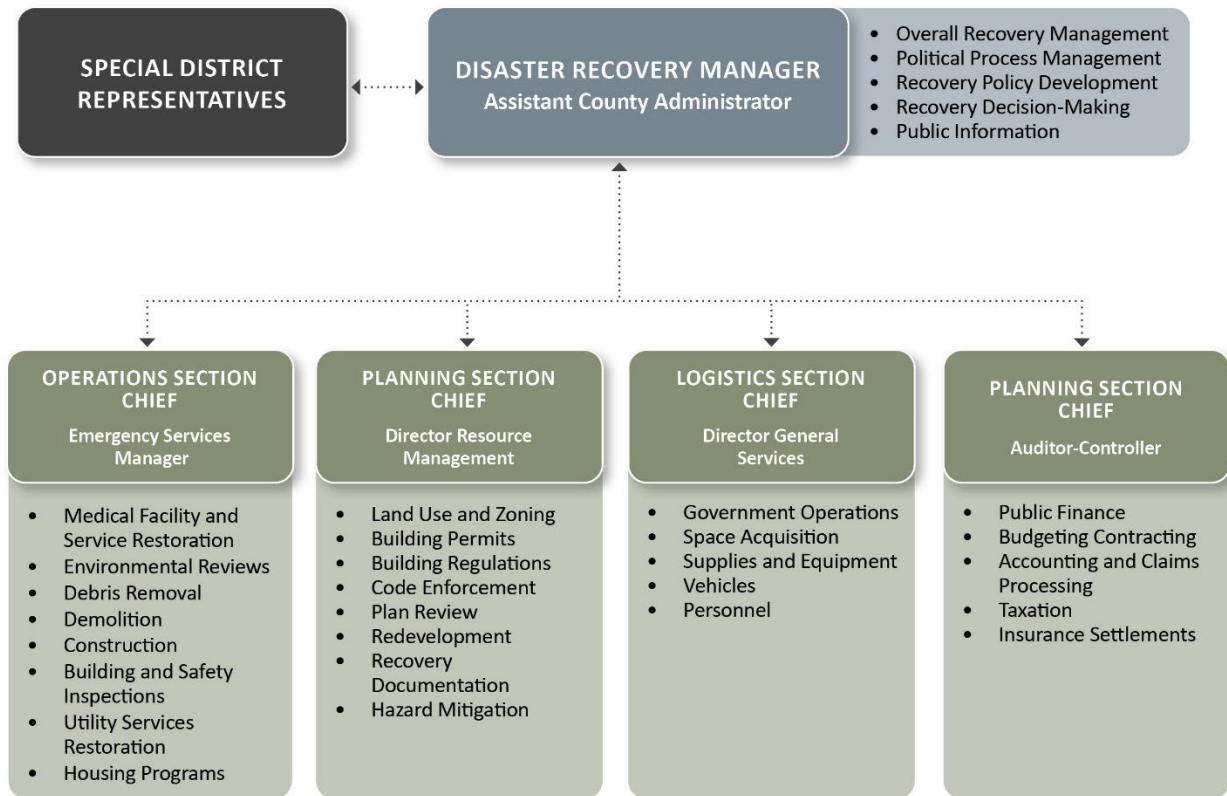
3.1.1   Disaster Recovery Manager

The NDRF presents and strongly recommends that local governments appoint a DRM to lead disaster recovery activities for the jurisdiction. The role of the DRM is to organize, coordinate and advance recovery at the local level. The Assistant County Manager serves in the role of the DRM in Solano County.

3.1.2   Operational Recovery Task Force

To facilitate the integration of recovery efforts in Solano County and promote the effective use of available resources, the County may establish a Recovery Task Force under the leadership of the DRM. This is especially important after high-impact disasters. The Recovery Task Force should consist of members of the community, the private sector, nongovernmental organizations (NGOs), local governments, special districts, and state and federal agencies with roles in supporting recovery in the county.

On a regularly scheduled basis, meetings will be convened with County department heads, key individuals, and representatives from recovery organizations, local governments, special districts, state, and federal agencies to make policy decisions collectively and to obtain and disseminate information regarding recovery operations. Solano County departments will also be represented and responsible for certain functions throughout the recovery process.

