

Contra Costa County Office of Emergency Services



CONTRA COSTA OPERATIONAL AREA EMERGENCY OPERATIONS PLAN



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Prepared by:

Contra Costa County
Office of Emergency Services
50 Glacier Drive
Martinez, CA 94553

925-646-4461



CONTRA COSTA OPERATIONAL AREA - EMERGENCY OPERATIONS PLAN

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LETTER OF PROMULGATION

Approval Date: XXXXXX

To: Officials, Employees, and Residents of Contra Costa County

The preservation of life, property and the environment is an inherent responsibility of local, state, and federal government. Contra Costa County, in cooperation with the cities and special districts in the county, has prepared this emergency operations plan to ensure the most effective and economical allocation of resources for protection of people and property in time of an emergency.

While no plan can completely prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for the coordination of planning efforts of the various emergency staff and service elements utilizing the California Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS).

The objective of this plan is to incorporate and coordinate all the facilities and personnel of the County and Operational Area member jurisdictions into an efficient organization capable of responding effectively to any emergency.

This emergency operations plan is an extension of the *State of California State Emergency Plan* and the *National Response Framework (NRF)*. The plan will be reviewed annually, exercised periodically, and revised as necessary to meet changing conditions.

The Contra Costa County Board of Supervisors gives its full support to this plan and urges all officials, employees and the residents, individually and collectively, to do their share in the total emergency effort of Contra Costa County.

This Board of Supervisors order will promulgate the *Contra Costa Operational Area Emergency Operations Plan*, which constitutes the adoption of the Contra Costa Operational Area Emergency Operations Plan, and the adoption of the California Standardized Emergency Management System and the National Incident Management System by Contra Costa County. The emergency operations plan becomes effective on acceptance by the Contra Costa County Board of Supervisors.

Gayle Uilkema
Chairman
Contra Costa County Board of Supervisors

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PART ONE: GENERAL INFORMATION

THE PLAN

The Contra Costa Operational Area (OA) Emergency Operations Plan (EOP) addresses the response to emergency incidents associated with emergencies affecting Contra Costa County. The Contra Costa Operational Area consists of the cities/towns, special districts, reclamation districts, municipal improvement districts and the unincorporated areas within the county. The plan also addresses integration and coordination with other governmental, non-government, faith based organizations, community based organizations, and the private sector when required. This plan is not intended to address the normal day-to-day emergency procedures.

This plan accomplishes the following:

- Establishes the emergency management organization required to mitigate any significant emergency or disaster affecting the Contra Costa Operational Area
- Establishes the overall operational concepts associated with Contra Costa County's Emergency Operations Center (EOC) activities and the response process

This plan is based on the functions and principles of the California Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the Incident Command System (ICS). It identifies how the Contra Costa County emergency operational system fits into the overall California and National risk-based, all-hazard emergency response and recovery operations plans.

This document serves as a planning reference and as a basis for effective response to hazards that threaten Contra Costa County. Departments within the county and other agencies that have roles and responsibilities identified by this plan are encouraged to develop Emergency Operations Plans, detailed Standard Operating Procedures, and emergency response checklists based on the provisions of this plan.

This document serves as the legal and conceptual framework for emergency management in the Contra Costa Operational Area and is divided into the following parts:

- **Part 1 – General Information**

The “basic plan” which describes the emergency management organization, its roles, responsibilities, and operational concepts

- **Part 2 – Threat Scenarios and Assessments**

A general description of the Contra Costa Operational Area and a brief analysis of how hazards might affect the county

- **Part 3 – References**

Emergency Operations Plan Annexes, Authorities and References, Acronyms, Distribution

EMERGENCY OPERATIONS PLAN REQUIREMENTS

The Contra Costa Emergency Operations Plan requires approval by the Emergency Services Policy Board and the Board of Supervisors. The Contra Costa Sheriff's Office of Emergency Services (OES) is responsible for periodic review, updates, re-publishing and re-distribution of the plan. Records of revision to this plan will be maintained by the Office of Emergency Services. The plan may be modified as a result of post-incident analyses and/or post-exercise critiques including corrective action plans. It may be modified if responsibilities, procedures, laws, rules, legislation, or regulations pertaining to emergency management and operations change. Those agencies having assigned responsibilities under this plan are obligated to inform the Office of Emergency Services when changes need to be made.

Operational Area agencies and organizations separately publish documents that support this Emergency Operations Plan. These supporting references further describe the operation or functional response to specific threats, specific emergency response disciplines, or emergency support functions. Additionally, they contain checklists and other resource material designed to provide users with the basic considerations and probable actions necessary for effective emergency response for the specific disaster. The Office of Emergency Services is responsible for managing plans and documents that support and carry out the concepts and policies outlined in the Emergency Operations Plan. This ensures compatibility with the Emergency Operations Plan and supports enhanced coordination among the jurisdictions. These documents fall into three categories:

- **Operational Area Emergency Operations Plan Annexes**

Functional annexes to the Emergency Operations Plan which provide detailed guidance on managing response and recovery operations in relation to disaster activities, such as Care and Shelter, Post-Disaster Housing, Spontaneous Volunteers, Bioterrorism, Access and Functional Needs Populations and Medical Health.

- **Supporting Plans**

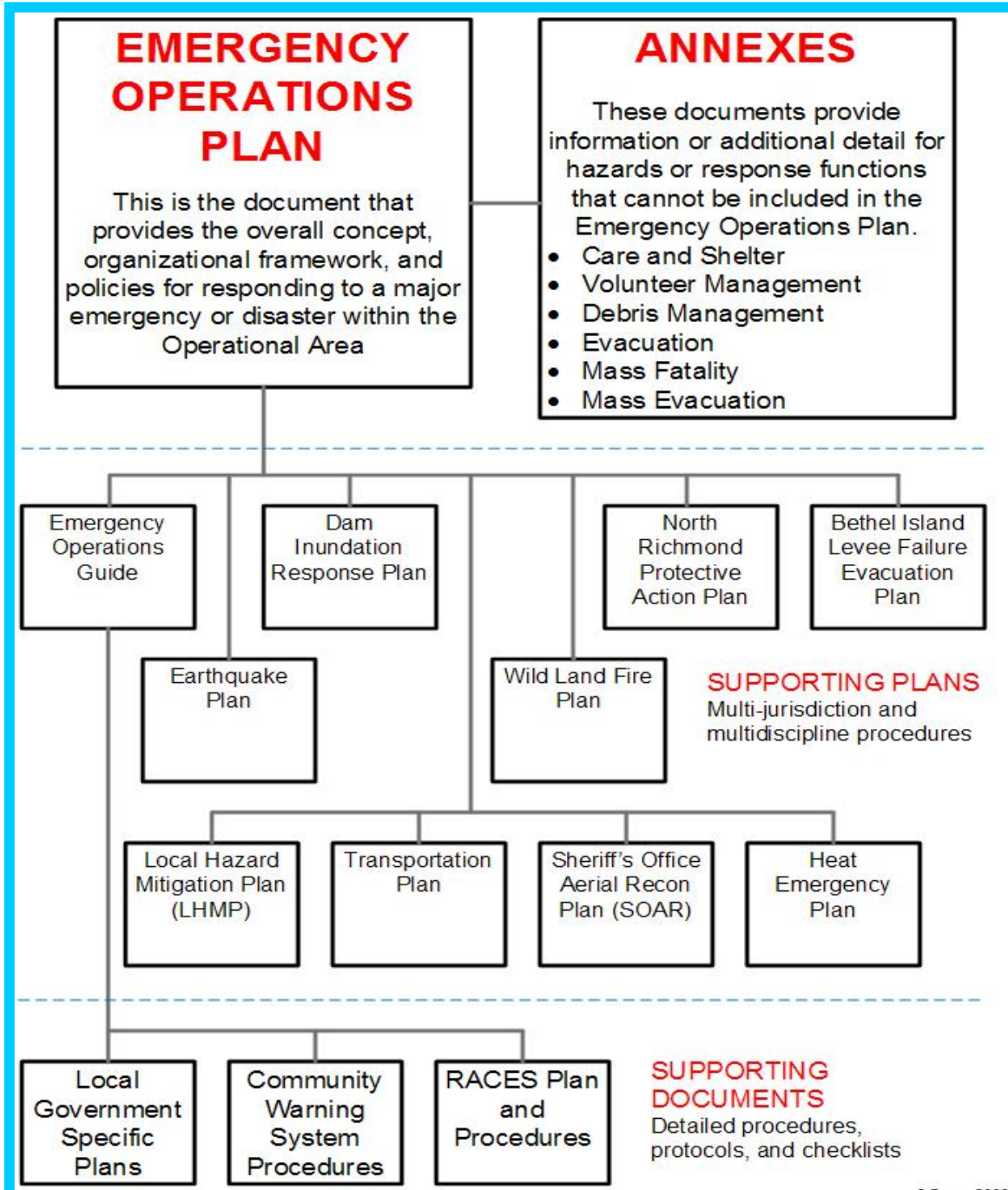
Other supporting plans address response procedures that span more than one jurisdiction or discipline, such as the Regional Emergency Coordination Plan, and the Contra Costa Operational Area Earthquake Plan.

- **Supporting Documents**

Additional documents that outline specific procedures or that serve as resources to individual agencies or organizations.

EMERGENCY OPERATIONS PLANS AND DOCUMENTS

Documents used to guide the response to major disasters are categorized by audience and scope. The following diagram illustrates how many such documents may be organized. This is not an all-inclusive list, since there are many plans at the departmental level within the County.



PURPOSE, OBJECTIVES, GOALS, ASSUMPTIONS

PURPOSE

This Emergency Operations Plan establishes policies and procedures and assigns responsibilities to provide for the effective management of emergency operations within the Contra Costa Operational Area. The plan provides information regarding the county emergency management structure and how and when the Emergency Operations Center Emergency Management Team is activated.

OBJECTIVES

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

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

GOALS

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

ASSUMPTIONS

- Municipalities and special districts will participate in the Contra Costa Operational Area
- The Contra Costa Operational Area is primarily responsible for emergency response and will commit all available resources to save lives, minimize injury to persons, and minimize damage to property and the environment
- The Contra Costa Operational Area will utilize the Standardized Emergency Management System and National Incident Management System in emergency response and management operations
- The Director of Emergency Services will coordinate the County's disaster response in conformance with its emergency organization and functions, the Standardized Emergency Management System, and the National Incident Management System



CONTRA COSTA OPERATIONAL AREA - EMERGENCY OPERATIONS PLAN

- The resources of the Contra Costa Operational Area will be made available to local agencies and residents to cope with disasters affecting this area to the broadest extent possible
- The Contra Costa Operational Area will commit its resources to a reasonable degree before requesting mutual aid assistance from the California Emergency Management Agency
- Mutual aid assistance may be requested when disaster relief requirements exceed the Contra Costa Operational Area's ability to meet them

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CONCEPT OF OPERATIONS

The emergency management organization in Contra Costa County will identify potential threats to life, property and the environment, and develop plans and procedures to protect those assets. These plans and procedures will direct emergency response and recovery activities and will be validated by the conduct of actual response or exercising. The goal is to maintain a robust emergency management organization with strong collaborative ties among local government, community-based organizations and volunteers, public service agencies, and the private sector under SEMS/NIMS.

Actions are often categorized by four emergency management phases indicated below. However, not every disaster necessarily includes all indicated phases.

1. PREPAREDNESS PHASE

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

Training and Exercising

The Contra Costa County Sheriff's Office of Emergency Services will inform county departments, cities/towns, special districts, faith based organizations, community based organizations, non-government organizations, and private sector partners regarding training opportunities associated with emergency management, disaster preparedness, and National Incident Management System compliance. Those with responsibilities under this plan must provide that their personnel are properly trained to carry out these responsibilities.

The best method of training emergency responders is through exercises. Exercises allow emergency responders to become familiar with the procedures, facilities and systems that they will actually use in emergency situations.

Exercises will be conducted on a regular basis to maintain readiness. Exercises should include as many Operational Area member jurisdictions as possible. The Office of Emergency Services will document Operational Area exercises by conducting a critique, and using the information obtained from the critique to complete an After Action Report (AAR) and to develop a Corrective Action Plan (CAP) plan, revising standard operating procedures and policies as necessary.

2. RESPONSE PHASE

Pre-Emergency

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

- Alerting necessary agencies, placing critical resources and personnel on stand-by
- Evacuation of threatened populations to safe areas, and protection of their safety
- Advising threatened populations of the emergency and apprising them of safety measures they should take to protect themselves
- Activating appropriate Emergency Operations Centers and staff
- Identifying the need for mutual aid
- Proclamation of a Local Emergency by local authorities

Emergency Response

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

Response Priorities Are:

- Save Lives
- Diminish Suffering
- Protect Property
- Protect the Environment
- Restore Basic Services

Sustained Emergency

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

3. RECOVERY PHASE

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

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

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



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

- Restoring all utilities, life support systems, and critical infrastructure
- Establishing and staffing Local Assistance Centers and Disaster Assistance Centers
- Applying for state and federal assistance programs
- Conducting hazard mitigation analysis
- Identifying residual hazards
- Determining recovery costs associated with response and recovery

4. PREVENTION / MITIGATION PHASE

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

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

The Operational Area has a Local Hazard Mitigation Plan that provides guidance for mitigation efforts.

EMERGENCY MANAGEMENT ORGANIZATION

ADMINISTRATOR OF EMERGENCY SERVICES

The Administrator of Emergency Services is the County Administrator. The County Administrator as Administrator of Emergency Services is legislated by County Ordinance Code 82-55 § 5 and 72-83 as defined in County Ordinance Code 42-2.602. The Administrator of Emergency Services assumes the ultimate responsibility and authority for directing the Contra Costa Operational Area's emergency management organization (including emergency response and recovery). The Administrator of Emergency Services is responsible for implementing the Contra Costa Operational Area Emergency Operations Plan. The Administrator of Emergency Services is also the Emergency Operations Center Director.

The Administrator of Emergency Services is supported by the Contra Costa County Sheriff's Office of Emergency Services and has overall responsibility for the following:

- Developing response and recovery plans for the Operational Area and the unincorporated areas of the County
- Organizing, staffing and operating the Emergency Operations Center (as the EOC Director)
- Operating communications and warning systems
- Providing information and guidance to the public and elected officials
- Maintaining information on the status of resources, services, and operations
- Directing overall operations
- Obtaining support for the Contra Costa Operational Area and providing support to other jurisdictions as needed
- Identifying and analyzing potential hazards and recommending appropriate counter-measures
- Collecting, evaluating and disseminating damage assessment and other essential information

EMERGENCY SERVICES POLICY BOARD

The Contra Costa Emergency Services Policy Board functions as the Contra Costa County Disaster Council (Article 42-2.4 of the Contra Costa County Ordinance Code). The Board is an advisory body providing assistance and advice to the County Administrator, and as appropriate to the director of emergency services on emergency preparedness planning efforts and the coordination of such planning efforts throughout the county. The Board's duties are outlined as follows:

- The Board shall review and make recommendations on emergency and mutual aid plans and agreements and such ordinances, resolutions and regulations as necessary to implement such plans and agreements.
- The Board shall meet at least quarterly, at a date and time determined by the County Administrator, chair, or in his absence from the county or inability to act the vice-chair.



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Emergency services policy board establishment--Membership.

The Contra Costa County emergency services policy board is created and its membership consists of the following occupants of county or other public positions and offices:

- (a) County administrator (chair);
- (b) Sheriff (vice chair);
- (c) Emergency services director (secretary);
- (d) County counsel;
- (e) Assistant county administrator;
- (f) Director, public works;
- (g) Director, health services;
- (h) Fire chief, Contra Costa fire protection district;
- (i) Risk manager;
- (j) Director, community development;
- (k) Director, employment and human services;
- (l) Director, general services;
- (m) Commander or designee, California Highway Patrol, Contra Costa area;
- (n) County superintendent of schools or designee;
- (o) Director, information technology;
- (p) Representative from public managers association. (Ords. 2000-25, 97-41 § 2, 82-55, 72-83).

OPERATIONAL AREA COUNCIL

The Operational Area Council was created by County ordinance as an advisory council to the Emergency Services Policy Board. The Operational Area Council consists of emergency managers from incorporated cities, special districts, key utilities and businesses and staff of the Office of Emergency Services. The Operational Area Council discusses and considers countywide emergency management areas and issues and makes recommendations thereon to the Emergency Services Policy Board through the Office of Emergency Services (County Ordinance Code §42-2.406). The Council meets quarterly when a date and time are fixed by the emergency services director or otherwise as requested by any of the member agencies.

EMERGENCY MANAGEMENT

When a disaster occurs and two or more of the county's local jurisdictions' Emergency Operations Centers (or at the request of one local jurisdiction) within the Contra Costa County Operational Area are activated, the Operational Area serves as the focal point for information transfer and supports requests by County departments, cities / towns, and special districts. Under these circumstances the Contra Costa County Operational Area Emergency Operations Center may be activated. The Operational Area Emergency Operations Center administers mutual aid requests for all fire, law, public works, emergency managers or other mutual aid through the California Emergency Management Agency (CALEMA) Mutual Aid Region II, and the California Emergency Management Agency Warning Center.

