

San Luis Obispo County Emergency Operations Plan

Part 2

Response Operations Overview

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Part 2

RESPONSE OPERATIONS OVERVIEW

1. CONCEPT OF OPERATIONS

San Luis Obispo County is fortunate to have public agencies, as well as other organizations which exist for the common good, which work well together on a day-to-day basis to provide integrated safety, emergency management, and related services countywide. Many agencies, jurisdictions, groups, and other organizations work cooperatively on a regular basis. This cooperative effort has resulted in enhanced readiness for many natural and human caused emergencies or disasters.

In addition to public agencies, support groups made up of citizen volunteers such as the various Sheriff's Search and Rescue teams, volunteer police patrols, and neighborhood watch organizations make up an integrated system of public service. Groups such as the American Red Cross are essential to serving the needs of disaster victims, providing services such as shelter, evacuation centers, and actual field response. The organization Voluntary Organizations Assisting in Disasters is an important part of the countywide emergency readiness, preparedness, and response entities.

To achieve the most effective response for the common good of everyone in San Luis Obispo County, these organizations are integrated into cooperative systems and concepts.

A disaster or emergency incident may be controlled solely by single jurisdiction emergency responders or with other agencies through *an automatic aid agreement* or the mutual aid system. If the resources available at the field response level are not sufficient to mitigate the situation, the incident commander may request emergency management support. Such support may include a need for coordination of multiple resources, and may involve activation of emergency operations centers or other coordination facilities.

As noted in Part 1 of this Emergency Operations Plan, the county of San Luis Obispo uses both the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS) as primary emergency management tools. This part of the EOP includes an overview of the emergency systems, as well as an overview of the concept of operations for coordinating emergency operations.

While NIMS and SEMS are used by this county, it should be noted that some incidents, or planning issues, may involve unique response requirements. As such, the emergency

management concepts used within the San Luis Obispo County Operational Area may vary somewhat. In particular, federal requirements for nuclear power plant emergency planning may deviate somewhat from the concepts shown on the following pages, however the overall concept is similar (additional information on the Nuclear Power Plant Emergency Response Plan can be found in Parts 1 and 5 of this EOP).

1.1 Operational Area

Within the State of California, including as defined in the Standardized Emergency Management System, emergency management is coordinated using various geographical levels. Local agencies such as special districts, cities, and counties, are generally responsible for emergency management within their respective jurisdictions. However, when an emergency or other incident affects more than one jurisdiction, or that jurisdiction needs assistance, the next level up of emergency management coordination is the Operational Area.

For emergency management purposes, an Operational Area (OA) consists of all local governments located within the geographical boundaries of a county. An OA is used by the county and other local political subdivisions for the coordination of emergency management information and resources, and serves as a link between the local government level and the regional level of the state.

The San Luis Obispo County Board of Supervisors formally established the San Luis Obispo Operational Area with the adoption of the County's revised Emergency Operations Plan on November 21, 1995.

An OA is used by the county and other local political subdivisions for the coordination of information and resources, and to serve as a link in the system of communications and coordination between the state's emergency operations centers and the operation centers of the political subdivisions within the OA. Basically, emergency response actions within an OA are coordinated by one entity when necessary during large emergencies. This ensures a coordinated response throughout the county regardless of jurisdiction. The entity that coordinates the OA also serves as a link between the OA/local agencies and Cal OES.

Operational Area Concept - Operational Area Coordination

A simply analogy to the Operational Area concept is a musical band with many players: within the band the many players play different instruments, making a variety of music. In order for the music they each produce to come together as one piece, someone needs to coordinate the band members, which is the job of a conductor.

Similarly, within an Operational Area, the many cities, special districts, county government,

schools, and other organizations must come together to work for the common good in a large emergency or disaster that affects multiple jurisdictions. In order to function effectively together, these entities need to work in a coordinated manner. In the case of Operational Area coordination - the equivalent of a band conductor - are “Operational Area Coordinators”.

Operational Area Concept - Operational Area Coordination by Discipline

Within emergency management, the term “discipline” is used to reference the various type of entities - for example the law enforcement discipline includes police, sheriff, and related agencies, the fire service is a discipline, public health a discipline, and so forth.

Some disciplines have Operational Area Coordinators which coordinate emergency management and unusual mutual aid needs between various agencies. The Sheriff’s Department is the Operational Area Coordinator for law enforcement agencies in the county, County/Cal Fire for fire agencies, the County Health Agency for public health, and the County Office of Emergency Services for general emergency coordination.

There are also other coordinators for discipline specific mutual aid and/or coordination, such as building inspectors mutual aid, mental health, and pre-hospital emergency medical services coordination. However, these systems interact with other Op Area Coordinators to ensure effective coordination.

As noted earlier, Operational Area and related coordinator’s roles can somewhat be explained by using analogies. Just as members of a large band have their own instruments and know how to play them, the music will sound terrible if someone is not coordinating the group - in this case, a conductor. Similarly, at large, busy airports, airliners and other aircraft owned by many different companies are almost constantly moving around and taking off or landing. Without air traffic controllers coordinating the movements of the aircraft there could be all kinds of problems, resulting in potential disaster.

Similarly, Operational Area Coordinators are somewhat like the band conductor or air traffic controller: coordinating between various entities within the Operational Area when it is necessary to coordinate emergency management or related issues.

To illustrate how the discipline specific Operational Area coordination system works during an emergency, if a city or special district fire department has a large fire and needs assistance from other jurisdictions, in order to obtain that assistance they simply contact County/Cal Fire, as the Operational Area fire coordinator, and request the resources they need. In turn, County/Cal Fire has a pre-determined plan to contact other fire departments in the area to provide assistance to the requesting jurisdiction. To help with this, there are specific plans and procedures in place, in

this case the San Luis Obispo County Fire Services Mutual Aid Plan.