3.1.3   State and Federal Integration

Both the state and federal governments provide disaster assistance. Emergency proclamation thresholds and resource requests typically determine the amount of assistance required. When the state and federal governments and community-based organizations offer survivor assistance, they will typically do so through a Local Assistance Center (LAC) at the state level, or a Disaster Recovery Center (DRC) at the federal level.

3.2   ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for this operational function. The lead coordinating agency for a function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1   Solano County Emergency Operations Center

Type: Government (County)	Role: Coordinate
Responsibilities	
Identify and engage subject matter expertise on programs and initiatives that can support recovery.	
Provide information to the community about available recovery programs.	
Support the identification and appointment of the DRM.	
Support the orientation of the DRM (if they were not involved in the response efforts) to provide context and background information.	
Support the DRM by identifying existing community general plans and programs that are pertinent to recovery efforts.	
Coordinate with local jurisdictions, the OA, the region, and the State Emergency Operations Center (SEOC) on their recovery efforts.	

3.2.2   Solano County Departments

Type: Government (County)	Role: Support
Responsibilities	
Assess and identify recovery needs.	
Coordinate with Recovery Coordination Group on recovery priorities.	
Provide information to communities about available recovery programs.	

3.2.3   Solano County Communities

Type: Government (Local)	Role: Coordinate
Responsibilities	
Coordinate with the municipal policy group to develop recovery priorities.	
Conduct initial damage assessments and provide information to the County.	

3.2.4   Community-Based Organizations

Type: Non-Government Organizations	Role: Support
Responsibilities	
Support unmet needs of the community through partnerships with NGOs and private sector partners.	
Ensure all programs, services, and communications are accessible to individuals with limited English proficiency and others with DAFN.	

4   AVAILABLE RESOURCES

4.1   AGREEMENTS, PLANS, AND PROCEDURES

No specific agreements, plans, or procedures have been identified at this time.

4.2   STAFFING AND PERSONNEL

No specific staffing or personnel resources have been identified at this time.

4.3　DATA MANAGEMENT AND TECHNOLOGY

No specific data management or technology resources have been identified at this time.

4.4　EQUIPMENT AND SUPPLIES

No specific equipment or supplies have been identified at this time.

4.5　FACILITIES

4.5.1　Joint Field Office

A Joint Field Office (JFO) serves as the unified command center of a disaster. FEMA staff, State staff and staff from Other Federal Agencies (OFAs) are primarily located in the JFO. It is also the location of the Federal Coordinating Officer (FCO). Unlike the DRC, it is not a physical location for directly servicing disaster survivors. The JFO is a management office and provides services remotely.

The JFO's physical location varies depending on the disaster. It is often in the State capital or located near or adjacent to disaster-affected areas. The JFOs are dependent on the size and scope of the disaster and on available amenities such as electricity, water, and lodging.

4.6　RECOVERY ASSISTANCE PROGRAMS

4.6.1　State Assistance

The Cal OES Recovery Operations Section is responsible for managing disaster recovery and providing assistance to local governments and individuals impacted by disasters. The Recovery Operations Section ensures that state and federal support are provided in an efficient and timely manner throughout the recovery process. The Recovery Operations Section acts as the grantee for federally funded disaster assistance programs, as grantor for the California Disaster Assistance Act (CDAA) program, and coordinates recovery assistance for individuals, businesses, and the agricultural community. The Recovery Operations Section provides technical support to reduce the costs and streamline the process of future recovery efforts. Additionally, the Recovery Operations Section ensures that proposed recovery projects are reviewed for environmental concerns and that historical preservation activities are considered.

CDAA assistance is provided under three separate scenarios. A Director's Concurrence provides assistance for permanent work only. This is authorized by the concurrence of the Cal OES Director with the local agency's local emergency. CDAA is also offered for state-only disasters when a governor proclaims a state of emergency. The proclamation makes available assistance for emergency and

permanent work categories. When there is a presidential major disaster or emergency declaration, the CDAA provides assistance for the required state/local cost share.

In support of these responsibilities, the Recovery Branch performs extensive liaison activities with local, state, and federal agencies, legislators, various volunteer and non-profit organizations, and the general public. The Recovery Operations Section emphasizes recovery preparedness through the coordination of recovery planning efforts, the development of recovery training programs, and the involvement in emergency management exercises and drills.