MUTUAL AID REGION EMERGENCY MANAGEMENT

The Contra Costa Operational Area is part of the California Emergency Management Agency Mutual Aid Region II and the California Emergency Management Agency Coastal Administrative Region. The primary mission of Coastal Region's emergency management organization is to support Operational Area response and recovery operations and to coordinate non-law and non-fire Mutual Aid Regional response and recovery operations through the Regional Emergency Operations Center (REOC).

STATE EMERGENCY MANAGEMENT

The Governor, through the California Emergency Management Agency and its Mutual Aid Regions, will coordinate statewide operations to include the provision of mutual aid and other support to local jurisdictions and the redirection of essential supplies and other resources as required. The Secretary of the California Emergency Management Agency, assisted by State agency directors, their staff and volunteer agency staff, will constitute the State emergency management staff.

CITY/TOWN EMERGENCY MANAGERS

Emergency managers from each of the cities/towns within the Contra Costa Operational Area meet several times each year with California Emergency Management Agency liaison staff to ensure that the scope of emergency management functions that are coordinated and provided by the county meet the expectations of cities/towns.

SEMS AND NIMS

STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

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

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

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

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

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

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

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

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

- Command and Management, including the Incident Command System (ICS)
- Communications and Information Management
- Preparedness
- Resource Management



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- Supporting Technologies
- Joint Information System (JIS)
- NIMS Management and Maintenance

RELATIONSHIP TO SEMS AND NIMS:

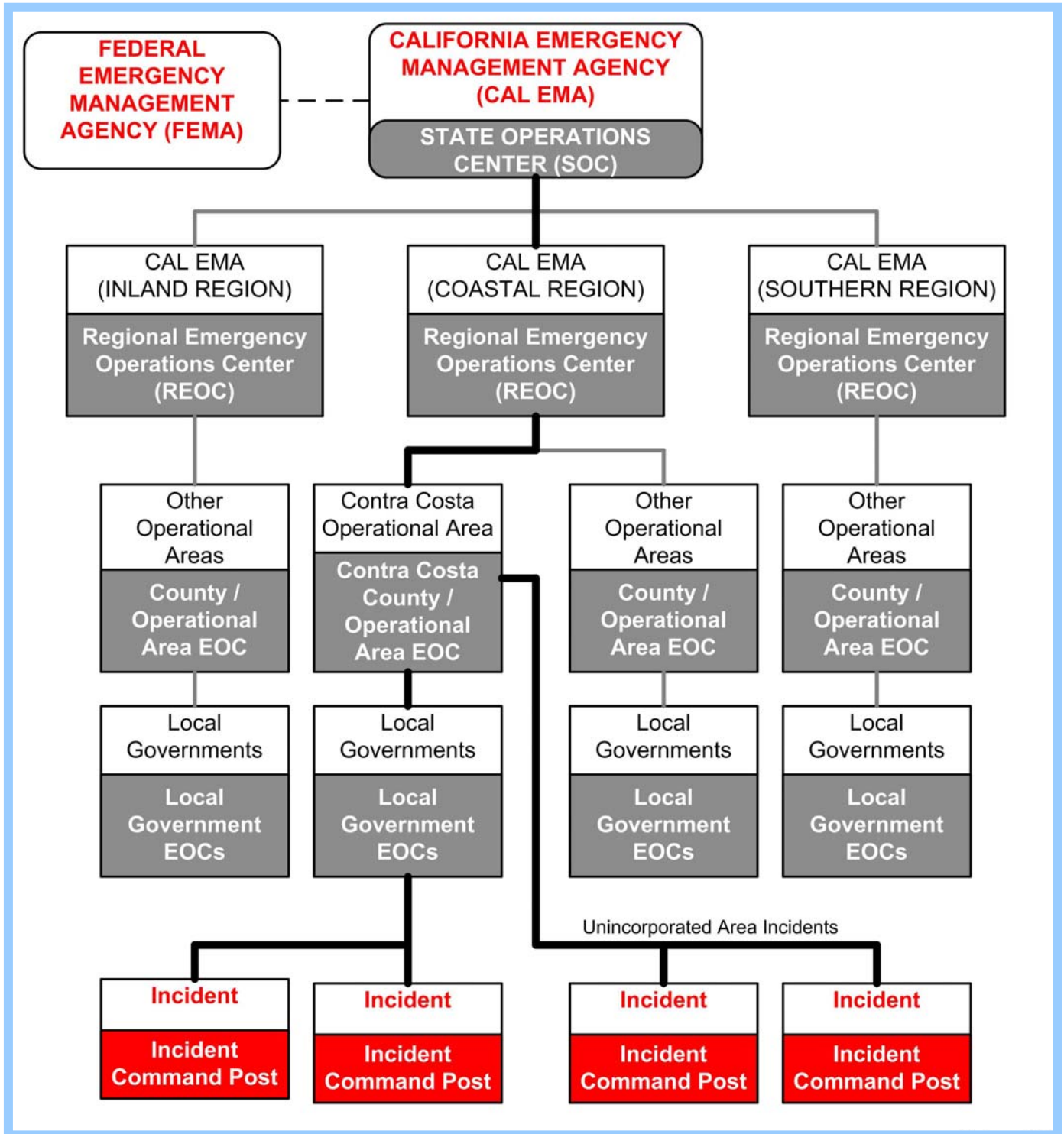
The Contra Costa Operational Area is responsible for emergency response within its geographical boundaries. The California Emergency Services Act requires Operational Areas to manage and coordinate emergency operations within its jurisdiction. During disasters, the Contra Costa Operational Area is required to coordinate emergency operations with the California Emergency Management Agency Coastal Region and, in some instances, other Operational Area local governments.

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

At the field response level, all agencies will use the ICS to standardize the emergency response.

At the Contra Costa County level, the designated Emergency Operations Center is used as the central location for gathering and disseminating information, coordination and support of all jurisdictional emergency operations, coordinating with the Coastal Region of the CALEMA, and the Federal Government, including the Department of Homeland Security (DHS) and the Federal Emergency Management Agency (FEMA).

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ORGANIZATION FLEXIBILITY – MODULAR ORGANIZATION

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

MANAGEMENT OF PERSONNEL - HIERARCHY OF COMMAND AND SPAN-OF-CONTROL

Management of personnel within the Emergency Operations Center will be accomplished through the assignment of Section Chiefs for Operations, Planning/Intelligence, Logistics, and Finance/Administration functions. Section Chiefs will report to the Emergency Operations Center Director.

MULTI-AGENCY OR INTER-AGENCY COORDINATION

Multi-agency or inter-agency coordination is important for establishing priorities for response and allocating critical resources. Strategies for handling multi-agency response problems need to be developed while jurisdictional and agencies’ objectives are not compromised. County departments, agencies including special districts, volunteer agencies and private organizations coordinate emergency response at the Emergency Operations Center. The Contra Costa Operational Area Emergency Operations Center functions as the Multi-Agency Coordination Center (MACC) for most disaster incidents and will facilitate liaisons from local, state, and federal agencies as needed. Coordination with agencies not represented in the Emergency Operations Center may be accomplished via various communications systems such as telephone, fax, radio, software systems, and computer networks.

EMERGENCY OPERATIONS CENTER INCIDENT ACTION PLANS

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

SPECIAL DISTRICT INVOLVEMENT

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

Coordination and communications should be established among special districts that are involved in emergency response, other local governments and the operational area. This may be accomplished in various ways depending on the local situation. Relationships among special districts, cities/towns, county government and the Operational Area are complicated by overlapping boundaries and by the multiplicity of special districts. Special districts need to work with the local governments in their service areas to determine how best to establish coordination and communication in emergencies.



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

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

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

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MUTUAL AID

INTRODUCTION

The foundation of California's emergency planning and response is a statewide mutual aid system which is designed to provide adequate resources, facilities and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation(s). The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement, as provided in the *California Emergency Services Act* Government Code §8550. This Agreement was developed in 1950 and has been adopted by the state, all 58 counties and most incorporated cities in the State of California. The Master Mutual Aid Agreement creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state. State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of the local jurisdiction to negotiate, coordinate and prepare mutual aid agreements.

Mutual aid agreements exist in:

- Law Enforcement
- Fire Services
- Medical / Health
- Emergency Management
- Public Works
- Search and Rescue
- Coroner / Medical Examiner

MUTUAL AID SYSTEM

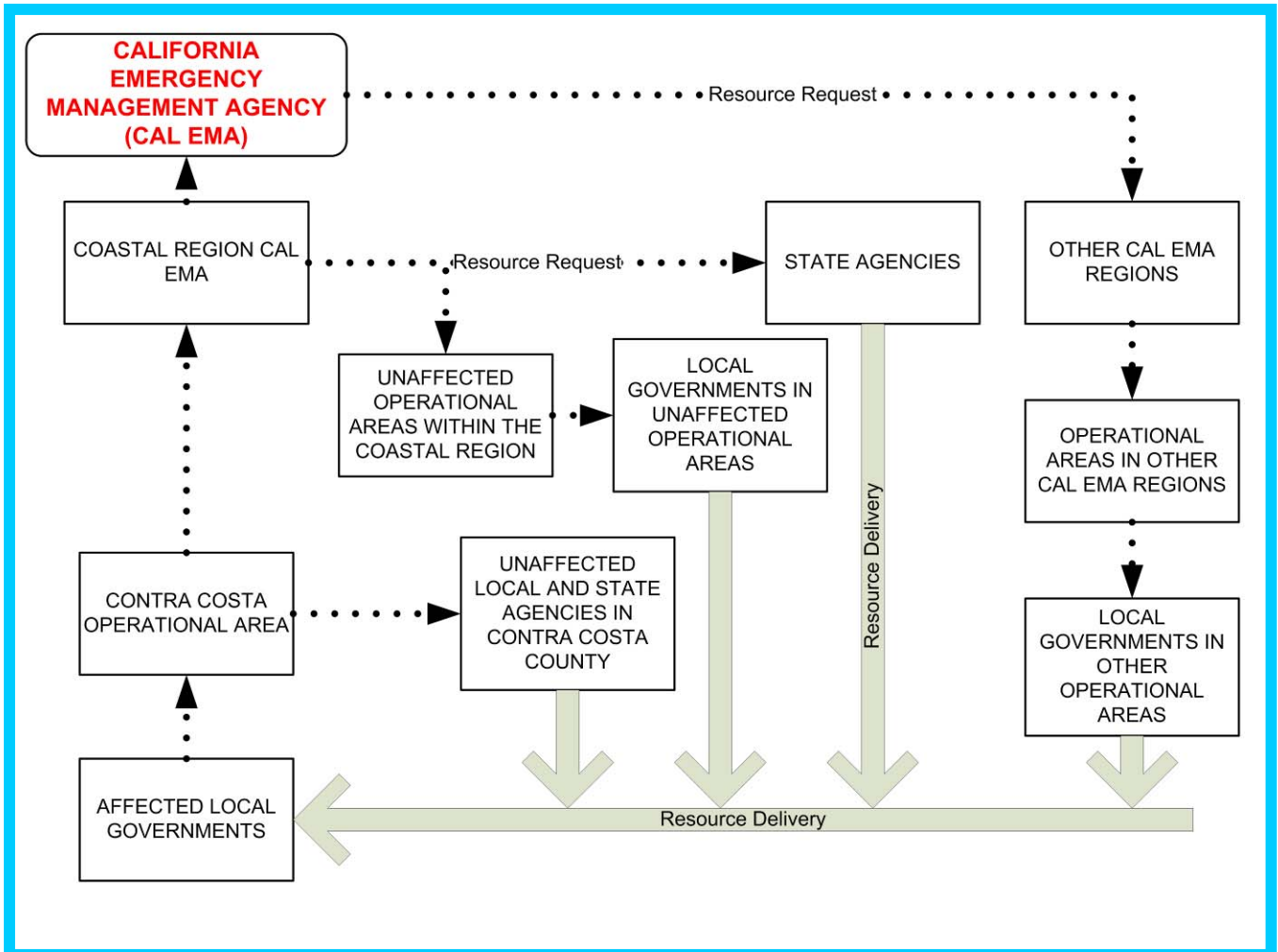
A statewide mutual aid system, operating within the framework of the Master Mutual Aid Agreement, allows for the progressive mobilization of resources to and from emergency response agencies, local governments, operational areas, regions and state with the intent to provide requesting agencies with adequate resources.

The statewide mutual aid system includes several discipline-specific mutual aid systems, such as fire and rescue, law, medical and public works. The adoption of SEMS does not alter existing mutual aid systems. These systems work through local government, operational area, regional and state levels consistent with SEMS/NIMS and ICS. Mutual aid may also be obtained from other states. Interstate mutual aid may be obtained through direct state-to-state contacts, pursuant to interstate agreements and compacts, or may be coordinated through federal agencies.

MUTUAL AID REGIONS

Mutual aid regions are established under the Emergency Services Act. Six mutual aid regions numbered I-VI have been established within California. The Contra Costa Operational Area is within Region II. Each mutual aid region consists of designated counties. Region II is in the CALEMA Coastal Administrative Region.

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MUTUAL AID COORDINATORS

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

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, operational area, regional and state levels.

Mutual aid coordinators may function from an Emergency Operations Center, their normal departmental location or other locations depending on the circumstances. Some incidents require mutual aid but do not necessitate activation of the affected local government or operational area Emergency Operations Centers because of the incident's limited impacts. In such cases, mutual aid coordinators typically handle requests from their normal work location. When Emergency Operations Centers are activated, all activated discipline-specific mutual aid systems should establish coordination and communications with the Emergency Operations Centers as follows:

- When an Operational Area Emergency Operations Center is activated, Operational Area mutual aid system representatives should be at the Operational Area Emergency Operations Center to facilitate coordination and information flow.
- When the CALEMA Coastal Region Emergency Operations Center (REOC) is activated, regional mutual aid coordinators should have representatives in the Regional Emergency Operations Center unless it is mutually agreed that effective coordination can be accomplished through telecommunications. State agencies may be requested to send representatives to the Regional Emergency Operations Center to assist California Emergency Management Agency regional staff in handling mutual aid requests for disciplines or functions that do not have designated mutual aid coordinators.
- When the State Operations Center (SOC) is activated, state agencies with mutual aid coordination responsibilities will be requested to send representatives to the State Operations Center.
- Mutual aid system representatives at an Emergency Operations Center may be located in various functional elements (sections, branches, groups, divisions or units) or serve as an agency representative, depending on how the Emergency Operations Center is organized and the extent to which it is activated.

VOLUNTARY, NON-GOVERNMENTAL, AND PRIVATE SECTOR ENTITIES IN MUTUAL AID

Volunteer agencies, non-government agencies, and private organizations may participate in the mutual aid system along with governmental agencies. For example, the disaster medical mutual aid system relies heavily on private sector involvement for medical/health resources. Some volunteer agencies such as the American Red Cross, Salvation Army and others are essential elements of the statewide emergency response to meet the needs of disaster victims. Volunteer agencies mobilize volunteers and other resources



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through their own systems. They also may identify resource needs that are not met within their own systems that would be requested through the mutual aid system. Volunteer agencies with extensive involvement in the emergency response should be represented in Emergency Operations Centers.

Some private organizations have established mutual aid arrangements to assist other private organizations within their functional area. For example, electric and gas utilities have mutual aid agreements within their industry and established procedures for coordinating with governmental Emergency Operations Centers. In some functional areas, services are provided by a mix of special district, municipal and private agencies. Mutual aid arrangements may include both governmental, non-governmental, and private organizations.

A liaison should be established between activated Emergency Operations Centers and private agencies involved in a response. Where there is a need for extensive coordination and information exchange, private agencies should be represented in activated Emergency Operations Centers at the appropriate Standardized Emergency Management System level.

EMERGENCY FACILITIES USED FOR MUTUAL AID

Incoming mutual aid resources may be received and processed at several types of facilities including marshaling areas, mobilization centers and incident facilities. Each type of facility is described briefly below.

Marshaling Area - Defined in the National Response Framework as an area used for the complete assemblage of personnel and other resources prior to their being sent directly to the disaster affected area. Marshaling areas may be established in other states for a catastrophic California earthquake.

Mobilization Center - Off-incident location at which emergency service personnel and equipment are temporarily located pending assignment, release or reassignment. For major area-wide disasters, mobilization centers may be located in or on the periphery of the disaster area.

Incident Facilities/Staging Areas - Incoming resources may be sent to staging areas, other incident facilities or directly to an incident, depending on the circumstances. Staging areas are temporary locations at an incident where personnel and equipment are kept while awaiting tactical assignments.

POLICIES AND PROCEDURES

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

Cities/towns and special districts will make mutual aid requests through the Contra Costa County Operational Area Emergency Operations Center. Requests should specify, at a minimum:

- Number and type of personnel needed
- Type and amount of equipment needed
- Reporting time and location
- Authority to whom forces should report
- Access routes
- Estimated duration of operations



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- Risks and hazards

Following a major disaster, the Contra Costa County Sheriff's Office of Emergency Services can assist local governments with reimbursement procedures for response-related costs.