Similarly, if there is a law enforcement emergency and a jurisdiction needs assistance from other police departments, a request can be made to the County Sheriff's Department, as the Op Area law enforcement coordinator, who then contacts and requests other departments to send resources to the requesting agency.

For non-discipline specific mutual aid, or for disciplines which do not have a specific Op Area Coordinator, coordination is generally through the County Office of Emergency Services. County OES communicates and coordinates issues between cities, special districts, and various county departments, and the state.

There are also coordination procedures and protocol for other systems and resources such as the Hazardous Materials Emergency Response Team and the Bomb Task Force, both of which serve the entire San Luis Obispo County Operational Area.

1.2 Coordination with Special Districts, Private, and Volunteer Agencies in Initial Response Operations

The level of involvement of special districts, public utilities, private organizations, and volunteer agencies will vary considerably depending upon the kind of incident. In general, special districts or other agencies that have a statutory or jurisdictional responsibility with the incident should be represented at the incident. The form of involvement for these districts and agencies may be as part of unified command, an agency representative, or a liaison which is able to coordinate with the San Luis Obispo County/Op Area liaison function. The emergency response role of special districts will generally be focused on their normal services and functional area of responsibility.

A "cooperating agency" supplies assistance other than direct tactical resources to the incident control effort. AT&T, Southern California Gas Company, Pacific Gas and Electric Company (PG&E), the American Red Cross, the Salvation Army, and other private and volunteer agencies could be cooperating agencies depending on the type of incident.

For example, the American Red Cross has a liaison position in the County EOC. The American Red Cross is the primary and essential element of our area's efforts to not only meet the care and shelter needs of disaster victims but to also coordinate with various volunteer organizations.

As noted in Part 1, the San Luis Obispo County Operational Area is fortunate to have a good Voluntary Organizations Active in Disaster (VOAD) organization, which is coordinated by, as of June 2014, United Way of San Luis Obispo County. VOAD is a consortium of non-profit and faith based organizations dedicated to fostering more effective service to people affected

by disaster, with a commitment to cooperation, communication, coordination, and collaboration. As the lead VOAD coordinator, United Way in turn coordinates and works closely with the public agency emergency organizations, including the County. As needed, VOAD provides staff to the County EOC during its activation.

In general, volunteer agencies are an important link between local volunteers such as those noted above and the overall Operational Area emergency management system.

1.3 Coordination Centers: EOC and DOC

In the event of significant emergencies, it is often beneficial to have a centralized location from which to help ensure effective coordination of response efforts. Most jurisdictions have such locations or facilities, which are called Emergency Operations Centers (EOC). An EOC is a location from which centralized emergency management can be performed. EOC facilities are used at the local government level, operational areas, regions, and state.

While the majority of emergency situations on a day-to-day basis are handled relatively “routinely” by agencies such as fire departments, law enforcement, public works, and others, large incidents or those involving multiple jurisdictions may require coordination above the field response level. Depending on the severity and/or type of incident, this may involve following certain NIMS and/or SEMS requirements.

NIMS or SEMS may be used during any type of emergency incident, however per the state SEMS regulations it must be utilized under the following conditions:

- When a local government emergency operations center is activated
- When a local emergency, as defined in Government Code section 8558(c), is declared or proclaimed.

The SEMS regulations also require that when a local government EOC is activated, communications and coordination shall be established between the Incident Commander(s) and the Department Operations Center(s) to the EOC or between the Incident Commander(s) and the EOC. Coordination of fire and law enforcement resources shall be accomplished through their respective mutual aid systems.

The reason for communications and coordination needing to be established with an EOC is that one of the purposes of an EOC is to serve as a sort of “disaster central” or centralized control point for coordinating response efforts within a single jurisdiction, as well as between multiple jurisdictions in an Operational Area, or within a region of the state.

1.4 County/Operational Area EOC

As a location to coordinate multi and interagency response efforts - as the sort of “disaster central” - the San Luis Obispo County EOC, which also serves as the Operational Area EOC, can be staffed to a level needed for any particular situation. This can range from only a core group of a few people to full activation, or somewhere in between. Staffing in the County EOC may include emergency management representatives, Sheriff’s Office representatives, fire, California Highway Patrol, County Health Officer, Emergency Medical Services Agency, Caltrans, American Red Cross, County Department of Social Services, County Office of Education, utility companies, County Public Works, and other agencies as needed.

SEMS regulations state that communications and coordination shall be established between a local government EOC, when activated, and any state or local emergency response agency having jurisdiction at an incident occurring within that local government's boundaries. SEMS regulations also dictate that local government shall use multiagency or interagency coordination to facilitate decisions for overall local government level emergency response activities.

Within the San Luis Obispo County Operational Area, the coordination efforts involve a dual role for the County/Operational EOC. As the County EOC, communications and coordination with and between county and related agency resources in the field and other locations takes place. As the Operational Area EOC, communications and coordination takes place with other jurisdictions and agencies, such as city EOCs, city Public Safety Answering Points (police/fire dispatch centers), County Office of Education, and other entities as needed.

Communications between agencies and jurisdictions includes direct radio contact, dedicated telephone lines, mobile radios, and a system provided by Radio Amateurs Civil Emergency Services (RACES). There is an amateur radio organization known as the San Luis Obispo County Emergency Communications Council that works with the County and other agencies on coordinating RACES and related communications.