4.6.2   Direct Federal Assistance

At the request of the State of California, FEMA coordinates direct federal assistance to state and local governments through designated Emergency Support Functions (ESF). FEMA coordinates recovery activities with Cal OES through the JFO. Federal agencies help affected communities identify recovery needs and potential sources of recovery funding and provide technical assistance in the form of recovery planning support as appropriate. The recovery function leverages and increases the effectiveness of federal recovery assistance through coordination and collaboration among federal agencies and local communities.

4.6.3   Federal Recovery Programs

Under the Stafford Act, FEMA also coordinates federal recovery programs.

4.6.3.1   Individual Assistance (IA)

Assistance for individuals and families through IA, including:

- Mass Care and Emergency Assistance
- Individuals and Households Program Assistance
- Disaster Case Management
- Crisis Counseling Assistance and Training Program
- Disaster Legal Services
- Disaster Unemployment Assistance
- Voluntary Agency Coordination

More information on IA can be found in the FEMA Individual Assistance Program and Policy Guide.

4.6.3.2   Public Assistance (PA)

Assistance to state and local governments and certain private nonprofit organizations for extraordinary costs related to response, removal of debris, and damage to buildings and infrastructure through the PA Program. PA programs are separated between Emergency Work and Permanent Work.

Emergency Work

- Category A: Debris removal
- Category B: Emergency protective measures

Permanent Work

- Category C: Roads and bridges
- Category D: Water control facilities
- Category E: Public buildings and contents
- Category F: Public utilities
- Category G: Parks, recreational, and other facilities
- Assistance to state and local governments through the Hazard Mitigation Grant Program (HMGP) for measures to reduce damage from future disasters

More information on PA can be found in the FEMA Public Assistance Program and Policy Guide.

4.6.3.3   Other Federal Programs

Other federal agencies may implement non-Stafford Act recovery programs or programs authorized under disaster-specific legislation. For example:

- The Small Business Administration (SBA) provides low-interest loans for repairs to damaged homes and for damage to businesses.
- The Federal Highway Administration (FHWA) provides funding to state and local governments for the restoration of damaged roads, bridges, and other features that are part of the system of federal aid routes.

4.6.4   Delivery of Federal Assistance Programs

FEMA coordinates Stafford Act programs with Cal OES through the JFO. Coordination of other programs, such as the FHWA Emergency Relief Program (ERP), may occur outside the JFO. Federal funding for these programs, such as PA, may pass through the state, or it may be delivered directly to recipients, such as with assistance to individuals through the Individual Housing Program (IHP).

5   FUNCTION-SPECIFIC TRAINING

5.1   FEMA INDEPENDENT STUDY

- Recovery courses available through FEMA Independent Study are:
- IS0558 Public Works and Disaster Recovery
- IS2900.a National Disaster Recovery Framework (NDRF) Overview
- IS2905 Coordinating Health and Social Services Recovery

5.2   FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

- Recovery courses available through FEMA residential, nonresidential, and indirect courses are:
- E0089 National Disaster Recovery Framework Leadership Workshop
- E0210 Recovery from Disaster: Local Community Roles
- G0205 Recovery from Disaster: Local Community Roles

5.3   ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- AWR 356 Community Planning for Disaster Recovery, offered by the University of Hawaii, National Disaster Preparedness Training Center
- AWR 357 - W Principles of Community Economic Recovery, offered by the University of Hawaii, National Disaster Preparedness Training Center
- AWR 408 – W Disaster Recovery Awareness, offered by the Texas Engineering Extension Service (TEEX)
- MGT472 Planning for Transitional and Long-Term Housing After Major Disasters, offered by the University of Hawaii, National Disaster Preparedness Training Center
- MGT481 Disaster Recovery: A Strategic Overview of the Public Assistance Process, offered by the University of Hawaii, National Disaster Preparedness Training Center
- MGT482 Disaster Recovery Public Assistance Programs, an Introduction, offered by the University of Hawaii, National Disaster Preparedness Training Center
- PER386-V Whole Community Inclusive Economic Recovery, offered by the University of Hawaii, National Disaster Preparedness Training Center
- Any additional training mandated by state or federal regulations