MUTUAL AID AUTHORITIES AND REFERENCES

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

- California Disaster and Civil Defense Master Mutual Aid Agreement, 1950
- California Fire Service and Rescue Emergency Mutual Aid Plan, 2002
- California Law Enforcement Mutual Aid Plan (Bluebook), December 2006 (includes search and rescue annex)
- California Coroner's Mutual Aid Plan (Greybook), March 2006
- California Coroners Mass Fatality Plan, September 2007
- Robert T. Stafford Disaster Relief and Emergency Assistance Act (Public Law 93-288, as amended) provides federal support to state and local disaster activities

CONTRA COSTA OPERATIONAL AREA MUTUAL AID AGREEMENTS

Contra Costa County maintains mutual aid agreements with several different agencies. They include:

WITH	FOR
State of California	Master Mutual Aid Agreement
American Red Cross	Care and Shelter Mutual Aid

AGENCY AFFILIATED VOLUNTEER RESOURCES

In response to disaster, management of resources requires integration of material, as well as personnel, into the existing Emergency Management System of the County. Operational Area volunteer groups trained in emergency response can greatly enhance and supplement emergency response personnel. Personnel assigned to emergency response must be trained, equipped, and aligned with a qualified organization or affiliated with a government agency.

Both affiliated volunteers and spontaneous volunteers shall be background checked and sworn in as State Disaster Service Workers (DSW's), and shall perform only tasks and job functions in the job categories covered by the State Disaster Service Worker Program. All affiliated and spontaneous volunteers shall be managed within the guidelines of the State Disaster Service Worker Program, local ordinance, County policy and the typing of the various mutual aid systems that use the Disaster Service Worker program. By adhering to the requirements of the State Disaster Service Worker Program the workers comp liability for volunteer medical and disability claims is assumed by the state through the state DSW program.

Examples of existing, trained volunteers in Contra Costa include the following affiliated volunteer organizations:

RADIO AMATEUR CIVIL EMERGENCY SERVICE (RACES)

RACES is sponsored by the Federal Emergency Management Agency (FEMA), operates according to Federal Communications Commission (FCC) rules (Part 97 Amateur Radio Service), and is a volunteer organization of licensed amateur radio operators who donate time, energy, skills, and use of personal equipment for public service. In Contra Costa County, RACES is part of the Contra Costa County Sheriff's Office of Emergency Services which is responsible for public safety as defined by the California Emergency Services Act. All RACES members must pass the standard Sheriff's Office background check, and are sworn Disaster Service Workers (DSW). RACES members may provide communications support using amateur radio, cellular, and regular phones, computers, e-mail, facsimile, Internet, microwave, public service radio, satellite, television and video-conferencing systems, as well as field and in-office support of personnel. RACES communications serves the Operational Areas as a back up communications service in time of disaster.

RACES primary responsibility in the Emergency Operations Center is staffing and maintaining the Communications Systems located in the Message Center/Radio Shack (Room 5). During a disaster where primary phone and wireless cell phone communications are unavailable, RACES provides radio communications and satellite phone communications with other agencies according to the RACES Communications Plan, an annex to the Emergency Operations Plan. RACES is activated by the Emergency Services Manager via the RACES leadership phone tree. During a catastrophic disaster when members cannot contact the Emergency Operations Center via phone, they are authorized to self-activate and report to the Emergency Operations Center and their assigned duty stations as soon as their families are safe and secure, and they can safely travel.

RACES may also be assigned to support cities and special districts by agreement with the Sheriff's Office. Members that are assigned to duty stations with cities and special districts must comply with the local



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agency's policies and procedures while supporting their needs. These local agencies will coordinate activation of RACES members with the Sheriff's Office of Emergency Services.

RACES may also be requested as a part of the mutual aid system during a disaster if a local agencies resources are overwhelmed or they have lost primary communications capabilities. Mutual aid requests will be forwarded to the Operational Area Logistics Section by the local agency.

CONTRA COSTA MEDICAL RESERVE CORPS (CCMRC)

Contra Costa County's Emergency Medical Services Division has created the Contra Costa Medical Reserve Corps which enlists volunteers to assist in the establishment of an organized pool of resources capable of being deployed to support Emergency Management Systems already in place in the event of a major disaster. The Contra Costa Medical Reserve Corps has developed a partnership within the Contra Costa County medical profession (active and retired) that aid in the education, training and deployment of citizen volunteers and resources in the event of a large scale, local emergency. The Contra Costa Medical Reserve Corps will serve as a support role in providing volunteer medical professionals and resources to augment those services in the community that are engaged in the health and welfare of the residents.

During a disaster, the Contra Costa Medical Reserve Corps is activated through the Medical Health Mutual Operational Area Coordinator in the Operational Area Emergency Operations Center.

COMMUNITY EMERGENCY RESPONSE TEAM (CERT)

CERT training educates people on how to assist others in their neighborhood or workplace following a disaster when professional responders are not immediately available to help. CERT training provides the student with practical skills to be better prepared in time of disaster.

Since CERT is designed as a neighborhood program individual jurisdictions that sponsor CERT training are encouraged and manage their programs. Contra Costa County agencies that sponsor CERT training are encouraged to follow State disaster service worker guidelines for CERT training and adopt the nationally recognized FEMA 20 hour basic CERT training course that includes:

- Disaster preparedness
- Fire safety
- Disaster medical operations - triage, treating life threatening injuries, patient assessment, treatment and hygiene
- Light search and rescue
- Team organization
- Disaster psychology
- Terrorism
- Course review and disaster simulation

CONTRA COSTA COUNTY OFFICE OF THE SHERIFF VOLUNTEERS

Under the Office of the Sheriff, the Emergency Services Support Unit (ESSU) manages volunteer groups who contribute significantly to emergency operations through out the County. Volunteers may be called upon for their specialized training and professional skills in the following groups:

- Air Squadron
- Search and Rescue
- Chaplains
- Cadets
- SAVES
- Off-Road Enforcement
- Food Service Unit
- Dive Team
- Reserve Deputies

During disasters the activation of the Sheriff's volunteer programs is through the Law Branch Mutual Aid Coordinator in the Emergency Operations Center. During day to day business the volunteers may be accessed through the Sheriff's Emergency Services Support Unit.

CONTRA COSTA OPERATIONAL AREA EMERGENCY OPERATIONS CENTER (EOC)

INTRODUCTION

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

An Emergency Operations Center provides a central location of authority and information. It allows for face to face coordination among personnel who must make emergency decisions. The following functions are performed in the Contra Costa Operational EOC:

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

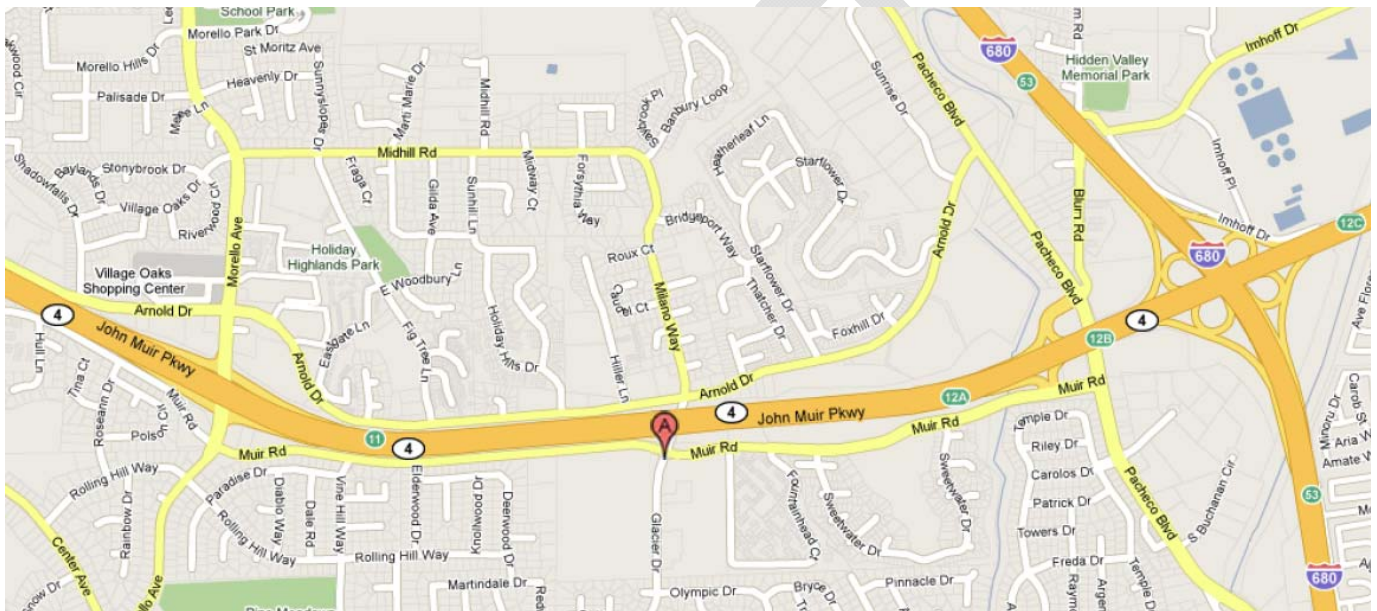
EMERGENCY OPERATIONS CENTER LOCATION AND DESCRIPTION

The Contra Costa Operational Area Emergency Operations Center is located at 50 Glacier Drive, Martinez. The space is home to the Contra Costa County Sheriff's OES, the Homeland Security Unit, the Emergency Services Support Unit, and the Community Warning System Unit. During an emergency activation the building is converted into an operating Emergency Operations Center, and the daily

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operations are displaced.

The Emergency Operations Center is supported by a computer network, telephones, dedicated fax lines, copy machines, televisions, and Community Warning Systems. Status boards are in place for the collection and dissemination of information. The staffing pattern is SEMS based, and operational periods are determined during the initial stages of an incident. The County Administrator serves as the Emergency Operations Center Director. Emergency Operations Center staffing is provided by County Department heads (or other designated personnel) and other supporting agencies including California Department of Forestry and Fire protection (CalFire), California Highway Patrol (CHP), California National Guard (CNG), Environmental Protection Agency (EPA), Coastal Region Cal EMA, Pacific Gas and Electric, American Red Cross (ARC), and other organizations and utilities as needed.



ALTERNATE EMERGENCY OPERATIONS CENTER LOCATION AND DESCRIPTION

Direction and control authority will be transferred from the primary Emergency Operations Center to an alternate Emergency Operations Center when deemed necessary by the Emergency Operations Center Director. The Logistics Section will arrange for relocation of Emergency Operations Center staff members to the alternate Emergency Operations Center. All Section Chiefs will advise their emergency response field forces of the transition to an alternate Emergency Operations Center site.

Several sites have been screened for viability as an alternate Emergency Operations Center. These include Diablo Valley College, The Concord Hilton, The Concord Holiday Inn, the Sheriff's Law Enforcement Training Center, and the Contra Costa Fire Protection District Fire Training Center. Depending on the disaster, each of these facilities has strengths and weaknesses that will need to be assessed to select the best facility for responding to the disaster.



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The Office of Emergency Services maintains an Emergency Operations Center Support Trailer that contains laptop computers, printers, paperwork supplies, radios and other equipment to set up a basic Emergency Operations Center under adverse conditions. This trailer is available to cities and special districts during disasters to support their emergency operations.

WHEN TO ACTIVATE THE EMERGENCY OPERATIONS CENTER:

The Standardized Emergency Management System (SEMS) requires the Operational Area Emergency Operations Center to be activated under certain circumstances. The appropriate level of activation is up to the EOC Director. Examples of mandatory SEMS activations include:

- Two or more of Contra Costa County’s local jurisdictions have activated their Emergency Operation Centers, or a local jurisdiction has requested activation of the Operational Area Emergency Operations Center
- An impending or declared “State of War Emergency” has occurred
- An emergency situation has occurred or might occur of such magnitude that it will require a large commitment of resources from two or more local jurisdictions or the County over an extended period of time. Examples include a major hazardous material incident, civil disturbance, aircraft disaster, wild land fire or severe weather conditions.

WHO CAN ACTIVATE THE EMERGENCY OPERATIONS CENTER:

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

- County Administrator
- Assistant/Deputy County Administrators
- County Fire Chief or designee
- Sheriff or designee
- County Health Officer or designee
- Director of Public Works or designee

HOW TO ACTIVATE THE EMERGENCY OPERATIONS CENTER:

- Contact the Contra Costa County Sheriff’s Communication Center (925-646-2441)
- Identify yourself and provide a callback confirmation phone number
- Briefly describe the emergency/disaster situation causing this request
- Ask to have the Office of Emergency Services Manager call you

OPERATIONAL AREA EMERGENCY OPERATIONS CENTER ACTIVATION LEVEL TYPES

LEVEL 1	<p>This type of incident is the most complex, requiring national resources to safely and effectively manage and operate.</p> <ul style="list-style-type: none"> • All Command and General staff positions are activated. • Operations personnel often exceed 500 per operational period and total personnel will usually exceed 1,000. • Branches need to be established. • The agency administrator will have briefings, and ensure that the complexity analysis and delegation of authority are updated. • Use of resource advisors at the incident base is recommended. • A written Incident Action Plan is required for each operational period. • There is a high impact on the local jurisdiction, requiring additional staff for office administrative and support functions.
LEVEL 2	<p>This type of incident extends beyond the capabilities of local control and is expected to go into multiple operational periods. A Type 2 incident may require the response of resources out of area, including regional and/or national resources, to effectively manage the operations, command, and general staffing.</p> <ul style="list-style-type: none"> • Most or all the Command and General staff positions are filled. • A written Incident Action Plan is required for each operational period. • Many of the functional units are needed and staffed. • Operations personnel normally do not exceed 200 per operational period and total incident personnel do not exceed 500 (guidelines only). • The agency administrator is responsible for the incident complexity analysis, agency administrator briefings, and the written delegation of authority.
LEVEL 3	<ul style="list-style-type: none"> • When capabilities exceed initial attack, the appropriate ICS positions should be activated to match the complexity of the incident. • Some or all of the Command and General Staff positions may be activated, as well as the Division / Group Supervisor and / or Unit Leader level positions. • A Type 3 Incident Management Team (IMT) or incident command organization manages initial action incidents with a significant number of resources, and extended attack incident until containment / control is achieved, or an expanding incident until transition to a Type 1 or 2 team. • The incident may extend into multiple operational periods. • A written IAP may be required for each operational period.
LEVEL 4	<ul style="list-style-type: none"> • Command Staff and General Staff functions are activated only if needed. • Several resources are required to mitigate the incident, including a Task Force or Strike Team. • The incident is usually limited to one operational period in the control phase. • The agency administrator may have briefings, and ensure the complexity analysis and delegation of authority are updated. • No written Incident Action Plan (IAP) is required but a documented operational briefing will be completed for all incoming resources. • The role of the agency administrator includes operational plans including objectives and priorities.
LEVEL 5	<ul style="list-style-type: none"> • The incident can be handled with one or two single resources with up to six personnel. • Command and General Staff positions (other than the Incident Commander) are not activated. • No written Incident Action Plan (IAP) is required. • The incident is contained with the first operational period and often within an hour to a few hours after resources arrive on scene.

STATUS BOARDS

Because the Emergency Operation Center's major purpose is accumulating and sharing information to ensure coordinated and timely emergency response, status boards for tracking emergency activities will be made available for use in both the primary and alternate Emergency Operations Center. All Emergency Operations Center sections must maintain display devices so that other sections can quickly comprehend what actions have been taken, what resources are available, and to track damage in the Operational Area. The Planning/Intelligence Section is responsible for coordinating the display of information. All display charts, boards, and materials are stored in the Emergency Operations Center. A permanent log of all information on display boards must be kept by each section for documentation purposes and use in after action reporting.

At the onset of any disaster, a chronological log will also be compiled for the duration of the emergency situation. Key disaster related information will be recorded in the log; e.g., casualty information, health concerns, property damage, fire status, size of risk area, scope of the hazard to the public, number of evacuees, etc. The posting of the log is the responsibility of the Planning/Intelligence Section staff.

COMMUNICATIONS

Communications are provided for in the Emergency Operations Center by the Logistics Section and include:

- **RIMS** – Response Information Management System via internet connection to Cal EMA
- **Satellite Phones** - 3 portable and two building mounted satellite phones
- **Metropolitan Transportation Commission Satellite Phone** - Satellite phone providing communications between transportation providers in the bay area
- **OASIS** – Operational Area Satellite Information System (8 satellite phone lines on the state system - provide Op Area to Op Area dialing and inbound/outbound dialing).
- **EAS** – Emergency Alert System
- **EDIS** – Emergency Digital Information System
- **TENS** – County-wide computerized telephone notification system: Telephone Emergency Notification System (TENS) and the Contra Costa Emergency Automated Notification System
- **RACES** – A County-wide organization of amateur radio operators
- **County Communications** – Computer Aided Dispatch (CAD) responsible for fire, law, medical, and local government frequencies
- **CESRS** - The California Emergency Services Radio System
- **CCHS Radio** - Contra Costa Health Services 440Mhz Radio

This does not include assets that could be provided by CalFire, CalTrans, and California Highway Patrol (CHP).