There is also a satellite communications system which allows contact between the Operation Area EOC and Cal OES, as well as other locations throughout the state.

Another function of the County/Operational Area EOC may be to provide emergency news and information. Besides having communications equipment for sending out emergency information, a Joint Information Center located near the EOC can be used to provide updated information to the news media.

In order to coordinate more effectively between disciplines both throughout the Operational Area, and within jurisdictions, smaller coordination centers called Department Operations

Centers (DOC) are used to coordinate response actions of certain disciplines from locations outside of EOCs.

1.5 Department Operations Centers

Departments Operations Centers (DOC) are smaller facilities or locations that coordinate the response of specific disciplines. When an EOC is activated, a DOC can also serve as the link between a certain discipline or entity. For example, the County Health Agency has the ability to operate a DOC from their administrative offices. The various functions within the Health Agency can then be coordinated from the DOC, and the DOC in turn can coordinate with an EOC.

However, DOCs can also be used for a stand alone discipline response. As an example, the County Public Works operates a DOC (which has been referred to as their storm center) to coordinate response of their resources during severe winter storms, when land slides and trees down on roads need to be responded to and the situations handled.

In addition to the Health Department and Public Works, other agencies which have DOCs - or the equivalent thereof - and interact with the County EOC include the American Red Cross San Luis Obispo Chapter, County Office of Education (which in turn coordinates with school districts), AT&T, Southern California Gas Company, and the County/Cal Fire Emergency Command Center.

Yet another example is transportation resources; during large emergencies the Regional Transit Authority may act in the coordination role of tracking the availability of all bus and other transit resources countywide regardless of jurisdiction. In the County EOC when activated and as necessary RTA works closely with school districts and local transit authorities and, per SEMS and the Operational Area concept, buses and other resources from all jurisdictions and companies can essentially be “grouped” into one unified pool for disaster use, including possible evacuation use.

As demonstrated by past disasters, such as Hurricane Katrina, it can be necessary to pool resources area-wide for use anywhere in the event of a large emergency or disaster, thus all local agencies must be prepared and have plans in place to coordinate and provide resources countywide. This needs to be done both for practical reasons and if we are to be in compliance with State SEMS regulations and federal NIMS requirements. Department Operations Centers working with EOCs help coordinate this need countywide, again regardless of jurisdiction.

1.6 SEMS Levels of Response

SEMS provides for a five level emergency response organization, activated as needed, to provide effective response to multiagency and multijurisdictional emergencies. The five organizational levels are:

- Field
- Local Government
- Operational Area
- Region
- State

Through the above functions and organizational levels, SEMS provides an umbrella under which all response agencies may function in an integrated fashion.

1.7 SEMS - Field Response Level

The field response level is the level where emergency response personnel and resources carry out tactical decisions and activities under the command of an appropriate authority in direct response to an incident or threat. In other words, this is where "the rubber meets the road" - field response includes fire engines and firefighters putting out fires, public works crews clearing roadways, law enforcement officers evacuating people, ambulances taking people to hospitals, etcetera.

At the field level, emergency response personnel may assume a variety of roles within the Incident Command System. Individual agency policy will often dictate what personnel will fill what roles. A concept here is to use the most qualified individuals regardless of rank or position. The determination of what role they will perform will be a function of:

- The kind and size of the emergency.
- Disciplines involved.
- Personnel background and experience.
- Qualifications and certifications.
- Agency policy.

ICS provides an emergency management structure which allows for the most qualified personnel to be used at any position. In other words, rank and reporting structure in the day-to-day world may not carry over to ICS. If a brand new employee to an organization has expertise in a subject, that person can be put in charge of a related ICS position or function.

Incident Commanders may at the onset of the emergency be relatively low ranking personnel. ICS provides a mechanism for the transfer of command if the emergency requires more qualified personnel. More information on ICS can be found later in this document.

1.8 SEMS - Local Government Level

Local governments include cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdictions. In simple terms, field resources report to local government – police cars, fire engines, etc.

Generally, field response forces (fire, police, public works) are under the control and jurisdiction of local government. The exceptions are obvious: California Highway Patrol (CHP) for unincorporated traffic enforcement, California Department of Forestry and Fire Protection (Cal Fire) on many wildland fires, etcetera. However, when outside agencies provide mutual aid to a local government those outside mutual aid resources are generally under the command of the local government while rendering mutual aid assistance. For example, if the City of Pismo Beach requested law enforcement mutual aid and that mutual aid was provided by five CHP officers and patrol cars, those five CHP units can be used by the city of Pismo Beach for whatever appropriate law enforcement purpose the city needs. The same holds true for public works, fire, medical, or any other type of mutual aid.

1.9 SEMS - Operational Area

Under SEMS, the Operational Area means an intermediate level of the state's emergency services organization which encompasses the geographical boundaries of a county and all political subdivisions located within that county. The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the Operational Area, and serves as the coordination and communication link between the local government level and the State Office of Emergency Services regional level.

In most cases throughout California, including San Luis Obispo County, a county EOC will function as both the Operational Area EOC and the EOC for the county.

1.10 SEMS - Regional

Because of its size and geography, the state has been divided into six mutual aid regions. The purpose of a mutual aid region is to provide for the more effective application and coordination of mutual aid and other emergency related activities. For example, the San Luis Obispo County Operational Area (OA) is a part of Mutual Aid Region I. The other counties in Region I are Orange, Los Angeles, Ventura, and Santa Barbara. The California Office of Emergency Services

(Cal OES) Regional Headquarters is in Los Alamitos. As a result, when an agency within the San Luis Obispo County OA deals with Cal OES it is generally through the Los Alamitos office. This is also true during emergencies/disasters (other regional offices in the state cover Cal OES Coastal and Inland Regions).