6   FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1   AUTHORITIES

Function-specific authorities used in the development of this plan include:

Federal

- National Disaster Recovery Framework (NDRF). Retrieved from http://www.fema.gov/national-disaster-recovery-framework/
- National Historic Preservation Act of 1966. Retrieved from http://www.cr.nps.gov/local-law/nhpa1966.htm

- National Response Framework (NRF). Retrieved from http://www.fema.gov/pdf/emergency/nrf/nrf-core.pdf

- Robert T. Stafford Disaster Relief and Emergency Assistance Act. Retrieved from http://www.fema.gov/about/stafact.shtm

- Rehabilitation Act of 1973, as amended, Section 504 and Section 508. Retrieved from http://www.dol.gov/oasam/regs/statutes/sec504.htm

- lFEMA Public Assistance Policy Digest (FEMA 321). Retrieved from http://www.fema.gov/pdf/government/grant/pa/pdigest08.pdf

- FEMA Public Assistance Guide (FEMA 322). Retrieved from http://www.fema.gov/media-library/assets/documents/25651

6.2 REFERENCES

Function-specific references used in the development of this plan include:

- California Disaster Recovery Framework (2019). Retrieved from https://www.caloes.ca.gov/wp-content/uploads/Recovery/Documents/2019-California-Disaster-Recovery-Framework.pdf

- Achieving Equitable Recovery: A Post-Disaster Guide for Local Officials and Leaders. Retrieved from https://www.fema.gov/sites/default/files/documents/fema_equitable-recovery-post-disaster-guide-local-officials-leaders.pdf

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ANNEX J: TRANSPORTATION COORDINATION

Last Updated: April 2024

Lead Coordinating Agency or Organization	SolanoExpress Intercity Transit Consortium

Support Agencies and Organizations	• Solano Office of Emergency Services • Solano Transportation Authority

CONTENTS

1 INTRODUCTION

1.1 PURPOSE

The Solano County Transportation Coordination Annex (Annex) to the Solano County Emergency Operations Plan (EOP) provides an overview of transportation modes and resources, agency roles and responsibilities, and overall guidance for the transportation coordination activities for residents of and visitors to Solano County in response to emergencies and disasters within the county. This Annex will provide a framework for the County to prepare for, execute, and communicate the safe and effective transportation modes for the Whole Community during times of emergency. The overall emergency management concepts, policies, and procedures contained in the EOP remain in place.

1.2 SCOPE

This Annex addresses transportation coordination actions within the County in response to all hazards, regardless of whether they are natural, human-caused, or technological in nature. It has been developed for use when coordination of resources and emergency operations is necessary, such as when two or more communities require transportation coordination simultaneously or when transportation coordination actions span multiple jurisdictions during the response and short-term recovery phases of a disaster affecting Solano County, its municipalities, and unincorporated areas.

Transportation coordination is the capability of a jurisdiction to provide infrastructure access and transportation services to support the evacuation of people and animals, as well as the delivery of response personnel, equipment, and services during an incident. Transportation coordination is an interagency effort that requires partnership with municipal, regional, state, federal, and private sector transportation providers.

1.2.1 Functional Objectives

The overall objectives of transportation coordination during a disaster impacting Solano County will be to:

- Sustain transportation services for the public and emergency personnel.
- Meet societal needs (e.g., public evacuation, support commodity distribution).
- Facilitate emergency response (e.g., movement of emergency responders and relief personnel).

1.2.2 Critical Tasks

Critical tasks for transportation coordination that will be supported and coordinated through the Emergency Operations Center (EOC) include the following:

- Provide rapid situational assessment to determine damage to transportation infrastructure and transportation assets.
- Enact Memoranda of Understanding (MOUs), mutual aid requests, and/or state assistance requests to fill asset gaps.
- Establish or activate relevant agency or function-specific transportation plans, such as evacuation, contraflow, medical movement, reroute, or transportation incident.
- Ensure transportation resources are available to meet the needs of the Whole Community, including individuals with disabilities and access and functional needs (DAFN).