EMERGENCY OPERATIONS CENTER COORDINATION WITH VOLUNTEER AND PRIVATE AGENCIES

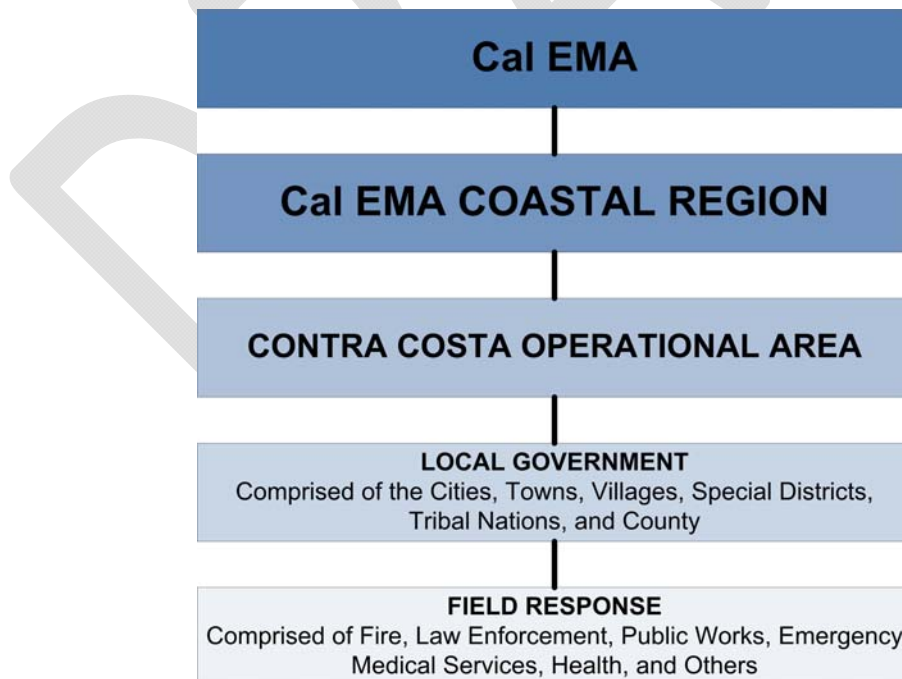
Local jurisdictions' Emergency Operations Centers will generally be a focal point for coordination of response activities with many non-governmental agencies and should establish communication with private and volunteer agencies providing services within their jurisdiction.

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

Agencies that have countywide response roles and cannot respond to numerous local jurisdictions' Emergency Operations Centers should be represented at the Operational Area level.

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

CONTRA COSTA OPERATIONAL AREA COORDINATION LINKS



EMERGENCY OPERATIONS CENTER POSITION DESCRIPTIONS AND RESPONSIBILITIES

EMERGENCY OPERATIONS CENTER STRUCTURE

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

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

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

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

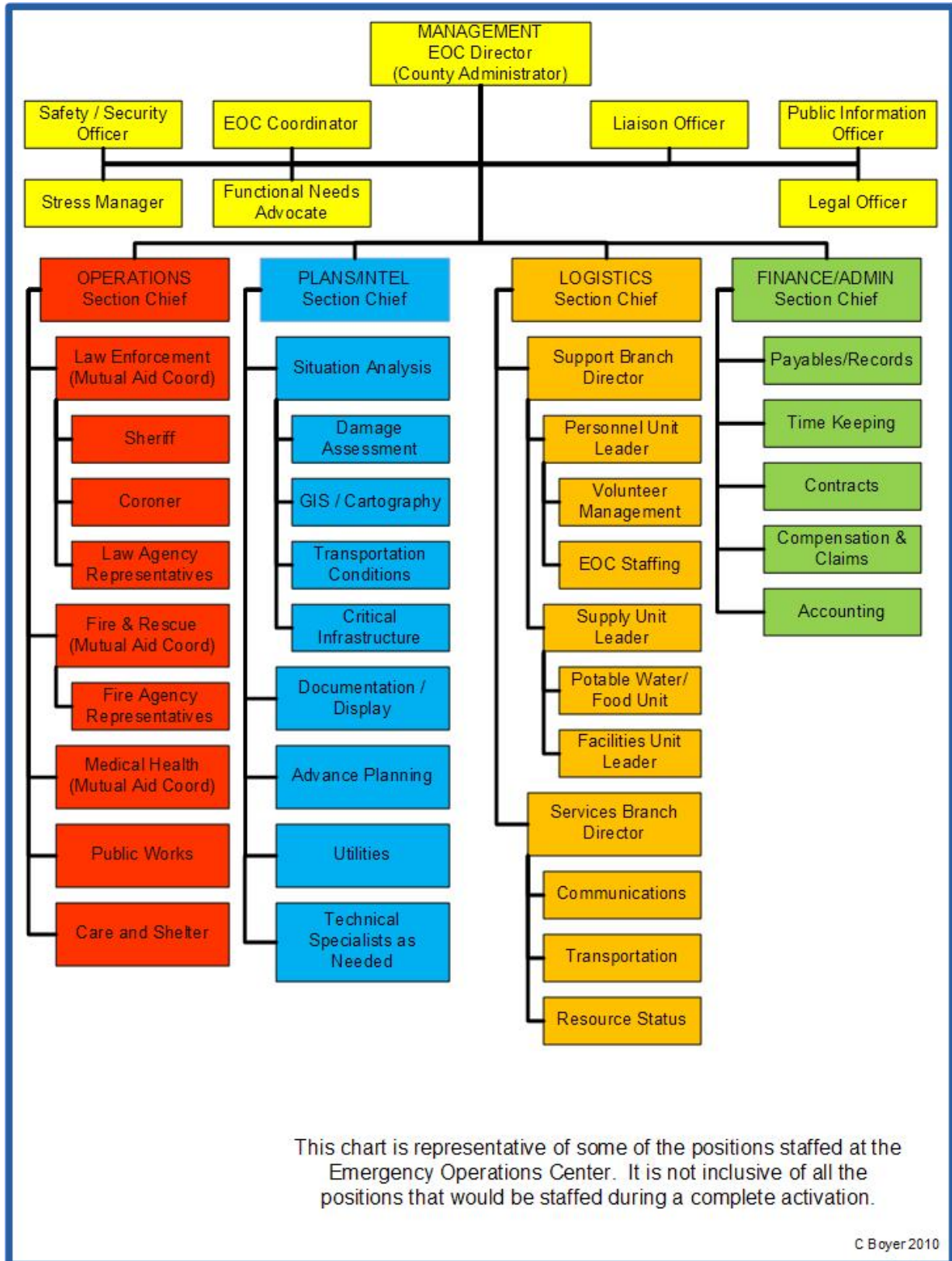
Logistics - Responsible for supporting operations, providing facilities, services, personnel, equipment and materials.

Finance/Administration - Responsible for managing administrative and financial procedures and reporting.

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

Agency Liaison Assignments include the responsibility to communicate and coordinate between the Contra Costa Operational Area Emergency Operations Center and their respective agency/jurisdiction.

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MANAGEMENT SECTION

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

- EOC Director
- Liaison Officer
- Stress Manager
- Public Information Officer
- EOC Coordinator
- Safety/Security Officer
- Functional Needs Advocate
- Legal Officer

Emergency Operations Center Director - The Emergency Operations Center Director is responsible for directing Contra Costa OA's response and recovery for any disaster or emergency. In Contra Costa, the County Administrator (CAO) is the primary Emergency Operations Center Director and may delegate this responsibility.

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

Liaison Officer - When an incident has a multi-agency or multi-jurisdictional response, the Liaison Officer provides and maintains coordination with outside agency representatives, other Operational Area jurisdictions, local businesses and employers, the Region Emergency Operations Center, California Emergency Management Agency, and other political representatives.

Safety and Security Officer - The Safety and Security Officer acts as an advisor to the Emergency Operations Center Director. They watch over all aspects of the emergency organization to ensure the safety of all personnel. The Safety Officer is responsible for correcting unsafe operations and for working with all sections to protect the safety of all emergency services workers in the Emergency Operations Center.

Functional Needs Advocate - The Functional Needs Advocate ensures that attention is given to providing response sensitivity and services to access and functional needs populations.

Public Information Officer - The Public Information Officer (PIO) acts under the direction of the Emergency Operations Center Director and coordinates city/town and county Public Information Center (PIC) activities. The PIO ensures that the media and residents are fully informed on all aspects of the emergency. During regional events, the PIO will be the point of contact for the designated regional Joint Information Center (JIC). Both the PIC and JIC are staffed by members of the Emergency Public Information Officers Team, made up of Operational Area Agency spokespersons within the County.

Legal Officer - The Legal Officer is the Contra Costa County Counsel or their designee. The Legal Officer provides advice to the Emergency Operations Center Director in all legal matters relating to the emergency. The Legal Officer assists the Emergency Operations Center Director in declaring a local emergency and implementation of emergency powers.

OPERATIONS SECTION

The Operations Section is under the supervision of the Operations Section Chief who is in charge of all functions within the Operations Section. The Operations Section directs the Contra Costa County operational resources and coordinates mutual aid resources. In addition, the Operations Section is responsible for coordinating with the local agency field incident commanders. The following branches are in the Operations Section, additional Branches/Groups can be added as needed:

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

Operations Section Chief - The Operations Section Chief is in charge of all branches/groups in the Operations Section and reports directly to the Emergency Operations Center Director. The Operations Section Chief assists in the development and execution of the Action Plan. The Operations Section Chief shall be advised of all requests for Mutual Aid and other resources.

Law Enforcement Branch - The Law Enforcement Branch directs the response activities of Sheriff's Office units, reserves, and volunteers. It also coordinates Coroner activities and all law mutual aid, including resources such as California Highway Patrol and the California National Guard. This position is staffed by the Operational Area Law Enforcement Mutual Aid Coordinator.

Fire and Rescue Branch - The Fire and Rescue Branch directs the response activities of county, volunteer, and mutual aid fire. This Branch coordinates rescue operations with the Public Works Branch and other outside agencies as required for heavy rescue. This position is staffed by the Operational Area Fire Mutual Aid Coordinator.

Medical Health Branch - The Medical Health Branch is staffed by Contra Costa Health Services and functions as liaison with medical resources throughout the County. This Branch manages all medical mutual aid within the Operational Area and from outside the Operational Area. This position is staffed by the County Health Officer.

Public Works Branch - The Public Works Branch directs and coordinates response to public works problems, maintains surviving utilities and services, and coordinates public works mutual aid. This Branch also assists in evaluating the safety of structures (e.g., buildings and bridges) and roads. Public Works may also assist other units with traffic control, search and rescue, debris management, and transportation as needed.

Care and Shelter Branch - The Care and Shelter Branch directs and coordinates response activities in cooperation with the American Red Cross, the Salvation Army, Animal Services, and other organizations active in disaster and local government jurisdictions to aid in providing care and shelter services to all those impacted by an emergency or disaster, including their pets.

PLANNING/INTELLIGENCE SECTION

The Planning/Intelligence Section is under the supervision of the Planning Section Chief. The duties and responsibilities of the Planning Section are to gather and analyze all data regarding the incident and track the resources assigned during the disaster. The Planning Section maintains an incident log, Emergency Operations Center display maps, and charts. The Planning Section is also responsible for preparing situation reports, assessing damage, conducting planning meetings, documenting all Emergency Operations Center activities, and assisting in the preparation of the Incident Action Plan. The following branches will be established as necessary in the Planning Section:

- Situation Analysis Branch
- Documentation/Display Branch
- Advanced Planning
- Utilities
- Technical Specialist

Planning Section Chief - The Planning/Intelligence Section Chief manages the Planning Section. The Planning Section Chief is responsible for the collection, evaluation, and dissemination of incident information.

Situation Analysis Branch - The Situation Analysis Branch's primary role is to collect, collate and process all information and intelligence including Transportation Conditions and Damage Assessment. Situation Analysis is also responsible for maintaining the Master Incident Log and map displays.

Documentation/Display Branch - The Documentation/Display Branch maintains and files all Emergency Operations Center messages, maintains official history of the emergency to insure complete documentation for the purpose of recovery of funds and advance planning.

Advance Planning Branch - The Advance Planning Branch begins developing long term plans for response and eventually for recovery operations.

Utilities Branch - The Utilities Branch provides coordinated information regarding basic services and utility damage and restoration.

Technical Specialist - Technical Specialists provide expert information in the development of an Incident Action Plan. Some areas of expertise might be: river levels, weather forecasting, geographic information systems/maps, hazardous materials or radiological materials.

LOGISTICS SECTION

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

- Personnel Branch



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- Supply Branch
- Communications Branch
- Transportation Branch
- Resource Status
- Utilities

Logistics Section Chief - The Logistics Section Chief ensures the logistics function is carried out in support of the Contra Costa Operational Area Emergency Operations Center and is in charge of all functions within the Logistics Section.

Personnel Branch - The Personnel Branch provides personnel resources in support of the Emergency Operations Center and Field Operations and supports and coordinates volunteer services for local jurisdictions and the Contra Costa Operational Area.

Supply Branch – The Supply Branch oversees the procurement and allocation of supplies and material not normally provided through mutual aid channels. It coordinates delivery of supplies, manages donated good programs, establishes and maintains staging areas and coordinates procurement actions with the Finance/Administration Section.

Communications Branch – The Communications Branch coordinates Information Technology Support, the Radio Amateur Civil Emergency Services (RACES), and the Emergency Operations Center Message Center. The primary communications tracking form is the Incident Command System form 213.

Transportation Branch - The Transportation Branch coordinates transportation resources including, vehicles, aircraft, rail, and ship. The Transportation Branch will coordinate multi-jurisdiction resources through the Regional Emergency Operations Center and the Metropolitan Transportation Commission Emergency Operations Center.

Resource Status Branch - The Resource Status Branch's primary role is to collect, collate and process all information and intelligence regarding resource status.

Utilities Branch - The Utilities Branch oversees the coordinated procurement and allocation of utility resources.

FINANCE/ADMINISTRATION SECTION

The Finance/Administration Section provides for the tracking of the time worked by all emergency personnel involved in the incident, provides cost analysis and projections, and records any and all injury claims for compensation. The Finance Section is managed by the Finance Section Chief (County Auditor-Controller). The Finance Section is made up of the following branches:

- Payables/Records
- Time Keeping

Finance Section Chief - The Finance Section Chief provides supervision to members of the Finance



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Section and manages all financial aspects of the emergency. In addition, they manage the receipt of claims for compensation against the county.

Payables/Records Branch – The Payables/Records Branch provides the projected cost of supplies and materials to support the emergency. In addition, it collects all cost data and records, performs cost effectiveness analysis and provides cost estimates and cost savings recommendations. This branch also manages claims for worker’s compensation.

Time Keeping Branch - The Time Keeping Branch maintains records of all personnel and volunteer time worked during the incident response and recovery.

DRAFT

EMERGENCY PROCLAMATIONS

LOCAL EMERGENCY

At the Contra Costa County Operational Area a Local Emergency may be proclaimed by the Administrator of Emergency Services (the County Administrator) or designee in accordance with the ordinance adopted by the Contra Costa County Board of Supervisors (BOS). The Board of Supervisors must ratify a Local Emergency proclaimed by the County Administrator within seven (7) days. The governing body must review the need to continue the proclamation at least every thirty (30) days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant. Proclamations are normally made when there is an actual incident or threat of disaster or extreme peril to the safety of persons and property within Contra Costa County, caused by natural or human-made situations.

Incorporated cities/towns within the Operational Area may declare a local emergency as provided under their municipal code. The city/town shall advise the Contra Costa Sheriff's Office of Emergency Services of the declaration. The proclamation of a Local Emergency provides the governing body with the legal authority to:

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

LOCAL HEALTH EMERGENCY

In situations involving hazardous and or medical waste release that is an immediate threat to the public health, or whenever there is an imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent, Health Officers may declare a "local health emergency." The Health Officer cannot declare a local emergency under the Emergency Services Act unless expressly granted that authority by the local governing body. Few California counties have granted such short term authority to its Health Officer. Any formal declaration of local health emergency issued by a Health Officer must be ratified by



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the local governing body within a very limited number of days to remain active.

The declaration of a local health emergency authorizes other political subdivisions and state agencies to provide mutual aid. It also provide immunity to physicians, hospitals, nurses, and other specified persons providing medical care at the express or implied request of the Health Officer.

STATE OF EMERGENCY

The Governor may proclaim a State of Emergency when:

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

Whenever the Governor proclaims a State of Emergency:

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

STATE OF WAR EMERGENCY

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

CONTINUITY OF GOVERNMENT

PURPOSE

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

In the aftermath of a major disaster, law and order must be preserved and essential government services must be maintained. Civil government accomplishes this best. To this end, it is particularly essential that local units of government continue to function.

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

RESPONSIBILITIES

Government at all levels is responsible for providing continuous, effective leadership and authority under all aspects of emergency services operations (preparedness, response, recovery, and mitigation). Under California's concept of mutual aid, local officials remain in control of their jurisdiction's emergency operations while others may provide additional resources upon request. A key aspect of this control is the ability to communicate official requests, situation reports, and emergency information throughout any disaster.

PRESERVATION OF LOCAL GOVERNMENT

Article 15 of the California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code) provides the authority, as well as the procedures to be employed, to ensure continued functioning of political subdivisions within the State of California. Article 15 provides for the succession of officers who head departments responsible for maintaining law and order, or in furnishing public services relating to health and safety.