For example, when a city in Ventura County needs mutual aid assistance that city contacts the Ventura County OA coordinator, or County/OA Emergency Operations Center (EOC) which happens to be Ventura County OES. Ventura County OES (acting as the Ventura County OA coordinator) then contacts other jurisdictions with the county/OA asking if they can provide the mutual aid assistance to the city asking for it. If a special district, city, or the county can provide the needed mutual aid, Ventura County OES/OA then advises the requesting city that help is on the way. If no local agency in Ventura County can provide the requested mutual aid Ventura County OES/OA then passes the city's mutual aid request on to Cal OES Region I. Cal OES Region I then makes an attempt to fill the mutual aid request from one of the other four counties in Region I. If that can be done (likely it can with L.A. County next door), then Cal OES Region I advises Ventura County OES/OA where the mutual aid assistance is coming from and when it will arrive in the requesting city. Ventura County OES/OA then passes that information on to the requesting city.

If for some reason Cal OES Region I cannot fill the mutual aid request from one of the five counties within the region, Cal OES Region I will then pass the assistance request on to Cal OES Sacramento or another mutual aid region.

One exception to the above example is that for law enforcement mutual aid purposes Region I is broken into two regions: Law Enforcement Region I-A consists of Ventura, Santa Barbara, and San Luis Obispo Counties. One of the three Sheriff's Offices in those counties acts as Region I-A mutual aid coordinator. So, in the Ventura County example, if the request had been for law enforcement mutual aid, the current Region I-AQ mutual aid coordinator, through its Sheriff's Office, would have coordinated with the other two counties to have located mutual aid assistance for the city in Ventura County.

The Cal OES regional level manages and coordinates information and resources among operational areas within the mutual aid region. It also coordinates information and resources between the Operational Areas and the state level, as shown in our example. The regional level also coordinates overall state agency support for emergency response activities within the region.

1.11 SEMS - State

The state level of SEMS, generally through coordination with Cal OES near Sacramento and the Cal OES Region Offices, manages state resources in response to the emergency needs of the

other levels (Field, Local Government, Operational Area, Regional), and coordinates mutual aid among the mutual aid regions and between the regional levels and Sacramento. For example, during the 1995 winter storm disasters the San Luis Obispo Operational Area used National Guard resources. To get those resources we made the request through Cal OES Region I; Region I staff passed the request on to the National Guard (a state resource); the National Guard then provided us with resources from the Atascadero Armory (large trucks) and the Ontario area (Humvee ambulances). Once the National Guard resources arrived in our county we local agencies were able to use them as we needed.

The state level also serves as the initial coordination and communication link between the state and the federal disaster response system. After initial contact at the state level, those federal agencies deemed necessary by the director of Cal OES' Regional Emergency Operations Center (REOC) in each Mutual Aid Region will be directed to co-locate with their state counterparts at each REOC, including the Region I REOC in Los Alamitos. The above paragraph used an example of the SLO OA requesting and obtaining National Guard resources; during the storm disasters a National Guard representative was physically located in the Cal OES Region EOC because it was known that numerous National Guard resources would be needed. The same thing would happen if a federal resource needed to be used extensively; for example if we were using extensive U.S. Air Force resources an Air Force representative might be placed in the Cal OES Emergency Operations Centers to simplify the coordination of Air Force resource requests.

1.12 San Luis Obispo County OA Emergency Management Cooperation

For the most part, the previous information provides a general overview on emergency management systems and concepts. To help explain how public safety and emergency management concepts are used in San Luis Obispo County, following is a summary and overview information on interagency coordination in the Operational Area.

1.13 Day-to-Day Public Safety and Related Agency Interaction

Generally, "routine" emergencies and incidents are handled by agencies within specific jurisdictions. For example, for "routine" public safety related incidents, such as fire and law enforcement needs are handled by fire and police agencies within the responsible jurisdiction. However, public safety and related agencies throughout San Luis Obispo County interact regularly, both between various jurisdictions and within the same disciplines, as well as with other disciplines. For example, local law enforcement agencies and fire agencies regularly work together, law enforcement agencies from various jurisdictions assist each other on a routine basis, fire departments provide assistance to neighboring jurisdictions, ambulance and related emergency medical services are coordinated on a countywide basis, state and local agencies interact on a routine basis, and hazardous materials and bomb task force services are provided by

common organizations for Operational Area wide use.

Law Enforcement agencies throughout the Operational Area cooperate daily to provide the best service for each of their jurisdictions as well as for the general common good. To help with interagency coordination, seven incorporated city police departments, the Sheriff's Department, and other agencies, such as California Polytechnic State University Police, have both individual and countywide common radio frequencies, a cooperative law enforcement records system, a common radio identifier system, and other common procedures.

Local agencies also interact cooperatively and effectively with the California Highway Patrol, which has two patrol area offices in the county (San Luis Obispo and Templeton), as well as their Coastal Division office (located in San Luis Obispo), and an air operations base located in Paso Robles (with both fixed wing and rotary aircraft). CHP aircraft provide support to law enforcement agencies throughout the county as well as outside of San Luis Obispo County.

Fire and pre-hospital emergency medical services within the OA include seven incorporated cities each having their own full service fire agency. There are eight fire districts and County Fire serving the unincorporated areas. A number of these agencies provide paramedic services within their jurisdictions. Camp Roberts, Atascadero State Hospital, CDCR's California Men's Colony Prison, Hearst Castle and Diablo Canyon each have their own fire department and they interact with local departments. A private ambulance company and the Cambria Healthcare District also provide paramedic service. Ambulance service throughout the county, including in the incorporated cities, is coordinated by Medical Communications co-located with the County Sheriff's Office PSAP (dispatch/communications center). The Op Area is served an air ambulance helicopter based in Santa Maria. The CHP also provides a helicopter EMS resource, based in Paso Robles.