1.3   PLANNING ASSUMPTIONS

The following assumptions were taken into consideration during the development of this Annex:

- Transportation infrastructure includes airports, roads, pipelines, marine vessels, rail-belt, pedestrian conduits, and support systems by which people and goods are moved from a point of origin to a destination to support and complete matters of commerce, government operations, and personal affairs.
- Transportation within the county is a critical Community Lifeline and should be prioritized during the response and recovery phases.
- During emergency situations, rapid evacuation from areas at risk may be necessary.
- Transportation infrastructure (e.g., roads, bridges, and railways or signs, signals, and markers) and equipment could be damaged or in limited operation, limiting the means available to transport people and relief equipment and supplies.
- Disruption of transportation systems may disproportionately impact culturally diverse populations and individuals with DAFN.
- If people must be evacuated or relocated, the primary mode of transportation for most people will be personal vehicles. However, when possible, transportation should be provided if road conditions prevent vehicle use or for people who do not have access to vehicles.
- Businesses or individuals may be willing to donate transportation services or loan transportation equipment during emergency situations.
- During large-scale emergencies and large-scale population relocation/evacuation requiring the movement of large numbers of people, local transportation resources will be stressed. Roads may be impassable due to relocating and evacuating citizens.

2   CONCEPT OF OPERATIONS

2.1   GENERAL

The concept of operations describes specific organizational approaches, processes, responsibilities, coordination, and incident-related actions required for transportation operations in Solano County. An

effective response requires coordination at all levels of government and among organizations and agencies, from the local level to national response managers, the public, and industry.

SolanoExpress Intercity Transit Consortium serves as the lead organization for transportation coordination responsibilities and will be represented by the Transportation Unit in the EOC. The Transportation Unit functions within the Logistics Branch. It is responsible for supporting the development of incident-specific transportation strategy and its implementation.

See more about organizational structure in Section 3.1.

2.2   KEY OPERATIONAL ACTIVITIES

2.2.1   Awareness

Notification of the need for transportation coordination and support will come from internal sources, including first responders on the ground.

SolanoExpress Intercity Transit Consortium should be notified immediately of emergencies with the potential for a transportation coordination element through the main phone at (360) 786-1881.

2.2.2   Activation

This Annex will be activated and implemented under any of the following circumstances:

- Support is needed for transporting emergency response supplies, materials, and assets.
- Support is needed for transporting impacted populations out of a disaster area.

The Transportation Unit in the Logistics Section is activated during any incident requiring transportation support.

2.2.3   Mobilization

During an incident affecting Solano County and requiring County and/or OA support for transportation support and coordination services, the Transportation Unit will conduct an initial assessment of needs, including an assessment of damages to resources key to supporting transportation services.

- **Assess damages.** Contact and coordinate with key operational partners to assess damages and potential impacts to the ability to provide transportation services.
- **Coordinate resources and supplies.** Initiate request protocols with the Logistics Section for supply and resupply as needed; activate documentation and record-keeping activities and maintain accounting and tracking of all operational and financial records for submission for reimbursement.
- **Activate personnel.** Staff and volunteers should be notified of pending assignments.

- **Establish communications.** Coordinate with the EOC Public Information Officer (PIO) to ensure that any needed public information about transportation coordination is released.

2.2.4 Operation

Transportation resources may need to be utilized to assist in disaster response to support evacuations; move personnel, supplies, or equipment to support first responders; or to distribute goods.

2.2.4.1 Assess Impacts to Transportation

As part of the stand-up process, the Transportation Unit will conduct a rapid assessment of impacts and available resources. This assessment will:

- Assess impacts to transportation *systems*. This includes physical impacts to roads, bridges, rail lines, airports, or any other physical transportation infrastructure.
- Assess impacts to transportation *assets*. This includes any impacts to the functionality of transportation partners and an assessment of their availability to support operations.

2.2.4.2 Assess Transportation Needs

The Transportation Unit will receive transportation requests and collect information about transportation support needs from EOC Operations. Essential Elements of Information (EEI) include, but are not limited to:

- Number and type of personnel, equipment, and supplies that need to be moved, including pickup and drop off locations and timing.
- Forecasted or known needs to support public movement, as in the case of evacuations, including special needs, such as wheelchair access or movement of livestock.