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

LINES OF SUCCESSION FOR OFFICIALS CHARGED WITH DISCHARGING EMERGENCY RESPONSIBILITIES

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

Government Code Section 8638 of the Emergency Services Act authorizes governing bodies to designate and appoint three standby officers for each member of the governing body. To maintain timely lines of succession County Ordinance Section 42-4.010 requires the Board of Supervisors review the status of all

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standby officers during the second regular meeting in March (but is typically done early in January during the annual Board reorganization). Vacancies are to be filled according to County Ordinance Section 42-4.006. Notification of any successor changes shall be made through the established chain of command.

Article 15, Section 8637 of the Emergency Services Act authorizes political subdivisions to provide for the succession of officers (department heads) having duties related to law and order and/or health and safety. (See Lines of Succession list for County departments at the end of this section.)

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

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

Below is the line of succession for several county services and departments:

SERVICE / DEPARTMENT	TITLE / POSITION
County Administrator	<ol style="list-style-type: none"> 1. Chief Assistant County Administrator 2. Assistant County Administrator 3. Senior Deputy County Administrator
County Sheriff / Coroner	<ol style="list-style-type: none"> 1. Undersheriff 2. Field Operations Commander 3. Support Services Commander
County Fire Protection District	<ol style="list-style-type: none"> 1. Deputy Fire Chief 2. Assistant Fire Chief 3. Senior On Duty Battalion Chief
County Counsel	<ol style="list-style-type: none"> 1. Assistant County Counsel 2. Assistant County Counsel 3. Deputy County Counsel - Supervising
Board of Education Superintendent	<ol style="list-style-type: none"> 1. Assistant Superintendent 2. Administration Director 3. Special Education Director
Public Works	<ol style="list-style-type: none"> 1. Deputy Public Works Director 2. Deputy Public Works Director 3. Deputy Public Works Director
District Attorney	<ol style="list-style-type: none"> 1. Assistant District Attorney 2. Chief Deputy District Attorney 3. Deputy District Attorney II

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County Recorder	<ol style="list-style-type: none"> 1. Assistant County Recorder 2. Administrative Assistant Senior 3. Administrative Assistant II
County Health Officer	<ol style="list-style-type: none"> 1. Public Health Director 2. Emergency Medical Services Director 3. Senior Medical Director
Director of Employment and Human Services	<ol style="list-style-type: none"> 1. Director of Administrative Services 2. Director of Child and Family Services 3. Director of Aging and Adult Services
Chief Probation Officer	<ol style="list-style-type: none"> 1. Chief Deputy Probation Officer 2. Chief Deputy Probation Officer 3. Chief Deputy Probation Officer

PRESERVATION OF VITAL RECORDS AND STATISTICS

In Contra Costa County the County Recorder is responsible for the preservation of vital statistics.

Vital statistics are defined as those records that are essential to:

- Protect and preserve the rights and interests of individuals, governments, corporations and other entities. Examples include vital statistics, land and tax records, license registers, and articles of incorporation
- Conduct emergency response and recovery operations. Records of this type include utility system maps, locations of emergency supplies and equipment, emergency operations plans and procedures, personnel rosters, etc.
- Re-establish normal governmental functions and protect the rights and interests of government: constitutions and charters, statutes and ordinances, court records, official proceedings and financial records

Contra Costa County's vital records are routinely stored in the County Recorder's Office, located at 555 Escobar, Martinez. Electronic and computerized data is backed up nightly to an off-site vendor that specializes in data protection and recovery. Microfilmed records and other backup data are stored in a off-site vault with a vendor that specializes in information protection and recovery.

Contra Costa's birth and death records are managed and maintained by the Vital Registration Department in Public Health. This information is coordinated with the Coroner's Office.

Each department within the county will identify, maintain and protect its own vital records. Protection includes but is not limited to archival preservation, offsite storage, and maintaining redundant backup copies.

PART TWO: THREAT SUMMARY AND ASSESSMENTS

GENERAL

Although the Contra Costa County Operational Area Emergency Operations Plan is an all-hazards plan, this section consists of a series of threat summaries based on the results of the Contra Costa County Operational Area's hazard analysis and Local Hazard Mitigation Plan. The County of Contra Costa has the potential for experiencing a variety of natural and human caused disasters. This section provides a brief description of these most probable threats, but does not contain all the technical data.

It is important to note that a disaster could include more than one incident. For instance, a major earthquake could cause major structure loss, inundation by a sympathetic dam collapse, flooding from a tidal surge, extensive hazardous material releases from refineries and ruptured underground pipelines. In general, those agencies assigned roles under this plan should be prepared for the worst and expect minimal help from outside the Operational Area.

Also threatening are human caused disasters such as acts of terrorism. Many of the hazards could be a deliberate act which would increase the danger due to the targeted nature of the incident. For example, a hazardous materials release would be much more dangerous if it were timed to coincide with commuter periods or were located in an especially sensitive area.

LOCATION, MAJOR JURISDICTIONS, AND POPULATION

The Contra Costa Operational Area is dominated by the Diablo mountain range and the Delta which create a rugged landscape with 740 square miles of land and 82 square miles of water. The West, Central, and East sections of the county each provide uniquely different challenges based on the variety of topography, transportation infrastructure, industry, and population density. The Contra Costa Operational Area is located in the California Emergency Management Agency Coastal Administrative Region, and the California Emergency Management Agency Mutual Aid Region 2.

Contra Costa County has a population of approximately 1,100,000 in nineteen incorporated cities and towns and the county's unincorporated area. Most of the population is located in the urban corridors located along Highways 80, 4, 680, and 24.

Contra Costa County is surrounded by water on three sides, the San Francisco Bay to the west, the Sacramento River to the north and the San Joaquin River to the east. It is adjacent to Alameda County on the south.

Contra Costa County is connected to its surrounding neighbors mostly by bridges. The Richmond/San Rafael Bridge is to the west; the Carquinez (Zappa) Bridge to the north, the Benicia/Martinez Bridge to the north; the Antioch (Senator John A. Nejedly) Bridge to the north; and the Middle River Bridge to the east.

One of the major challenges the county faces during any emergency is the possibility of being isolated from the surrounding communities. This isolation affects critical employees that live out of the county

TRANSPORTATION AND INFRASTRUCTURE

Transportation - The primary travel corridor is U.S. Highway 680 (running north and south) along which 50 percent of the population lives. This is the main economic and transportation corridor for the County and the East Bay, as well as a primary route through Northern California. The main east/west travel route is Highway 4 serving the central and eastern bedroom communities of the County. Highway 80 along the west coast of the County provides commute and truck access from the Bay Bridge to Highway 5 and the Sacramento area. Highway 24 provides access from the Bay Bridge to the Highway 680 corridor, but some trucking is restricted due to the Caldecott Tunnel. There are 112 miles of State Highway, 657 miles of county maintained road and 2,358 miles of city maintained road within the County. Other means of transportation include:

- Buchanan Field Airport located in Concord. This is a public airport owned and operated by the County and is open 24 hours a day, 7 days a week. Buchanan Field has 4 runways and services small planes, private jets, small commercial jets. The largest military transport capable of using Buchanan Field is a C-130 Hercules (under certain load restrictions).
- Byron Airfield located in Byron. This is a public airport owned and operated by the County and is open 10 hours a day, 7 days a week. Byron Airfield has 2 runways and services small planes and private jets.
- Tri-Delta Transit is a bus company serving the communities in the eastern section of the County.
- Central Contra Costa Transit Authority (CCCTA)/County Connection is a bus company serving the communities in the central section of the County.
- East Bay Para-Transit is a bus company serving persons with disabilities throughout the County.
- Alameda Contra Costa Transit (AC Transit) is a bus company serving the communities in the western section of the County.
- Western Contra Costa County Transit Authority (WestCAT) is a bus company serving the communities in the western section of the County.
- Union Pacific Railroad operates 3 rail lines out of Martinez.
- Burlington Northern and Santa Fe Railroad operates 2 rail lines out of Richmond, 1 rail line in Pittsburg, and 1 rail line Port Chicago (known as short lines).
- Amtrak maintains stations in Richmond, Martinez, and Antioch and utilizes Burlington Northern and Santa Fe tracks within the County.
- Bay Area Rapid Transit (BART) maintains stations in Concord, El Cerrito-Del Norte, El Cerrito-Plaza, Lafayette, North Concord, Orinda, Pittsburg, Pleasant Hill, Richmond and Walnut Creek.
- The Port of Richmond is located on the east shore of the San Francisco Bay, and is one of the major ports on the west coast.

POTENTIAL HAZARDS AND THREATS SUMMARY

Contra Costa County, with its variable topography and mix of urban, rural and open space is vulnerable to a wide variety of negative impacts from various hazards and threats. In recent years, it has experienced several events such as earthquakes, floods, hazardous materials spills and storms. There are 3 broad categories of threats identified in the County Local Hazard Mitigation Program (LHMP) and by the Federal Emergency Management Agency (FEMA). They include natural, technological, and human caused hazards. The most probable hazards In Contra Costa County are:

NATURAL	TECHNOLOGICAL	HUMAN CAUSED
<ul style="list-style-type: none"> ▪ Earthquake* ▪ Flood/Levee* ▪ Wildland Fire* ▪ Severe Weather* ▪ Tsunami ▪ Landslide/Mass Movements* ▪ Drought* ▪ Health Crisis 	<ul style="list-style-type: none"> ▪ Hazardous Materials Incident ▪ Transportation Accident (Train, Plane, Bus) ▪ Dam Failure* ▪ Utility Disruption ▪ Radiological Incident 	<ul style="list-style-type: none"> ▪ Terrorism ▪ Civil Disturbance ▪ National Security Emergency ▪ Food and Agricultural Incident

* These hazards are identified and addressed in the County 2010 Local Hazard Mitigation Plan (LHMP)

THREAT ASSESSMENT 1: EARTHQUAKE

GENERAL SITUATION

Varying in type and intensity, earthquakes are perhaps the least predictable of any of the potential hazards. They may cause no real damage or the area could be heavily impacted. Often, the main earthquake is followed by a series of aftershocks. Aftershocks can be larger than the original quake and pose a significant threat to those responding to the first incident.

Located within and next to Contra Costa County are several known active and potentially active earthquake faults, including the Hayward Fault.

- The Hayward Fault runs along the West end of the county impacting some of the densest and oldest residential housing in the County.
- The Rogers Creek Fault comes into the north-central area of the county and runs underneath Buchanan Airport.
- The Concord Green Valley Fault is in the east end of the county and impacts the second densest but newer residential area of the county.
- The Mt. Diablo Thrust Fault is on the south-west perimeter of Mt. Diablo.
- The Greenville Fault is on the east end of the County and runs under several levee protected islands.
- The Calaveras Fault runs through the south-central corridor of the county, which is highly populated and includes the Highway 680 corridor.

A major earthquake occurring in or near these areas could result in deaths, casualties, property and environmental damage, and disruption of normal government and community services and activities. The effects could be aggravated by collateral emergencies such as fires, flooding, hazardous material spills, utility disruptions, landslides, dam failures, and transportation emergencies. The location of the epicenter, as well as the time of day and season of the year, would significantly influence the number of casualties and the amount of damage.

Such an event would exceed the response capability of the OA's emergency management organization, requiring assistance from volunteer and private agencies, the California Emergency Management Agency and the federal government. Response efforts will be significantly hampered by the loss of communications and transportation systems.

A major effort will be needed to remove debris and clear roadways, demolish unsafe structures, assist in reestablishing public services and utilities and provide continuing care and temporary housing for affected residents.

The economic impact of a major earthquake may also be significant. Employment may decline, businesses may suffer or even fail, tourism will drop, and a corresponding reduction in tax revenues will strain the

basic financial systems in local communities. Additionally, costs for basic services and supplies can be expected to increase along with additional infrastructure maintenance, replacement, or repair expenses. Effects can last for months and years unless addressed quickly and aggressively.

SPECIFIC SITUATION

Freeways and Major Highways

Freeways and critical highways pass through key parts of the OA - for some, there are no alternate routes. Should overpasses or bridges collapse or become unsafe, or roads close due to landslides, communities could be isolated for days. The opening of crossings and traffic control will be a major factor for emergency services personnel.

Railroads

Many railroad bridges are susceptible to seismic damage because of age, design and construction. Large lengths of line are vulnerable to landslide.

Dam, Flood Control Channels, and Levees

Based upon current design, construction practices and ongoing programs of review and modification, catastrophic dam failure is considered unlikely, but still possible. Strong shaking could cause some dams to overflow and cause localized flooding. Agricultural dams are at risk for failure due to liquefaction - especially after large rainfall. Many flood control channels are expected to suffer minor damage. Levees are at risk for failure due to liquefaction and extensive subsidence.

Hazardous Sites

Underground fuel pipelines, chemical storage tanks, and manufacturing locations may be damaged or destroyed and the resulting leaks may constitute a considerable threat to individual areas. Additionally, the area is crossed with many high voltage lines which supply power to the majority of the area. Should they fall, roadways will be blocked and the potential for fire and shock hazards will be significant until Pacific Gas and Electric can shut them off.

Restricted Access

In addition to caring for their own residents, the county and cities/towns may also have to support seasonal visitors in the area at the time of the event or evacuees from other Bay Area jurisdictions. Local agencies may have to restrict access and dedicate large numbers of resources to traffic management and transportation. Such populations may place excessive demands upon any established mass care facilities or shelters.

DAMAGE TO VITAL PUBLIC SERVICES, SYSTEMS AND FACILITIES

Medical Health

Approximately half of the beds in the county's medical facilities could be lost during a major earthquake due to the age and type of construction of some of the hospitals and rehabilitation centers in Contra Costa.

These hospitals will have services limited by damages, staff shortages, and lack of supplies. Local clinics, surgical facilities, and field treatment sites may be needed to handle the initial demand. Contra Costa County's Mass Casualty Incident (MCI) plan will be implemented but may be overwhelmed by the number of victims.

The most common small injuries will be glass cuts on hands and feet. The most common serious injuries will be crush trauma and burns. It may be necessary to transport many injured to out-of-county facilities.

Fire Operations

Although total collapse of fire stations is not expected, possible disruption of utilities, damaged doors and loss of power can create major problems. Numerous fires due to disruption of power and natural gas networks can be expected. Many connections to major water sources may be damaged and storage facilities would have to be relied upon. Water supplies could be inadequate or non-existent. Rescuers should expect loss of power and water, jammed doors, restricted mobility due to debris, possible loss of communications capability and delays in reaching maximum effectiveness due to personnel shortages.

Communications

The use of telephones will be limited. Traditional and cellular systems will be affected by infrastructure failure, overloads, and loss of electrical power. Immediately following an incident, numerous failures will occur, compounded by system use overloads. 80% of the telephone system is likely to be disabled for the first 24 hours.

Radio systems are expected to operate at 40% effectiveness the first 12 hours following an earthquake, increase to 50% for the second 12 hours, then decline to approximately 40% within 36 hours. A major issue will be batteries for portable radios.

Equipment reliant on microwave will experience loss of power. Damage to antennas and loss of alignment will reduce the equipment effectiveness to 30% or less.

Electrical Power

Extra-high-voltage transmission equipment is generally the most susceptible component of the electrical system. Transmission lines are especially vulnerable in Contra Costa County due to the rugged and remote terrain. Generating plants usually fare better but could also fail. Up to 60% of the system load may be interrupted immediately.

Repairs may require physically clearing roadways, bringing in special equipment, and safeguarding against aftershocks and other hazards. Close coordination is required with regional and local utility representatives. Power restoration may take days or even weeks.

Natural Gas

Damage to natural gas facilities serving Contra Costa County's communities will consist primarily of isolated breaks in major transmission lines. Breaks in mains and individual service connections within the

distribution system will be significant. Leaks pose a fire threat in these susceptible areas of intense ground shaking and/or poor ground near the shoreline. Breaks in the system will affect the most developed portions of the county and restoration could be significantly delayed.

Propane Gas

Many residents and businesses rely upon propane or bottled gas. Many of these tanks are not secured and will likely tip over or become disconnected. The leaking tanks will pose a fire/explosion hazard and many households will be without cooking and heating capabilities. Re-supply and repair of this service will be delayed until roads can be cleared and outside assistance is brought into the area by the vendors. Priority for repair and re-supply will be given to critical facilities such as medical sites, shelters, and emergency generators at remote radio repeater sites.

Water

Primary water sources may be incapacitated due to damage to the chlorine treatment stations and/or the pipelines that distribute potable water. There are a number of small water districts which may be susceptible to total destruction. In the most affected areas, sheer forces could render about one third of wells inoperable by cutting the shafts.

Priority for water distribution will go to fire suppression, life support, medical facilities, decontamination, and shelter operations. This may result in significant rationing. The use of surface-laid pipes and water tanker trucks to maintain a minimal supply to some areas will be almost certainly required.

Sanitation Systems

These systems will be generally affected in the same manner and degree as potable water. However, there is limited storage capacity in the wastewater plants. This could result in releases of minimally treated or even untreated sewage. Damaged or un-powered pumping stations and sewer line breaks may result in small spills of untreated sewage. Household sewer connections may break and plug.