An important hazardous materials response resource in the OA is the San Luis Obispo County Regional Hazardous Materials Response Team. The Team is made up of members from fire agencies throughout the OA, under a Joint Powers Agreement. The Team is capable of responding to hazardous materials incidents up to and including level A. In addition, the County Division of Environmental Health provides technical specialist support to the team. Most local fire agencies are also able to provide decontamination services to members of the Haz Mat Team as necessary.

Medical Facilities: the OA includes four hospitals, (one in the north county, one south county, and two central) each with its own functioning emergency facilities. Marion Hospital in Santa Maria is also used by county residents and visitors, primarily from the South County area.

The San Luis Obispo County Public Health Agency has a system in place for monitoring and

reporting health indicators which may signal biological, chemical, and radiological incidents. Laboratory services are available for basic investigate use in the event of discovery of a substance which may possible by hazardous.

1.14 Coordination between SEMS Levels

Coordination links between the various levels described earlier vary based on the type of incident however those links generally occur using the follow methods.

1.14.1 Field Response and Local Government Levels

The field response level and local government level interact via direct communications between field personnel and the local government's EOC (during activation) or Public Safety Answer Point (PSAP) communications center (a PSAP is the center many people refer to as the "9-1-1" center or police/fire dispatch center. It is the location in a jurisdiction where 9-1-1 calls are received and public safety agency resources are dispatched and otherwise coordinated. PSAPs also serve as the 24 hour contact point for jurisdictions). Within each jurisdiction additional communication is made between field response staff and Department Operations Centers (DOC), when activated.

1.14.2 DOC/EOC/OA Communication

Once the coordination and communications links identified above occur between field and local levels, local EOCs, PSAPs, or DOCs in turn communicate with their Interagency Coordination (IAC) representative at the Operational Area level. City and district fire agencies communicate with County Fire as the fire IAC, law enforcement agencies communicate with the County Sheriff's Office, and other functions communicate with the County EOC or County OA/DOC. In addition to County Fire's normal communications and coordination functions that occur at their Emergency Command Center (ECC) located at fire headquarters, and the Sheriff's Department PSAP communications and coordination center, County Fire and the Sheriff's Office have IAC liaisons at the County EOC.

In addition to local to Operational Area links, the San Luis Obispo County OA is in the distinct position of having many locally based state agencies that are geographically remote from sister agencies. Due to the significance of some of these agencies to the OA, including Caltrans District V, CDCR California Men's Colony, California Polytechnic State University, and Atascadero State Hospital, the Operational Area liaisons with these agencies. In addition many of these agencies provide and request resources on an as needed/as available basis, similar to city or other agency resource sharing and cooperation.

1.14.3 Operational Area and Cal OES Regional Communications

Coordination links between the OA and Cal OES Southern Region consist of routine emergency planning interactions on a regular basis and direction coordination and communication with the Regional EOC (REOC) during emergencies or disasters requiring EOC activation. Coordination links include providing OA situation status to the REOC, making resource requests, notifying REOC of the status of resources, providing damage assessment information to REOC, and receiving similar information from REOC. In addition to other communications channels, this interaction can include the use of San Luis Obispo's County WebEOC as well as Cal OES' WebEOC (which they reference as CalEOC). WebEOC is an emergency management software system used for emergency management coordination.

1.14.4 OA and State Warning Center/State Operations Center Communications

Coordination between the San Luis Obispo County OA and the State Warning Center (SWC) or the State Operations Center (SOC), both located near Sacramento, is minimal except during the initial stages of an incident occurring after business hours. The OA's primary direct link with Sacramento involves receiving warning or related information from the SWC to the County's 24 hour notification point (Sheriff's Office Watch Commander) or from the OA to the SWC notifying them of an event. After initial notification procedures the OA will generally make follow up communications links with Cal OES Southern Region.

Local jurisdictions also contact the State Warning Center directly for local hazardous materials incident notifications.

1.15 Incident Command System

During initial response operations, field responders place emphasis on saving lives, property, and the environment, controlling the situation, and minimizing the effects of the emergency. As noted in Part 1 of this plan, the Incident Command System is used to manage and control field response operations.

While ICS is designed primarily for use as an emergency management tool for field response to incidents, similar concepts of that system can be used at the local government or operational area level in Emergency Operations Centers and other emergency command and/or coordination centers and locations (information on County EOC management can be found in Part 1 of this EOP). San Luis Obispo County OES first adopted the use of the ICS concept in 1985.

1.15.1 ICS Components

The components of ICS are:

1. common terminology;
2. modular organization;
3. unified command structure;
4. consolidated action plans;
5. manageable span-of-control;
6. pre designated incident facilities;
7. comprehensive resource management; and
8. integrated communications.

Common terminology

Common terminology means established common titles are used for organizational functions, resources, and facilities within ICS. The use of common terminology allows various jurisdictions and agencies to “talk the same language” during emergencies and drills without confusion that may be caused by the use of various codes or special names for equipment. In other words, people from various agencies use the same "jargon" or "language" when interacting with each other, which makes for a more coordinate response effort.