This information will be used to decide the number and type of transportation resources (including mode, such as bus, air, or rail and operating personnel) needed to fulfill the request(s).

2.2.4.3 Request and Confirm Transportation Resources

The Transportation Unit will activate MOUs and standby contracts to fulfill transportation resource needs to fill transportation requests.

If these resources do not meet the need, requests will be submitted under the State of California Master Mutual Aid Agreement (MMAA), utilizing the Logistics process outlined in the Base Plan Section 5.1.1. A request for assistance through the Cal OES Regional EOC (REOC) will activate the Metropolitan Transportation Commission (MTC) San Francisco Bay Area Regional Transportation Emergency Management Plan (Trans Response Plan).

The Trans Response Plan will be activated automatically by the occurrence of a major earthquake or at the request of OES or two or more Bay Area transportation agencies. It is anticipated that the Plan can

be activated when a major event significantly affects the transportation infrastructure or when a localized, short-term crisis can benefit from implementing the Trans Response Plan. Once activated, the MTC will fill the following roles:

- **Regional transportation information clearinghouse function**: Develop status reports and preliminary damage assessments for the regional transportation system.
- **Regional transportation public information function:** Facilitate news media and other public access to information on the region's transportation system, including traveler advisories as necessary.
- **Regional transportation coordination function:** Facilitate links across jurisdictional and modal boundaries and between agencies to provide regional mobility as quickly as possible.

If the Trans Response Plan is activated, the Transportation Unit will coordinate with the MTC to support the transportation coordination function.

2.2.4.4 Deploy and Track Transportation Assets

Once resources are confirmed, this information will be provided to EOC Operations, who will determine timing and method of deployment. The Transportation Unit will maintain track of the status and location of all transportation assets and make that information available as requested.

2.2.4.5 Maintain Situational Awareness

The Transportation Unit is to maintain communication with primary transportation providers and authorities to understand ongoing impacts and availability of transportation assets and infrastructure for the duration of the incident.

2.2.5 Demobilization

Demobilization is the return to normal operating procedures, both for those involved in the response as well as residents of and visitors to Solano County. Demobilization planning should begin as soon as possible and will differ somewhat, depending on the type of health and medical response and types of response tools used. However, all demobilization should address the following functions:

- **Termination of the emergency.** Emergency proclamations and public health mandates must be terminated following appropriate procedures.
- **Drawdown and return of resources.** Personnel, supplies, equipment, and facilities used in the response need to go through the appropriate demobilization and return or reallocation processes.
- **Collection and submission of documents.** Examples include ICS 214 forms, action plans, receipts, contracts, and any other documents that are not otherwise protected. Documents should be turned into and maintained by the Planning Section Documentation Unit.

- **Public information.** Public information strategies should shift to connect residents and visitors with recovery services as appropriate. This may include mental health resources, individual assistance, and sources for ongoing information. A benefit is gained by engaging cultural brokers and trusted community stakeholders to assist in adequate and sustained tracking of situational awareness.
- **Feedback and integration**. Appropriate level feedback (debrief, hotwash, after-action review) should be gathered from participating personnel and submitted for improvement planning.
- **Return to readiness.** The EOC, supply caches, and other resources utilized during response must be returned to a state of readiness for the next activation.

2.3   SPECIAL CONSIDERATIONS

2.3.1   Diverse Populations and Individuals with Disabilities and Access and Functional Needs

Transportation involves the coordination and support for the safe and effective evacuation of the population, including people with DAFN and other diverse populations that may need additional support. Individuals with DAFN may include, but are not limited to, individuals with disabilities, older adults, individuals who are blind or have limited sight, deaf or hard of hearing, and have speech and language disabilities; mental health conditions, learning, intellectual and developmental disabilities, and chemical sensitivities; unaccompanied minors, non-English speaking or those with limited English proficiency (LEP), and limited access to transportation; and/or limited access to financial resources to prepare for, respond to, and recover from an emergency. Through times of disaster, jurisdictions should still comply with regulations and laws regulating the care of individuals with DAFN, such as the Americans with Disabilities Act (ADA) as well as other federal, state, and local laws and statutes.