THREAT ASSESSMENT 2: FLOOD

GENERAL SITUATION

Floods are generally classed as either slow-rise or flash floods. Slow-rise floods may be preceded by a warning time measured in hours or days. Evacuation and sandbagging for a slow-rise flood may lessen flood-related damage. Conversely, flash floods are the most difficult to prepare for, due to the extremely short warning time, if any is given at all. Flash flood warnings usually require immediate evacuation within minutes. Flooding can be caused by extreme rain, water channels overflowing their banks, and levee or dam failure.

The National Weather Service issues flash flood watches and warnings. A flash flood “Watch” is issued when flash flooding is possible within the designated watch area - all persons should be alert. A flash flood “Warning” is issued when a flash flood has been reported or is imminent - all persons should take necessary precautions. Local warnings may also issued by the Contra Costa County Flood Control and Water Conservation District, levee reclamation district, or a dam operation agency.

No area is immune to flash floods. In small streams, especially near the headwaters of river basins, water levels may rise quickly in heavy rainstorms, and flash floods can begin before the rain stops falling. There is little time between the detection of flood conditions and the arrival of the flood crest. Swift action is essential to protect life and property.

All low lying areas, both coastal and inland, are subject to flood conditions. Urban development in flood plain areas are often subject to seasonal inundation. The flood plain is a natural extension of any waterway, although infrequently used. Storm water runoff, when exceeding the capabilities of the physical channel characteristics of a stream, results in the natural flooding of a localized area, inundating vehicles and causing considerable damage to residential and industrial properties located near stream and drainage channels.

Once flooding begins, personnel will be needed to assist in rescuing persons trapped by flood water, securing utilities, evacuating residents, moving equipment, cordoning off flooded areas and controlling traffic. These actions may overtax local agencies, and additional personnel and resources may be required.

THREAT ASSESSMENT 3: WILDLAND FIRE

GENERAL SITUATION

Wildland fire hazards exist in varying degrees over approximately 85% of Contra Costa County. The fire season generally lasts from five to six months. The wildland fire hazard is caused by a combination of factors including rugged terrain, highly flammable vegetation and forest, long summers, and human activity.

There are several areas in the county which contain heavy fuel loads. Many homes have been built on steep slopes with vegetation in close proximity. These slopes are often steep, located in rugged terrain and have very few access routes. The onset of Sudden Oak Death has significantly increased the number of dead or weakened trees in most areas.

In several areas, an “Urban Interface” fire hazard is created as older neighborhoods directly border wild lands, parks, or forests. These areas often have mature vegetation and large tree canopies which could cause the fire to spread quickly. Some of these areas have limited access via road and this can cause difficulty in performing timely evacuations while trying to get emergency responders on scene.

THREAT ASSESSMENT 4: SEVERE WEATHER

GENERAL SITUATION

Severe weather usually occurs with short notice and broad estimates of impact and areas affected. Severe weather can include situations such as extreme heat or cold, extreme rainfall or wind events, as well as specific incidents like tornadoes, lightening strikes, and hail or snow.

DRAFT

THREAT ASSESSMENT 5: TSUNAMI

GENERAL SITUATION

A tsunami is a sea wave created by a submarine earthquake or landslide. As the tsunami enters the shallow water of coastlines in its path, the velocity of its wave diminishes and wave height dramatically increases. It is in these shallow waters that tsunamis become a threat to life and property. Tsunami waves may crush buildings, move boats and vehicles, uproot trees, and disrupt vital services and infrastructure.

Evacuation

It is essential to evacuate persons in low-lying coastal areas and around the rims of bays and harbors, for these areas consistently sustain the greatest damage by tsunamis. For the County, the impact to populated areas is minimal even for the largest probable event.

Tsunami Warning System

The National Oceanic and Atmospheric Administration (NOAA) maintains the international Tsunami Warning System. The occurrence of a major earthquake anywhere in the Pacific Ocean area brings an immediate response from the system.

THREAT ASSESSMENT 6: SLOPE FAILURE (LANDSLIDE)

GENERAL SITUATION

Slope failures include all movements of soil, rock or debris as a result of falling, sliding or flowing. Slope failures are categorized according to the types of motion and material involved. They can be directly caused by earthquakes or be completely independent of them.

Falls describe the sudden movement of material from vertical or near-vertical slopes, and are generally labeled by the type or material displaced (e.g., soil fall, rock fall).

Slides refer to movements in which the material moves more or less as a unit along recognizable shear surfaces. If the shear surface is concave, the slide movement will be rotational, and is denoted by the term “slump”. If the shear surface is flat, the term “slide” is used alone.

Flows describe the movement of material in which small-scale movements, rather than massive sliding, is the dominant mechanism of transport. Flows are described by the type of material involved and the rate at which it moves (e.g., debris flow, mudflow).

Slope failures can occur due to both natural and human factors. Natural factors include the cohesive strength and characteristics of the affected minerals, the orientation of joints and planes of weakness between slide material and bedrock, the steepness of slopes, seismic activity, the degree of saturation of ground materials (highly affected by rainfall), and the density of vegetation. Human factors include the creation of excessively steep and overloaded slopes, the removal of natural vegetation, and the addition of water to the soil by watering lawns and septic system drain fields, and onsite creations of ponds for storm runoff.

Slope failures will usually be associated with earthquakes or heavy rainfall. There are many identified sites within the county. Many threaten key highways. Some jurisdictions may be directly affected or simply isolated. Landslides will normally be associated with some other incident such as winter storm or earthquake.

Slope failures and debris flowing can damage or destroy buildings, block roads, sever utilities, disrupt water supplies, and injure or kill people. Damage control and emergency response operations may be seriously hampered by road closures and loss of communications. Evacuation of dangerous areas may become necessary. Extensive efforts may be needed to rescue trapped people, recover bodies, remove debris, and restore utilities and services.

THREAT ASSESSMENT 7: DROUGHT

GENERAL SITUATION

Drought is an extended period of time, measured in years, when a region notes a deficiency in its water supply or consistently receives below average precipitation. There are five categories of drought - abnormally dry, moderate, severe, extreme, and exceptional. California has experienced severe droughts eight times since 1912.

The drought of 1976-1977 was the worst in the states recent history due to the driest (1977) and fourth driest (1976) years on record. Statewide, California's average rainfall is 200,000,000 acre feet. In 1977, precipitation totaled only 90,000,000 acre feet, or 45% of average. This drought left California with dangerously low reservoir and ground water levels. 47 of the state's 58 counties declared emergencies and economic losses totaled \$2.4 billion.

Drought produces a variety of impacts that span many sectors of the economy and reach well beyond the area experiencing physical drought. Impacts are commonly referred to as direct or indirect. Reduced crop, rangeland, and forest productivity; increased fire hazard; reduced water levels,; increased livestock and wildlife mortality; and rationing are a few examples of direct impacts. These problems can, in turn, produce others. For example, a reduction in crop, rangeland, and forest productivity may result In reduced income for farmers and agribusiness, increased prices for food and lumber, unemployment, reduced tax revenues, increased crime, foreclosures on bank loans to farmers and businesses, and migration.

THREAT ASSESSMENT 8: MEDICAL HEALTH CRISIS

GENERAL SITUATION

The medical health system in Contra Costa County is comprised of public health, environmental health, mental health, emergency medical services, hazardous materials programs, and all hospitals and health centers. There are several primary threats to the medical health system. These include a serious communicable disease outbreak, a human caused bioterrorism event, and health consequences resulting from a catastrophic incident such as an earthquake or industrial accident.

A serious communicable disease outbreak caused by naturally occurring biological agents could pose a major threat to Contra Costa County residents and visitors. Bacteria and viruses continue to evolve and new disease causing organisms may emerge from which there may be little or no immunity and protection.

A human caused bio-terrorism event would significantly threaten the health and well being of county residents and apply stress to the county health service delivery systems.

The health consequences of a catastrophic incident would likely overwhelm the health service delivery systems due to infrastructure damage, personnel shortages, and the number of injured seeking care.

THREAT ASSESSMENT 9: HAZARDOUS MATERIALS INCIDENT

GENERAL SITUATION

A hazardous material is any material that, because of its quantity, concentration, or physical or chemical characteristics poses a significant present or potential hazard to human health and safety or to the environment if released into the workplace or environment. "Hazardous Materials" include, but are not limited to, hazardous substances, hazardous waste, and any material which a handler or the administering agency has a reasonable basis for believing that it would be injurious to the health and safety of persons or harmful to the environment if released into the workplace or environment.

Accidental releases of hazardous materials from facilities, vehicles, or pipelines pose a significant threat to the community when they occur in highly populated areas or along transportation routes (highways and railways). Fixed facilities such as manufacturing and light industrial facilities may have accidental releases of hazardous materials; however, regulatory oversight such as the California Accidental Release Prevention Program can help to limit the occurrence.

Hazardous material releases may require residents to shelter-in-place or evacuate. Notification of a hazmat incident requiring residents to protect themselves is typically accomplished through the Community Warning System (CWS). The CWS has the ability to activate sirens, call residents, place notifications on radio and television media, activate weather radio and marine radio alerts, and notify cell phones (if voluntarily subscribed). If residents were exposed to a hazardous material during a hazardous material incident, the County may initiate the county's Mass Casualty Incident (MCI) plan.

THREAT ASSESSMENT 10: TRANSPORTATION ACCIDENTS

A major incident involving an airplane, truck, or train could result in numerous casualties and could significantly impact Contra Costa County's transportation systems. The ability of emergency response teams to respond and transport victims to hospitals will be affected by the time of day and traffic congestion.

A major incident on any of the primary routes will produce road closures of at least four or more hours. Extensive search and rescue operations may be required to assist trapped and injured persons. Emergency medical care and temporary shelter would be required for injured or displaced persons. Identification, movement and temporary storage of any significant number of dead will be difficult. Families may be separated, particularly if the incident should occur during working hours. In some instances, the loss of communications and disruption of other essential services may hamper emergency operations.

Under certain circumstances, government effort will be required to remove debris and clear roadways, demolish unsafe structures, and assist in re-establishing public services. It may be necessary to provide continuing care and welfare for the affected population.

Each of these hazards could produce several secondary threats, such as a hazardous materials incident, fire, severe damage to nearby buildings or vehicles, loss of life in either adjacent buildings or vehicles and pedestrians.

Major accidents could involve an airplane crash, trucking incident or a train crash. The following assessments provide additional details unique to each type of incident:

AIRPLANE CRASH

General Situation

Often the impact of a disabled aircraft as it strikes the ground creates the potential for multiple explosions, resulting in an intense fire. Wherever the crash occurs, the resulting explosion and fires have the potential to cause injuries, fatalities and the destruction of property. The time of day when the crash occurs may have a profound effect on the number of dead and injured. As well, an airplane crash produces profound mental health issues for survivors, surrounding residents, and emergency responders.

Specific Situation

Contra Costa County has no commercial service airports with regularly scheduled air carrier passenger service. The Contra Costa County Airport at Buchanan Field is a Regional General Aviation airport which is home to several charter companies. The Byron Airport is located in the agricultural area of the County and is smaller than Buchanan. The county lies along the West Coast air corridor and traffic patterns for Bay Area and Sacramento airports traverse the area. Many smaller private aircraft often fly in and out of Contra Costa County.

The crash of a small (light) aircraft would result in obvious issues if the incident took place near heavily-populated areas. In remote areas, the rugged terrain could make access and communications difficult.

A far more significant event would be the crash of an airliner. A large area could be affected with falling parts, burning fuel and destroyed buildings. Many state and federal agencies would respond to the scene in a very short period and media attention would be intense.

TRUCKING INCIDENT

General Situation

A major truck incident that occurs in a heavily-populated industrial area or residential area can result in considerable loss of life and property. Potential hazards could be overturned tank trailers, direct impact either into a residence or industrial building, or cutting into the normal flow of traffic.

Specific Situation

The main transportation arteries through Contra Costa County are Interstate 680, State Route 24, and State Route 4. These routes are heavily used most hours of the day and the control of vehicular traffic in and around the affected area of a multi-casualty or hazardous materials incident will be the primary problem at any time.

In many areas there are few, if any, good alternate routes. During commute hours, the problem will be severely compounded. It will be essential to expedite the flow of essential emergency response vehicles through the area and divert nonessential traffic. In a major accident, it is not uncommon for these roads to close for most of a day to support rescue, recovery and accident investigation activities.

In a major disaster, increased reliance on goods and equipment being trucked into the county combined with restricted or damaged roads could result in a greater chance for a major accident.

TRAIN CRASH

General Situation

A major train derailment that occurs in a heavily populated industrial area can result in considerable loss of life and property. As a train leaves its track, there is no longer any control as to the direction it will travel. Potential hazards could include overturned rail cars, hazardous materials incidents, and impact to commercial or industrial buildings or by entering into normal street traffic.

Train accidents could be caused by derailment as well as an accident with a vehicle at a crossing, an accident with a pedestrian at a crossing, a collision with another train, or an explosion or fire in or near the train. Any hazardous materials carried as freight or in another impacted vehicle could substantially complicate response actions and require that the situation be monitored until all debris is removed.

There would be a great number of agencies responding to the scene. Traffic control and resource management will be difficult but essential to maintain. Schools near the site may be isolated or called upon to evacuate immediately. Media attention can be expected to be significant.

THREAT ASSESSMENT 11: DAM FAILURE

General Situation

Dam failure is the collapse or failure of an impoundment that causes significant downstream flooding. The most common cause of dam failure is overtopping where the water behind the dam flows over the face of the dam and erodes the structure. This is most common during heavy rainstorms.

The collapse and structural failure of a dam may be caused by a severe storm, earthquakes, internal erosion of piping and foundation leakage. Seismic activity may also cause inundation by the action of a seismically-induced wave that overtops the dam without causing failure of the dam, but still floods downstream. Landslides flowing into a lake may also cause a dam to fail or overflow.

The principle consequences of dam failure are injury, loss of life, and significant downstream property damage.

Dams in Contra Costa County include:

Antioch Dam
Argyle #2 Reservoir
Briones Dam
Lake Anza Dam
Clifton Court Forebay
Danville Reservoir
Deer Creek Dam
Lafayette Dam
Lake Orinda Dam
Leland Reservoir
Los Vaqueros Reservoir
Maloney Reservoir
Marsh Creek Dam
Moraga Reservoir
North Reservoir
Pine Creek Dam
San Pablo Dam
San Pablo Clearwell
Schapiro Reservoir
Contra Loma Dam
Martinez Dam
Summit Reservoir
Fay Hill Reservoir
Bethany Dams
Port Costa Reservoir

THREAT ASSESSMENT 12: ENERGY DISRUPTION

General Situation

Modern society has increasingly grown dependent on technologies which use various sources of energy. Events in the last 30 years have underscored the major impacts that a disruption in the energy supply can have:

- The major Arab Oil Embargo in 1973 led to significant economic and political changes including increased domestic oil production, additional investment in alternative energy sources, inflation, and a marked reduction in the Gross National Product.
- The California electrical shortages of 2001 resulted in the use of rotating electrical outages, also known as rolling blackouts. This crisis created a great deal of confusion, loss of power, increased utility rates, and negatively impacted the state budget.

Fossil Fuels

This includes natural gas, oil, and gasoline. Disruptions in the supply of these resources would immediately cause serious problems in transportation, electrical generation, business, communications, and would cause prices for most goods and services to rise dramatically.

Electrical Power

A power failure is any interruption or loss of electrical service due to disruption of power generation or transmission caused by an accident, sabotage, natural hazard, equipment failure, or fuel shortage. These interruptions can last anywhere from a few seconds to several days. Power failures are considered significant problems only if the local emergency management organization is required to coordinate the provision of food, water, heating, etc. as a result. Power failures are common when severe weather and winter storm activity occur. Critical systems including telecommunications will fail unless provided with alternate or redundant power sources.

THREAT ASSESSMENT 13: RADIOLOGICAL INCIDENT

General Situation

Depending upon the type, location, and quantity released, nuclear (radiological) materials can damage human health, the environment, and property. Such an accidental release is extremely rare. Commercial nuclear plants began generating power in 1957. The United States has had only one major incident that occurred at the Three Mile Island facility near Harrisburg, Pennsylvania in 1979. Other minor incidents have occurred, but these have been infrequent and have caused few off-site consequences.

Common sources of radiological materials include those used in medical procedures, research, industrial production, and construction.

It is important to note that a radiological incident differs from a regular Hazardous Materials spill in that the affected area could be large; radioactivity is difficult to detect; specialized equipment is required to pinpoint sources; and clean up may require tremendous resources. Long-term effects may be difficult to determine. Public perception will play a critical role in the incident. Media coverage of such an incident will be massive. Federal agencies will play a key role in managing response and recovery efforts.

Generally, shielding, limited exposure time, and increased distance from the source are the keys to effective mitigation and response.

THREAT ASSESSMENT 14: TERRORISM

General Situation

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

Since the events of September 11, 2001, a significant increase in the assessment and preparation for terrorism has been a national priority.