Modular organization

"Modular organization" is the method by which the ICS organizational structure develops, based upon the type and size of an incident. The organization's staff builds from the top down as the incident grows – and as needed - with responsibility and performance placed initially with the Incident Commander. Basically, an ICS organizational chart on an incident could consist of one person or hundreds. If one person can handle the incident, then that is all that should be used. The module starts to build if that person needs assistance...so if one person can handle the situation – for example, a single police officer investigating a minor traffic accident – then that person handles the entire incident by his or her self. However, if someone is injured in the accident, then emergency medical resources will be needed – so another "module" is needed for the response. If gasoline is leaking from the car due the accident, then fire resources may be needed, so yet another "module" is built into the response.

The modular organization method and its flexibility at the field response level allow it to rapidly adjust, by expanding or downsizing resources, depending on the needs of each incident. Aside from the Incident Commander, there is no required structure or order in which positions are filled. The ICS organization can be as small as one person, or large enough to handle thousands of emergency responders.

Incidents usually start with a few resources and expand as necessary. It is not necessary to implement all modular levels of the ICS organization.

An important aspect of the modularity in ICS at the field response level is that there is nothing to prohibit the Incident Commander from activating one or more units in various sections without first activating the section organizational element. However, it is important to maintain the ICS principle of span-of-control, one supervisor to three to seven staff members. A typical ICS organization for the field response level is depicted on a following page.

Unified command

Unified command structure is a unified team effort which allows all agencies with responsibility for the incident (either geographically or functionally) to manage an incident by establishing a common set of incident objectives and strategies. This is accomplished without losing or abdicating agency authority, autonomy, responsibility or accountability. Essentially, unified command is when multiple agencies with jurisdiction over an incident "share" command duties.

Consolidated Action Plans

"Consolidated action plans" identify objectives and strategies made by the Incident Commander for a particular incident, based upon the requirements of the affected jurisdiction. In the case of unified command, the incident objectives must adequately reflect the policy and needs of all the jurisdictional agencies. The consolidated action plans for an incident documents the tactical and support activities required for the operational period. In other words, a consolidated action plan is sort of a like a "plan of the day" on how to deal with an emergency or other incident.

Span-of-control

Manageable span-of-control within ICS is a limitation on the number of emergency response personnel who can effectively be supervised or directed by an individual supervisor. The type of incident, the nature of the response or task, distance, and safety will influence the span-of-control range. The ordinary span-of-control range is between three and seven personnel. In other words, span-of-control means that someone in a supervision or command role should not have so many people working for him or her that it is too hard to manage everyone under his or her charge.

Pre-designated incident facilities

The need for pre-designated incident facilities is identified within ICS. That is, locations for Emergency Operations Centers, support facilities, and other buildings are known as part of the emergency planning process.

The determination of the types and locations of facilities to be used will be based upon the requirements of the incident.

Comprehensive resource management is the identification, grouping, assignment and tracking of resources.

Integrated communications are managed through the use of a common communications plan and an incident-based communications center established for the use of tactical and support resources assigned to the incident.

1.15.2 ICS Management Functions

In order to effectively manage emergencies and other incidents, there are five incident management (emergency management) functions: management; operations; planning/intelligence; logistics; and finance/administration. These functions are somewhat – but not exactly – similar to different departments or divisions with a company or government day-to-day organization having various duties and functions assigned to them. For example, in business and/or government day-to-day operation, fiscal duties and functions may be assigned to a finance department. Management will have an overall supervising role in a business or regular government organization. Similarly the ICS incident management functions fill certain roles during emergencies or other incidents.

The five functions of the ICS management – again, command, operations, planning, logistics, and finance – have the following responsibilities: **Command** is responsible for directing, ordering, and/or controlling resources by virtue of explicit legal, agency, or delegated authority; **Operations** is responsible for the coordinated tactical response of field operations directly applicable to or in support of the mission(s) in accordance with the Incident Action Plan; **Planning/Intelligence** is responsible for the collection, evaluation, documentation, and use of information about the development of the incident; **Logistics** is responsible for providing facilities, services, personnel, equipment, and tracking the status of resources and materials in support of the incident; and, **Finance/Administration** is responsible for fiscal and cost analysis aspects of the incident, and/or any administrative aspects not handled by the other functions.

Every incident or event has certain management activities or actions that must be performed. Even if the incident is very small and only one or two people are involved, these activities will still apply to some degree, which is a reason ICS is often used for initial response to even small incidents. ICS has considerable flexibility, and can expand or contract to meet different needs of the incident. As a result, the various ICS functions may, as the incident grows, be organized and staffed into smaller sections.