Equitably addressing the needs of those with DAFN and the cultural consideration of diverse communities is an operational priority in evacuation planning and response. Ensuring accessibility complies with federal laws governing the Americans with Disabilities Act (ADA) directives. Additionally, Federal ADA laws are supported by amended California Code, 8593.3 that addresses DAFN support during disaster response and recovery. Additionally, equitable evacuation and communications for all culturally diverse members of the community is addressed in the amended California code 8593.3.5.

Meeting these legal mandates requires transparently ensuring there is no discrimination in the provision of assistance for evacuations. Those working in evacuation efforts will respond to the displaced populations with equitable access to the same services, aids and benefits and in the same manner for all. Modes of available transportation that can accommodate personnel in wheelchairs and scooters and those dependent on medical support devices, service animals, or other mobility aids must be identified and made available. Transportation that can accommodate personnel in wheelchairs and scooters and those dependent on medical support devices, service animals, or other mobility aids needs is necessary.

Whenever possible, the County will make use of formalized, signed agreements with transportation resources within the county and in neighboring jurisdictions to leverage accessible transportation

resources and assets during evacuations. Input regarding additional, potential local transportation resources that can effectively serve diverse populations will be sought from community stakeholder groups and take into consideration.

2.3.2   Supporting Infrastructure

Power outages, impacts to fuel distribution and delivery, or fuel shortages could also impact normal modes of transportation.

2.3.3   Weather

Weather conditions can impact the type of transportation assistance needed and used. Heat, cold, and inclement weather can have impacts on 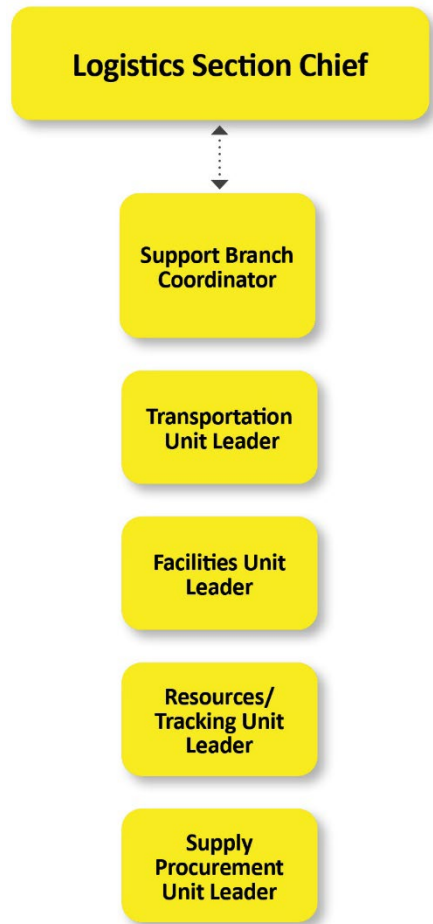both transportation types and transportation systems. Transportation systems available in warmer, drier months may not be available in cooler months with more moisture. Generally, Solano County sees weather-related impacts such as localized flooding, hard freezes, erosion and landslides.

2.3.4   Timing

During peak transportation hours, transportation coordination may be more difficult due to the number of transportation users impacting the system.

3 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

3.1 ORGANIZATION

The Transportation Unit coordinates resources required to move people, equipment and essential supplies. The Transportation Unit coordinates with the Evacuation Movement Unit and the Mass Care and Shelter Branch to provide infrastructure access and transportation services to support the evacuation of people and animals as well as the delivery of response personnel, equipment, and services during an incident.

3.2 ROLES AND RESPONSIBILITIES

This section denotes the roles of lead and support agencies and organizations for transportation coordination. The lead coordinating agency for this function may or may not be the lead coordinating agency for overall incident response.

All stakeholders will engage in preparedness activities including, but not limited to, acquiring and maintaining familiarization with this Annex, participating in training and exercise related to the activation of this Annex, and provision of recommendations related to the update of this Annex.

3.2.1   Solano Express Intercity Transit Consortium

Type: Government (JPA)	Role: Lead
Responsibilities	
Coordinate response to a transportation incident.	