Terrorism can be state-sponsored or the outgrowth of a frustrated, extremist fringe of polarized and/or minority groups of people and or individuals

Events could typically be expected in urban areas near public gatherings, government facilities, or highly visible areas, but no one area is less likely to be a target than any other. Communities are vulnerable to terrorist incidents and most have high visibility and vulnerable targets. These facilities, sites, systems, and special events in the community are usually located near routes with high transportation access. Examples include:

- Government office buildings, courthouses, schools, hospitals, and shopping centers
- Dams, water supplies, power distribution systems
- Military installations
- Railheads, interstate highways, tunnels, airports, ferries, bridges, seaports, pipelines
- Recreational facilities such as stadiums, theaters, parks, casinos, concert halls
- Financial institutions and banks
- Sites of historical and symbolic significance
- Scientific research facilities, academic institutions, museums
- Telecommunications, newspapers, radio and television stations
- Chemical, industrial, and petroleum plants, business offices, and convention centers
- Law, fire, emergency medical services facilities, and operations centers
- Special events, parades, religious services, festivals, celebrations
- Family planning facilities

Weapons of Mass Destruction

Experts generally agree that there are five categories of Weapons of Mass Destruction (WMD) which terrorists could use: Chemical, Biological, Radiological, Nuclear, and Explosive (CBRNE). It is important to note that developing and properly employing such weapons is very difficult - but not impossible. Each category of weapon is discussed below:

- Chemical agents are compounds with unique chemical properties that can produce lethal or damaging effects in humans, animals, and plants. Chemical agents can exist as solids, liquids, or gases depending on temperature and pressure. Most chemical agents are liquid and can be introduced into the unprotected population relatively easily using aerosol generators, explosive devices, breaking containers, or other forms of covert dissemination. Dispersed as an aerosol, chemical agents have their greatest potential for inflicting mass casualties.
- Biological agents pose a serious threat because of their accessible nature and the rapid manner in which they spread. These agents are disseminated by the use of aerosols, contaminated food or water supplies, direct skin contact, or injection. Several biological agents that could be adapted for use by terrorists include anthrax, tularemia (rabbit fever), cholera, the plague, botulism, and pandemic flu. A biological incident will most likely be first recognized in the hospital emergency room, medical examiner's office, or within the public health community long after the terrorist attack. The consequences of such an attack will present communities with an unprecedented requirement to provide mass protective treatment to exposed populations, mass patient care, mass fatality management, and environmental health clean-up procedures and plans.
- A radiological weapon involves the detonation of a large conventional explosive that incorporates nuclear material or detonation of an explosive in close proximity to nuclear materials in use, storage, or transit.
- A nuclear threat is the use or threatened detonation of a nuclear bomb or device. At present, there is no known instance in which any non-governmental entity has been able to obtain or produce a nuclear weapon.
- Explosive incidents account for 70 percent of all terrorist attacks worldwide. Bombs are the terrorist's weapon of choice. The Internet and local libraries provide ample information on the design and construction of explosive devices. The FBI reported that 3,163 bombing incidents occurred in the United States in 1994, 77 percent were due to explosives. The remaining 23 percent were due to incendiary devices. Residential properties are the bombers' most common targets.

Cyber terrorism

In addition to WMD attacks, cyber terrorism is a relatively new phenomenon used to potentially disrupt our society and exploit our increasing reliance on computers and telecommunication networks. Cyber terrorism threatens the electronic infrastructure supporting the social, health, and economic well being of our communities. Interlinked computer networks regulate the flow of power, water, financial services, medical care, telecommunication networks, and transportation systems.

THREAT ASSESSMENT 15: CIVIL DISTURBANCE

Civil disturbance are incidents that disrupt a community to the degree that law enforcement intervention is required to maintain public safety. Civil disturbance incidents are generally associated with political and social activism, and surround issues that are controversial including political, judicial, economic, environmental, and regulatory topics. The effects from civil disturbance could include denial of public services, disruption of traffic right of ways, illegal assemblies, damage to public and private infrastructure, and denial of public rights.

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THREAT ASSESSMENT 16: NATIONAL SECURITY EMERGENCY

A national security emergency is the threat to maintain the survival of the nation-state through the use of economic, military and political power and the exercise of diplomacy. The concept of national security became an official guiding principal of foreign policy in the US when the National Security Act of 1947 was signed. Tension exists between the preservation of the state (by maintaining self-determination and sovereignty) and the rights and freedoms of individuals. Although national security measures are imposed to protect society as a whole, many such measures will restrict the rights and freedoms of all the individuals in society. Because of the highly competitive nature of nation states, national security for countries with significant resources and value is based largely on technical measures and operational processes. This ranges from information protection related to state secrets to weaponry for militaries to negotiation strategies with other nation states.

Potential impacts of a national security emergency include:

MILITARY CALL-UP AND ACTIVITY

A major national defense emergency would require the activation of the Military Reserve Forces and the National Guard. Members of those organizations would be called to duty. Their service in the federal government takes precedence over local authority. There would be no trained replacement personnel immediately available. National Guard call-up members come from local businesses and public safety resources which would deplete local personnel and impact the ability to provide goods and services in Contra Costa County.

CIVILIAN DISOBEDIENCE

Civilian disobedience is the active refusal to obey certain laws, demands and commands of a government, or of an occupying international power which places the public and employee safety at risk.

WAR OR ATTACK

War is a behavior pattern exhibited by humans with a certain state of organized conflict that is engaged between two or more separate social entities. In the event of a war, resources could be rapidly exhausted and the government would lose the capability to assist with normal living standards and basic services (e.g. roads, utilities, public safety response).

THREAT ASSESSMENT 17: AGRICULTURE AND NATURAL RESOURCES

Prior to, during, or after an incident of local significance the department of Agricultural and Natural Resources will conduct food and nutrition service; control and eradication of an outbreak of a highly contagious or an economically devastating animal/zoonotic disease, highly exotic plant disease, or economically devastating plant pest infestation; assurance of food safety and food security and protection of natural, cultural and historic property resources.

The U.S. Department of Agriculture food and nutrition service includes determining nutrition assistance needs, obtaining appropriate food supplies, arranging for delivery the supplies, and authorizing disaster food stamps. Animal and plant disease and pest response includes implementing an integrated Federal, State, local and tribal response to an outbreak. In addition they ensure coordination with Medical/Health services that animal/veterinary/wildlife disaster issues are supported. Assurance of the safety and security of the commercial food supply includes the inspection and verification of food safety aspects of slaughter and processing plants, products in distribution of retail sites, and import facilities at ports of entry; laboratory analysis of food samples, control of products suspected to be adulterated; plant closures; foodborne disease surveillance and field investigations. Protection of national, cultural and historic resources includes, appropriate response actions to conserve, rehabilitate, recover, and restore national, cultural, and historic resources.

During a disaster Agricultural and Natural resources organizes and coordinates the capabilities and resources of the Federal Government to facilitate the delivery of services, technical assistance, expertise, and other support of the incidents of local significance.

PART THREE: APPENDICES

APPENDIX A: EOP ANNEXES

The Contra Costa Operational Area Emergency Operations Plan (EOP) is enhanced with numerous threat specific and functional annexes. These documents provide information or additional detail for hazards or response functions that cannot be included in the EOP. Additional annexes are in the process of development. Annexes are not distributed with the Emergency Operations Plan due to their length, but are available through the Office of Emergency Services. Current plan annexes include:

- Contra Costa Operational Area Earthquake Concept of Operations Plan
- Contra Costa Operational Area Mass Fatality Plan
- Contra Costa Operational Area Mass Care and Shelter Plan
- Contra Costa Operational Area Debris Management Plan
- Contra Costa Operational Area Mass Evacuation and Transportation Plan
- Contra Costa Multi-Jurisdiction Multi-Hazard Local Hazard Mitigation Plan
- Contra Costa Operational Area Volunteer Management Plan
- Wild Land Fire Plan
- Excessive Heat Emergency Plan
- Bethel Island Evacuation Plan
- North Richmond Protective Action Plan (Draft)
- Oil Spill Annex (Area Contingency Plan)
- Transportation Emergency Service Function - (ESF #1 Draft)
- Animal Services Pet Emergency Preparedness Plan
- San Francisco Bay Area Regional Emergency Coordination Plan (RECP)
- Pandemic Flu Plan
- Pandemic Flu Alternative Care Site Plan
- Hospital Surge Plan

APPENDIX B: AUTHORITIES AND REFERENCES

The California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code), hereafter referred to as, “The Act”, provides the basic authorities for conducting emergency operations following a proclamation of Local Emergency, State of Emergency or State of War Emergency by the Governor and/or appropriate local authorities, consistent with the provisions of the Act.

The Standardized Emergency Management System (SEMS) Regulations (Chapter 1, Division 2 of Title 19 of the California Code of Regulations), establishes SEMS to provide an effective response to multi-agency and multi-jurisdiction emergencies in California.

Homeland Security Presidential Directive (HSPD-5) gives the Secretary of Homeland Security the responsibility of developing and administering the National Incident Management System (NIMS).

The State of California Emergency Plan, which is promulgated by the Governor, is published in accordance with the Act and provides overall statewide authorities and responsibilities, and describes the functions and operations of government at all levels during extraordinary emergencies, including wartime. Section 8568 of the Act states, in part, that “the State Emergency Plan shall be in effect in each political subdivision of the state, and the governing body of each political subdivision shall take such action as may be necessary to carry out the provisions thereof”. Local emergency plans are, therefore, considered to be extensions of the California Emergency Plan.

The National Response Framework (NRF) establishes a single, comprehensive approach to domestic incident management to prevent, prepare for, respond to, and recover from terrorist attacks, major disasters, and other emergencies. The NRF is an all-hazards plan built on the template of the National Incident Management System (NIMS). The NRF can be partially or fully implemented in the context of a threat, anticipation of a significant event, or in response to an incident requiring a coordinated Federal response. The NRF applies to all incidents requiring a coordinated Federal response as part of an appropriate combination of Federal, State, local, tribal, private-sector, and nongovernmental entities. The NRF is always in effect; however, the implementation of NRF coordination mechanisms is flexible and scalable.

The California Civil and Government Codes contain several references to liability release (Good Samaritan Act) for those providing emergency services.

FEDERAL

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93 288, as amended)

Federal Civil Defense Act of 1950 (Public Law 920), as amended

National Response Framework (U.S. Department of Homeland Security)

Federal Departments and agencies HSPD-5 requirements for adoption of NIMS by State and local organizations



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NRT-1, Hazardous Materials Emergency Planning Guide and NRT-1A Plan Review Guide
(Environmental Protection Agency's National Response Team)

Army Corps of Engineers Flood Fighting (Public Law 84-99)

Homeland Security Presidential Directives 1 through 23

Disaster Mitigation Act of 2000

Section 4202 of the Oil Pollution Act of 1990 (OPA 90) amended subsection (j) of section 311 of the
Federal Water Pollution Control Act (FWPCA) (33 U.S.C. 1321 (j))

STATE

Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19
of the California Code of Regulations) and Government Code Section 8607(a).

California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).

'Good Samaritan' Liability

State of California Emergency Plan

California Natural Disaster Assistance Act (Chapter 7.5 of Division 1 of Title 2 of the Government Code)

Preservation of Local Government, Article 15 of the California Emergency Services Act (Chapter 7 of
Division 1 of Title 2 of the Government Code)

Temporary County Seats, Section 23600, Article 1 of Chapter 4 of Division 1 of Title 3 of the
Government Code

California Hazardous Materials Incident Contingency Plan

California Health and Safety Code, Division 20, Chapter 6.5, Sections 25115 and 25117, Chapter 6.95,
Sections 2550 et seq., Chapter 7, Sections 25600 through 25610, dealing with hazardous materials

Orders and Regulations which may be Selectively Promulgated by the Governor during a State of
Emergency

Orders and Regulations Promulgated by the Governor to Take Effect upon the Existence of a State of War
Emergency

California Disaster and Civil Defense Master Mutual Aid Agreement

California Law Enforcement Mutual Aid Plan (and SAR Annex)

California Coroner's Mutual Aid Plan



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California Fire and Rescue Service Emergency Mutual Aid Plan

Judicial System, Article VI, Section 1, 4, 5, and 10, of the Constitution of California

Local Government, Article XI, of the Constitution of California

Lempert-Keane-Seastrand Oil Spill Prevention and Response Act of 1990 (SB 2040)

AMERICANS WITH DISABILITIES ACT

All operations and facilities involved in the disaster response activities shall take special note of the Americans with Disabilities Act (ADA). Appropriate efforts shall be made to insure that necessary considerations are given to accommodate victims with disabilities. Public warning, emergency communications, transportation, and sheltering are some of the areas that require additional attention to ensure they adequately service residents with access and functional needs.

LOCAL

Local County ordinances include:

Article 42-2.2 General

Article 42-2.4 Policy Board/Operational Area Council

Article 42-2.6 County Administrator, Director and Staff

Article 42-2.8 County Administrator's Powers and Duties

Article 42-2.10 Emergency Organization and Plan

Article 42-2.12 Enforcement

Chapter 42-4 Official Successors

Local guidance also exists in the County General Plan, Section 10 Safety Element.

APPENDIX C: ACRONYMS

AAR	After Action Report
ACS	Auxiliary Communications Service
ADA	Americans with Disabilities Act
ARC	American Red Cross
BOS	Board of Supervisors
CAD	Computer Aided Dispatch
CalEMA	California Emergency Management Agency
CAL Fire	California Department of Forestry and Fire Protection (old CDF)
CalTrans	California Department of Transportation
CAO	Chief Administrative Officer
CAP	Corrective Action Plan
CBRNE	Chemical, Biological, Radiological, Nuclear and Explosive
CERT	Community Emergency Response Team
CHP	California Highway Patrol
CVNL	Center for Volunteer and Nonprofit Leadership
DPW	Department of Public Works
EAS	Emergency Alert System
EDIS	Emergency Digital Information System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operations Plan/Emergency Operating Procedures
EPA	Environmental Protection Agency
FBI	Federal Bureau of Investigation
FCC	Federal Communications Commission
FEMA	Federal Emergency Management Agency
HSPD-5	Homeland Security Presidential Directive -5
ICS	Incident Command System
JIC	Joint Information Center
MACC	Multi-Agency Coordination Center
MCI	Mass Casualty Incident
MHOAC	Medical Health Operational Area Coordinator
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
OA	Operational Area
OASIS	Operational Area Satellite Information System
PHO	Public Health Officer
PIO	Public Information Officer
RACES	Radio Amateur Civil Emergency Services
REOC	Regional Emergency Operations Center
RIMS	Response Information Management System



SEMS	Standardized Emergency Management System
SOC	State Operations Center
SOP	Standard Operating Procedures
TENS	Telephone Emergency Notification System
WMD	Weapons of Mass Destruction

APPENDIX D: GLOSSARY OF COMMON TERMS

Many terms used during emergencies are specific to emergency and disaster operations.

Activation: Initial activation of an EOC may be accomplished by a designated official of the emergency response agency that implements SEMS as appropriate to accomplish the agency's role in response to the emergency.

After-Action Report (AAR): A report that examines response actions, application of SEMS, modifications to plans and procedures, training needs and recovery activities. After action reports are required under SEMS after any emergency that requires a declaration of an emergency. Reports must be submitted within 90 days to Cal EMA.

Agency: A division of government with a specific function offering a particular kind of assistance. In the Incident Command system (ICS), agencies are defined either as jurisdictional (having statutory responsibility for incident management) or as assisting or cooperating (providing resources or other assistance). Governmental organizations are most often in charge of an incident, though in certain circumstances private sector organizations may be included. Additionally, Non-Governmental Organizations (NGOs) may be included to provide support.

All-Hazards: Any incident, natural or manmade, that warrants action to protect life, property, environment, public health or safety and minimize disruptions of government, social, or economic activities.

California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA): An agreement entered into by and between the State of California, its various departments and agencies and various political subdivisions, municipal corporations and public agencies of the State of California to assist each other by providing resources during an emergency. Mutual Aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other in response to any type of disaster or emergency.

California Emergency Services Act (ESA): An Act within the California Government Code to insure that preparations within the state will be adequate to deal with natural, manmade, or war-caused emergencies which result in conditions of disaster or in extreme peril to life, property and the natural resources of the state and generally to protect the health and safety and preserve the lives and property of the people of the state.

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

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



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

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

Common Terminology: Normally used words and phrases which avoids the use of different words/phrases for same concepts, consistency, to allow diverse incident management and support organizations to work together across a wide variety of incident management functions and hazard scenarios.

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

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

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

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

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

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



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

Cyber Threat: An act or threat that poses potentially devastating disruptions to critical infrastructure, including essential communications such as voice, email and Internet connectivity.

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

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

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

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

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

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

Emergency Management Assistance Compact (EMAC): A congressionally ratified organization that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently, resolving two key issues upfront: liability and reimbursement.

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



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

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

Finance/Administration Section: The section responsible for all administrative and financial considerations surrounding an incident or EOC activation.

Function: Function refers to the five major activities in ICS: Command, Operations, Planning, Logistics, and Finance/Administration. The same five functions are also found at all SEMS EOC Levels. At the EOC, the term Management replaces command. The term function is also used when describing the activity involved (e.g. the planning function). A sixth function Intelligence/Investigations, may be established, if required, to meet emergency management needs.