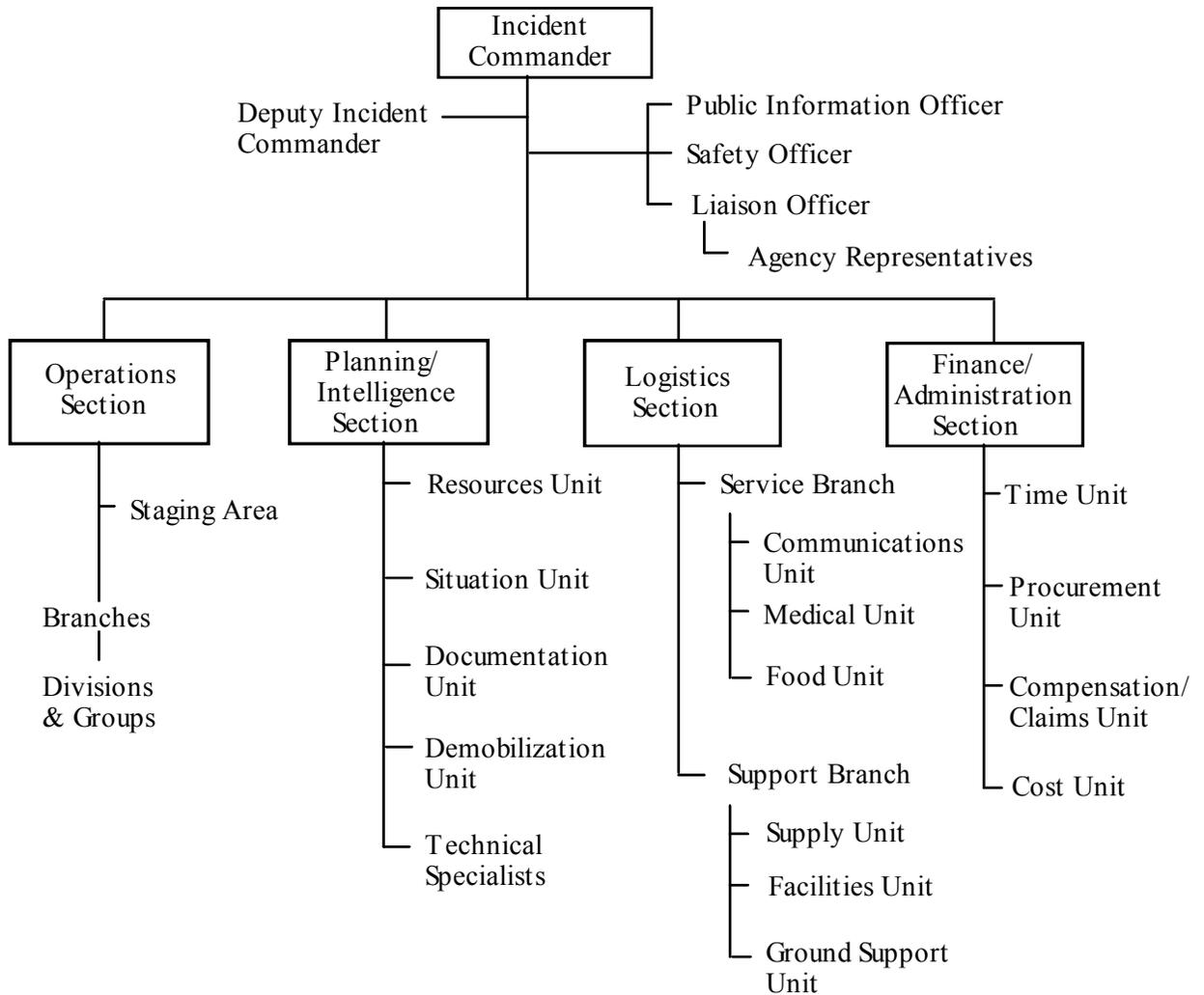
The five management functions are the foundation upon which the ICS organization develops.

They apply to handling a routine emergency, organizing for a major incident, or managing a major response to a disaster.

Initially, the incident commander may be performing all five functions. Then, as the incident grows, each function may be established as separate "sections" within the organization. Each of these sections may be further divided into branches, units, and groups, as needed.

For some incidents, and in some applications, only a few of the organizational functional elements may be required. Conversely, if there is a need to expand the organization, additional positions exist within the ICS framework to meet virtually any need. This makes it a very cost-effective and efficient management system. ICS establishes lines of supervisory authorities and formal reporting relationships. There is complete unity of command as each position and person within the system has a designated supervisor. Direction and supervision follows established organizational lines at all times.

Incident Command System Organizational Chart



1.16 ICS Position Descriptions and Responsibilities

1.16.1 Command

Command staff consists of the incident commander, deputy incident commander, public information officer, safety officer, and the liaison officer, or related positions. General staff includes the section chiefs from each section.

Incident Commander The IC is the individual who is in charge of the incident, providing the overall management of the situation. In some instances such as a military aircraft accident, oil spill, or terrorist action, the IC may not be a local agency, but a state or federal agency. The IC may have a Deputy IC, who may be from the same agency or from an assisting agency.

Initially, assigning tactical resources and overseeing operations will be under the direct supervision of the IC. As incidents expand, the IC may delegate authority for the performance of certain activities to others as required. The IC is charged with the following responsibilities:

- establishing an incident command post;
- assessing the situation;
- determining incident objectives, strategies, and immediate priorities;
- establishing an appropriate ICS organization;
- approving and authorizing the implementation of the Incident Action Plan;
- ensuring that adequate safety measures are in place;
- coordinating activities for all command and general staff;
- communicating and coordinating response efforts with the San Luis Obispo County EOC, when activated;
- approving requests for additional resources or for the release of resources;
- authorizing the release of public information originating from the incident command post; and
- ordering the demobilization of the incident when appropriate.

Public Information Officer The public information officer (PIO) serves as the be the point of contact for the media and other organizations seeking information directly from the incident location. Generally, only one lead PIO will be assigned for each incident, including multi-agency or multi-jurisdictional incidents. The PIO may have assistants or aides to help with the fulfillment of their responsibilities, as necessary. The responsibilities of the public information officer include:

- determining if IC has placed any limitations on releasing information;
- obtaining validated and current information summaries and/or graphics of the incident;
- obtaining the Incident Commander's approval for certain information releases;
- developing materials for use in media briefings;
- providing media with time and location of briefings;
- conducting media briefings;
- arranging for interviews and tours that may be required or requested;
- obtaining media information that may be useful to incident planning; and
- maintaining a Public Information Officer log.