3.2.2   Solano Office of Emergency Services

Type: Government (County)	Role: Coordinator
Responsibilities	
Facilitate an information coordination conference call or meeting that will include essential stakeholders.	
Notify staff of pending EOC activation and /or current activation levels, and coordinate staff of all needed positions.	
Activate the EOC, in coordination with the County Administrator / EOC Director, to the appropriate incident level.	
Request assistance from support agencies and communications resources as appropriate.	
Maintain coordination and communication between the EOC and support agencies.	
Maintain situational awareness and a common operating picture.	
Facilitate the implementation of policy decisions related to the incident.	
Provide resource management in support of the incident.	
Communicate with Cal OES; keep them apprised of local situations, and request additional resources as needed.	
Activate public alert and warning.	
Coordinate the activation of the Joint Information Center (JIC) as needed and provide support to the County Public Information Officer (PIO).	

3.2.3   Solano Transit Authority

Type: Government (JPA)	Role: Support
Responsibilities	
Provide resources for response to a transportation incident.	

4   AVAILABLE RESOURCES

4.1   AGREEMENTS, PLANS, AND PROCEDURES

4.1.1   MTC San Francisco Bay Area Regional Transportation Emergency Management Plan

Supports the coordinated emergency response capabilities for transportation agencies throughout the nine-county San Francisco Bay Area, via a Regional Emergency Management Program. This plan is available at
https://mtc.ca.gov/sites/default/files/MTC%20Bay%20Area%20RTEMP%202018%20Update.pdf.

4.1.2   Mutual Aid and State Support

Mutual aid resources may be available from neighboring jurisdictions or the State under the MMAA, as outlined in the Base Plan Section 5.1.1.

4.2   FACILITIES AND INFRASTRUCTURE

4.2.1   Airports

- The Nut Tree Airport is a general aviation airport located in Vacaville. The airport accommodates light aircraft to corporate jets. The airport provides fueling services.
- Blake SKY Park Airport – Ca57
- Rio Vista Airport
- Solano Airporter

4.2.2   Busing

- SolTrans operates multiple bus lines across Solano County and surrounding counties.
- Solano Express provides express intercity bus service throughout Solano County. Routes are operated by Solano County Transit (SolTrans).

4.2.3   Rail

- Amtrak Capitol Corridor

5 FUNCTION-SPECIFIC TRAINING

5.1 FEMA INDEPENDENT STUDY

- Transportation coordination courses available through FEMA Independent Study are:
- There are no FEMA Independent Study courses dealing with transportation coordination available at this time.

5.2 FEMA RESIDENTIAL / NON-RESIDENTIAL / INDIRECT

- Transportation coordination courses available through FEMA residential, nonresidential, and indirect courses are:
- There are no FEMA residential, non-residential, or indirect courses dealing with transportation coordination available at this time.

5.3 ADDITIONAL TRAINING

Additional training opportunities can be found through other organizations as listed below:

- AWR-213: Critical Infrastructure Security and Resilience Awareness, offered by Texas Engineering Extension Service (TEEX)
- MGT-317: Disaster Management for Public Services, offered by Texas Engineering Extension Service (TEEX)
- MGT-414: Critical Infrastructure Resilience and Community Lifelines, offered by Texas Engineering Extension Service (TEEX)
- Any additional training mandated by state or federal regulations

6 FUNCTION-SPECIFIC AUTHORITIES AND REFERENCES

6.1 AUTHORITIES

The following function-specific authorities were used in the development of this plan:

- California Government Code section 8593.3, Access and Functional Needs

6.2 REFERENCES

The following function-specific references were used in the development of this plan:

- California Office of Emergency Services (Cal OES). (2021). *California Emergency Support Function 1 Transportation Annex.* Retrieved from https://www.caloes.ca.gov/wp-content/uploads/Preparedness/Documents/01-CA-ESF-Transportation-Annex.pdf

- Cal OES. (2023). *Evacuation and Transportation.* Retrieved from https://www.caloes.ca.gov/office-of-the-director/policy-administration/access-functional-needs/evacuation-transportation-2

- Metropolitan Transportation Commission (MTC). (2018). *San Francisco Bay Area Regional Transportation Emergency Management Plan Base Operating Plan.* Retrieved from https://mtc.ca.gov/sites/default/files/MTC%20Bay%20Area%20RTEMP%202018%20Update.pdf