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

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

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

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

Incident Base: The location at which primary Logistics functions for an incident are coordinated and administered. There is only one base per incident. The Incident Command Post may be co-located with the Incident Base.

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



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

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

Incident Command system (ICS): A standardized on-scene emergency management construct specifically designed to provide for the adoption of an integrated organization structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. It is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

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

Intelligence: Product of an analytical process that evaluates information collected from diverse sources, integrates the relevant information into a cohesive package and produces a conclusion or estimate. Information must be real, accurate and verified before it becomes intelligence for planning purposes. Intelligence relates to the specific details involving the activities of an incident or EOC and current and expected conditions and how they affect the actions taken to achieve operational period objectives. Intelligence is an aspect of information. Intelligence is primarily intended for internal use and not for public dissemination.

Intelligence/Investigations: Intelligence gathered within the Intelligence/Investigations function is information that either leads to the detection, prevention, apprehension and prosecution of criminal activities (or the individual(s) involved) including terrorist incidents or information that leads to determination of the cause of a given incident (regardless of the source) such as public health events or fires with unknown origins. This is different from the normal operation and situational intelligence gathered and reported by the Planning Section.

Interoperability: Allows emergency management/response personnel and their affiliated organizations to communicate within and across agencies and jurisdictions via voice, data, or video-on-demand, in real-time, when needed and when authorized.



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

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

Liaison: A form of communication for establishing and maintaining mutual understanding and cooperation.

Liaison Officer: A member of the Command Staff (Management Staff at the SEMS EOC Levels) responsible for coordinating with representatives from cooperating and assisting agencies or organizations. At SEMS EOC Levels, reports directly to the EOC Director and coordinates the initial entry of Agency Representatives into the Operations Center and also provides guidance and support for them as required.

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

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

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

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

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

Multiagency or Inter-Agency Coordination: The participation of agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including sharing of critical resources and the prioritization of incidents.



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

Multiagency Coordination System(s) (MACS): Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures and communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations responding to an incident.

Mutual Aid Agreements and/or Assistance Agreements: Written or oral agreements between and among agencies/organizations and/or jurisdictions that provide a mechanism to quickly obtain emergency assistance in the form of personnel, equipment, materials and other associated services. The primary objective is to facilitate rapid, short-term deployment of emergency support prior to, during, and/or after an incident.

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

Mutual Aid Region: A mutual aid region is a subdivision of CalEMA established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state, consisting of two or more Operational Areas.

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

National Response Framework (NRF): A guide to how the nation conducts all-hazards incident management.

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



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

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

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

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

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

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

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

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

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

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



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

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

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

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

Section: The organizational level having responsibility for a major functional area of incident or EOC Management (e.g. Operations, Planning, Logistics, Finance/Administration) and Intelligence/Investigation (if established). The section is organizationally situated between the branch and Incident Command.

Situation Report (SITREP): Often contain confirmed or verified information regarding the specific details relating to the incident.

Span of Control: The number of resources for which a supervisor is responsible, usually expressed as the ratio of supervisors to individuals. (Under NIMS, an appropriate span of control is between 1:3 and 1:7, with optimal being 1:5.)

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



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

Staging Area: Established at an incident for the temporary location of available resources. A Staging Area can be any location at an incident in which personnel, supplies and equipment can be temporarily housed or parked while awaiting operational assignment.

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

State Operations Center (SOC): The SOC is operated by the California Emergency Management Agency at the State Level in SEMS. It is responsible for centralized coordination of state resources in support of the three CalEMA Administrative Regional Emergency Operations Centers (REOCs). It is also responsible for providing updated situation reports to the Governor and legislature.

Type: An ICS resource classification that refers to capability. Type 1 is generally considered to be more capable than Type 2, 3, or 4, respectively, because of size, power, capacity, or experience and qualifications.

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

APPENDIX E: GENERAL STAFF POSITION ACTIVATION CHECKLISTS

GENERIC CHECKLIST FOR ALL POSITIONS

The first checklist is a generic checklist for all personnel to follow upon arriving at the Emergency Operations Center when activated:

- Park your vehicle on the street along 50 Glacier, or in one of the open parking lots along Glacier Drive.
- Enter the EOC compound through the pedestrian gate at the south end of the facility next to the rear driveway entrance. Have your county ID ready for the deputy to inspect to gain access.
- Check in to the EOC at the rear entrance, here you will need to show your ID again and you will be told who your supervisor will be. You may also be given an ICS vest, and other equipment at this time.
- Report to your supervisor, and receive your job and situation briefing.
- Set up your workstation and review your position responsibilities.
- Establish and maintain a position log that chronologically describes your actions taken during your shift (include important briefings, decisions, and actions) utilizing ICS Form 214.
- Determine your resource needs, such as a computer, phone, plan, copies, and other reference documents.
- Find your assigned position checklist (if appropriate) and begin prioritizing your tasks
- Utilize the General Message Form ICS 213 to document all written communications and to memorialize all important verbal communications

EOC DIRECTOR

The EOC Director has overall responsibility and authority for the operation of the EOC. They will assure that the EOC is staffed and operated at a level commensurate with the emergency. The EOC Director reports to the Board of Supervisors.

Responsibilities:

1. Establish the appropriate staffing level for the Operational Area EOC and continuously monitor organizational effectiveness ensuring the appropriate modifications occur as required.
2. In conjunction with the General Staff, set jurisdictional priorities for response efforts. Ensure that all department and agency actions are accomplished within the priorities established at the EOC.
3. Exercise overall management responsibility for the coordination between emergency response agencies within the Operational Area. In conjunction with the General Staff, set priorities for response efforts in contract and incorporated areas of the county. Ensure that all county agency actions are accomplished within the priorities established.
4. Ensure inter-agency coordination is accomplished effectively within the Operational Area EOC.

Activation Phase:

- Follow the generic activation checklist
- Determine the appropriate level of activation based on situation as known.
- Coordinate with other Operational Area EOCs and agency EOCs within the Operational Area to ensure appropriate levels of activation are in place.
- Mobilize appropriate personnel for the initial activation of the EOC.
- Respond immediately to the EOC site and determine operational status.
- Obtain briefing from whatever resources are available.
- Ensure the EOC is properly set up and ready for operations.
- Ensure that an EOC check-in procedure is established immediately.
- Ensure that an EOC organization and staffing chart is posted and completed.
- Determine which sections are needed, assign Section Chiefs as appropriate and ensure they are staffing their sections as require:
 - Operations Section Chief
 - Logistics Section Chief
 - Planning/Intelligence Section Chief
 - Finance/Administration Section Chief
- Determine which Management Staff positions are required and ensure they are filled as soon as possible:
 - Liaison Officer
 - Public Information Officer



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- Security Officer
 - EOC Coordinator
 - Safety Officer
 - Stress Manager
 - Functional Needs Advocate
 - Legal Officer
- Ensure that telephone and/or radio communications with other EOC's are established and functioning.
 - Schedule the Initial Action Planning meeting.
 - Confer with the General Staff to determine what representation is needed at the EOC from other emergency response agencies, local governments, agencies, and organizations.
 - Assign a Liaison Officer to coordinate outside agency response to the EOC, and to assist as necessary in establishing an Inter-agency Coordination Group.
 - Adopt a proactive attitude, thinking ahead and anticipating situations and problems before they occur (act now, be planning at least 24 hours ahead in your mind - remember this is a marathon not a sprint).

FINANCE AND ADMINISTRATION SECTION CHIEF

The Finance/Administration function in the EOC manages all financial, administrative and cost analysis aspects of the emergency. Initially, this work may be done in the EOC, but in later stages of the emergency this function may be accomplished at other locations.

Responsibilities:

1. Ensure that all financial records are maintained throughout the emergency.
2. Ensure that all on-duty time is recorded for all emergency response personnel.
3. Ensure that all on-duty timesheets are collected from EOC assigned personnel and that departments are collecting this information from Field Level Supervisors or Incident Commanders and their staffs.
4. Ensure there is a continuum of the payroll process for all employees responding to the emergency.
5. Determine purchase order limits for the procurement function in the Logistics Section.
6. Ensure that workers' compensation claims, resulting from the response are processed within a reasonable time, given the nature of the situation.
7. Ensure that all travel and expense claims are processed within a reasonable time, given the nature of the situation.
8. Provide administrative support to all EOC sections as required, in coordination with the Personnel Unit.
9. Activate units within the Finance/Administration Section as required; monitor section activities continuously and modify the organization as needed.
10. Ensure that all recovery documentation is accurately maintained during the response and submitted on the appropriate forms to FEMA and/or CalEMA.
11. Supervise the Finance/Administration Section.

Activation Phase:

- Follow the generic activation checklist
- Ensure that the Finance/Administration Section is set up properly and that appropriate personnel, equipment, and supplies are in place.
- Based on the situation, activate units within the section as needed and designate Unit Coordinators for each element:
 - Time Keeping Unit
 - Cost Accounting Unit
 - Purchasing Unit
 - Compensation and Claims Unit
 - Recovery Unit
- Ensure that sufficient staffing is available for a 24-hour schedule, or as required.



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- Meet with the Logistics Section Chief and review financial and administrative support requirements and procedures; determine the level of purchasing authority to be delegated to Logistics Section.
- Meet with all Unit Leaders and ensure responsibilities are clearly understood.
- In conjunction with Unit Leaders, determine the initial Action Planning objectives for the first operational period.
- Notify the EOC Director when the Finance/Administration Section is operational.
- Adopt a proactive attitude, thinking ahead and anticipating situations and problems before they occur (act now, be planning at least 24 hours ahead in your mind - remember this is a marathon not a sprint).

LOGISTICS SECTION CHIEF

The Logistics Section provides facilities, services, resources and other support services both to county agencies responding to the emergency to local government in response to requests for resources, and to meet internal EOC operating requirements. Incident, DOC or Agency, and local government requests for support directed to the EOC will be channeled through the EOC Operations Section. The Logistics Section Chief reports to the EOC Director.

Responsibilities:

1. Ensure the Logistics function is carried out in support of the EOC. This function includes providing communications services, resource tracking; acquiring equipment, supplies, personnel, facilities, and transportation services; as well as arranging for food, lodging, and other support services as required.
2. Establish the appropriate level of branch and/or unit staffing with the Logistics Section, to support county and local government responsibilities, continuously monitoring the effectiveness of the organization and modifying as required.
3. Ensure section objectives as stated in the EOC Action Plan are accomplished with the operational period or within the estimated time frame.
4. Coordinate closely with the Operations Section Chief to establish priorities for resource allocation to meet both county and local government requests.
5. Keep the EOC Director informed of all significant issues relating to the Logistics Section.
6. Supervise the Logistics Section.

Activation Phase:

- Follow the generic activation checklist
- Ensure that the Logistics Section is set up properly and that appropriate personnel, equipment, and supplies are in place.
- Based on the situation, activate units within the section as needed and designate Unit Coordinators for each element:
 - Communications Branch
 - Transportation Unit
 - Personnel Unit
 - Facilities Unit
 - Supply/Procurement unit
 - Resource Tracking Unit
- Ensure that sufficient staffing is available for a 24-hour schedule, or as required.
- Advise Branches and Units within the section to coordinate with appropriate branches in the Operations Section to prioritize and validate resource requests from DOC's or Incident Command



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posts in the field.

- Meet with the EOC Director and General Staff and identify immediate resource needs.
- Meet with the Finance/Administration Section Chief and determine level of purchasing authority for the Logistics Section.
- Assist Branch and Unit Leaders in developing objectives for the section as well as plans to accomplish their objectives within the first operational period, or in accordance with the Action Plan.
- Provide periodic Section Status Reports to the EOC Director.
- Adopt a proactive attitude, thinking ahead and anticipating situations and problems before they occur (act now, be planning at least 24 hours ahead in your mind - remember this is a marathon not a sprint).

OPERATIONS SECTION CHIEF

The Operations Section Chief, a member of the General Staff, is responsible for the management and coordination of all EOC related operational functions. The Operations Section Chief will ensure, based on the emergency, that all necessary operational functions have been activated and are appropriately staffed.

Responsibilities:

1. Ensure that the Operations function is carried out including coordination of activities for all operational functions assigned to the EOC.
2. Ensure that operational objectives and assignments identified in the EOC Action Plan are carried out effectively.
3. Establish the appropriate level of branch and unit organizations within the Operations Section, to effectively coordinate both county and Operational Area responsibilities.
4. Continuously monitor the organizational effectiveness and modify if necessary.
5. Exercise overall responsibility for the coordination of Branch and Unit activities within the Operations Section.
6. Ensure that the Planning/Intelligence Section is provided with Status Reports and Major Incident Reports.
7. Conduct periodic Operations briefings for the EOC Director as required or requested.
8. Supervise the Operations Section.

Activation Phase:

- Follow the generic activation checklist
- Ensure that the Operations Section is set up properly and that appropriate personnel, equipment, and supplies are in place.
- Meet with the Planning/Intelligence Section Chief; obtain a preliminary situation briefing.
- Based on the situation, activate appropriate branches within the section. Designate Branch Coordinators as necessary.
 - Fire & Rescue
 - Medical & Health
 - Care & Shelter
 - Law Enforcement
 - Public Works
- Ensure that sufficient staffing is in place to provide for coordinating services to meet county government and Operational Area responsibilities.
- Determine if there are mutual aid requests for these functional areas. Initiate coordination with appropriate mutual aid systems as required.
- Request additional personnel for the section as necessary for 24-hour operations.



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- Obtain a current communications status briefing from the Communications Branch Coordinator in Logistics. Ensure that there is adequate equipment and radio frequencies available as necessary for the section.
- Determine estimated times of arrival of section staff from the Personnel Branch in Logistics.
- Confer with the EOC Director to ensure that the Planning/Intelligence and Logistics Sections are staffed at levels necessary to provide adequate information and support for operations.
- Coordinate with the Liaison Officer regarding the need for Agency Representatives in the Operations Section.
- Coordinate with the Planning/Intelligence Section Chief to determine the need for any Technical Specialists.
- Establish radio or phone communications with County Department Operations Centers (DOCs), local government in the Operational Area, and/or with Incident Commander(s) as directed, and coordinate accordingly.
- Determine activation status of other EOCs In the Operational Area or adjacent areas and establish communications links with their Operations Section if necessary.
- Based on the situation known or forecasted, determine likely future needs of the Operations Section.
- Identify key Issues currently affecting the Operations Section; meet with section personnel and determine appropriate section objectives for the first operational period.
- Review responsibilities of branches in section; develop an Operations Plan detailing strategies for carrying out Operations objectives.
- Adopt a proactive attitude, thinking ahead and anticipating situations and problems before they occur (act now, be planning at least 24 hours ahead in your mind - remember this is a marathon not a sprint).

PLANNING/INTELLIGENCE SECTION CHIEF

The Planning/Intelligence Section is a primary function for any Operational Area EOC. The section will gather information from a variety of sources, including all activated local government EOCs, analyze and verify information, and prepare and update internal EOC information and map displays. The Situation Analysis function will be activated under any EOC activation. The Section has an important function in overseeing the Planning Meetings and in preparing the EOC Action Plan. The Section will collect and process internal EOC documentation, and prepare advance planning information as necessary. Technical Specialists assigned to the EOC will initially be part of the Planning/Intelligence Section. The Section Chief reports directly to the EOC Director.

Responsibilities:

1. Ensure that the following responsibilities of the Planning/Intelligence Section are addressed as required:
 - a. Collecting, analyzing, and displaying situation information
 - b. Preparing periodic situation reports
 - c. Preparing and distributing the EOC Action Plan and facilitating the Action Planning meeting
 - d. Conducting Advance Planning activities and reports
 - e. Providing technical support services to the various EOC sections and branches, and documenting and maintaining files on all EOC activities
2. Establish the appropriate level of organization for the Planning/Intelligence Section.
3. Exercise overall responsibility for the coordination of unit activities within the section.
4. Keep the EOC Director informed of significant issues affecting the Planning/Intelligence Section.
5. In coordination with the other Section Chiefs, ensure that Status Reports are completed and utilized as a basis for Situation Analysis Reports, and the EOC Action Plan.
6. Supervise the Planning/Intelligence Section.

Activation Phase:

- Follow the generic activation checklist
- Ensure that the Planning/Intelligence Section is set up properly and that appropriate personnel, equipment, and supplies are in place including maps and status boards.
- Based on the situation, activate units within the section as needed and designate Branch Directors for each element:
 - Situation Analysis Branch
 - Documentation Branch
 - Advance Planning Branch
 - Utilities Branch



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- Demobilization Branch

- Ensure that sufficient staffing is available for a 24-hour schedule, or as required.
- Establish contact with the State Regional EOC (REOC) when activated, and coordinate Situation Analysis Reports with their Planning/Intelligence Section.
- Meet with the Operations Section Chief; obtain and review any major Incident reports.
- Review responsibilities of units in the Section; develop plans for carrying out all responsibilities.
- Make a list of key issues to be addressed by Planning/Intelligence; in consultation with section staff, identify objectives to be accomplished during the initial Operation Period.
- Keep the EOC Director informed of significant events.
- Adopt a proactive attitude, thinking ahead and anticipating situations and problems before they occur (act now, be planning at least 24 hours ahead in your mind - remember this is a marathon not a sprint).