Safety Officer The safety officer's function is to monitor incident operations and to develop protective measures for assuring personnel safety. The safety officer assesses and anticipates hazardous and unsafe conditions. Generally, the safety officer has the authority to stop and prevent unsafe incident activities. Only one lead safety officer will be assigned for each incident. Safety assistants may help the safety officer, as necessary. Other responsibilities of the safety officer include:

- identifying of hazardous situations associated with the incident;
- reviewing the Incident Action Plan for safety implications;
- investigating accidents that have occurred within the incident area;
- assigning assistants or aides as necessary;
- reviewing and approving the medical plan; and
- maintaining the safety officer log.

Liaison Officer Incidents that have a multi-agency or multi-jurisdictional response may require the establishment of a liaison officer. The liaison officer ensures any agency representatives are informed and involved in the incident response. These are personnel other than those on direct tactical assignments or those involved in a unified command. The responsibilities and duties of the liaison officer include:

- acting as the primary contact point for agency representatives;
- maintaining a list of assisting agencies and representatives;
- assisting in establishing and coordinating inter-agency contacts;
- ensuring that all agency or jurisdictional resources are checked-in at the incident;
- keeping all agencies informed on the incident status;
- monitoring incident operations to identify current or potential inter-organizational problems; and
- maintaining log of liaison officer activities.

Agency Representatives In many multi-agency or multi-jurisdictional incidents, an agency or jurisdiction will send a representative to assist in coordination efforts. An agency representative is an individual assigned to an incident who has the authority to make decisions on matters affecting that agency's or jurisdiction's participation at the incident. Agency Representatives report directly to the liaison officer or the incident commander in the absence of a liaison officer.

Responsibilities and duties of the agency representative include:

- obtaining briefing from liaison officer or incident commander;
- ensuring that all agency resources are properly checked-in at the incident;
- informing agency personnel at scene that the agency representative position for the agency has been filled;
- cooperating fully with the command staff regarding agency involvement at the incident;
- ensuring the well-being of agency personnel and resources assigned to the incident;
- advising the liaison officer of any special agency needs or requirements;
- on a continuous basis, reporting to home agency dispatch or EOC;
- ensuring that all agency personnel and equipment are properly accounted for and officially released prior to their departure; and
- ensuring that all required agency forms, reports, and documents are completed prior to departure.

1.16.2 Operations Section

Operations Section Chief The operations section chief has overall management responsibility of all activities within the operations section, including development of the section as needed in order to accomplish the incident objectives. Other responsibilities and duties of the operations section chief include:

- managing tactical operations at the incident;
- assisting in the development of the operations portion of the Incident Action Plan;
- supervising the execution of the operational portion of the Incident Action Plan;
- maintaining close contact with subordinate operations positions;
- ensuring safe tactical operations;
- requesting additional resources to support tactical operations;
- approving the release of resources from assigned status;
- making or approving expedient changes to the Incident Action Plan during the

- operational period, as necessary;
- maintaining close communication with the incident commander; and ensuring that a Section log is maintained.

Branch Branch directors supervise the activities of their respective branches. Branches may be functional or geographic. There are generally three reasons to use branches in an incident: span-of-control, need for a functional branch structure, and for multi-jurisdictional incidents. If the number of divisions or groups exceeds the recommended span of control, then a branch is necessary.

Some incidents have multiple disciplines involved, e.g., police, fire, medical, and public works, which may create a need to set up incident operations around a functional branch structure. In some incidents, it may be better to organize the incident around jurisdictional lines, organizing operations into separate branches for each agency involved. Responsibilities and duties of the operations branch directors include:

- interacting with the operations section chief and other branch directors to develop tactics to implement the Incident Action Plan;
- assigning specific work tasks to branch personnel;
- reviewing branch assignments and reporting the status to operations section chief;
- monitoring and inspecting progress on assigned tasks and making changes as necessary;
- resolving logistical problems reported by branch personnel; and
- maintaining a branch log.

Division/Group Division and group supervisors supervise the activities of their respective division or group. Divisions describe some geographical area related to incident operations.

Groups are established to describe functional areas of operations. Divisions and groups can be used together on an incident and are at the same level in the ICS organization. Division and group supervisors report to a branch director or the incident commander if branches are not utilized. The responsibilities and duties of a division/group supervisor include:

- assigning specific tasks to division/group personnel;
- providing resource status changes of assigned division/group resources to the planning/intelligence section;
- coordinating division/group activities with other divisions/groups;
- monitoring and inspecting division/group tasks, making any necessary changes;
- keeping branch director or IC informed of the situation and resource status;

- resolving tactical assignment and logistical problems within the division/group;
- informing branch director or IC of hazardous situations and significant events;
- ensuring that assigned personnel and equipment get to and from their assignments in a timely and orderly manner; and
- maintaining a division or group log.

Staging Area Manager/Supervisor The staging area supervisor manages operations at the designated incident staging area. The staging area supervisor reports to the operations section chief or incident commander if the operations section chief position has not been filled. The responsibilities and duties of the staging area supervisor include:

- establishing layout of staging area;
- posting areas for identification and traffic control;
- providing check-in for incoming resources;
- determining required resource reserve levels from the operations section chief;
- advise the operations section chief or incident commander when reserve levels reach established minimums;
- maintaining and providing status of all resources in staging area to planning/intelligence section;
- responding to requests for resources;
- requesting logistical support for personnel and/or equipment;
- demobilizing or moving staging area as required; and
- maintaining a staging area log.

1.16.3 Planning / Intelligence Section

Planning/Intelligence Section Chief The planning/intelligence section collects, evaluates, processes, and disseminates information for use at the incident. The section is managed by the planning/intelligence section chief. The responsibilities and duties of the planning/intelligence section chief include:

- collecting and processing incident information;
- supervising the preparation of the Incident Action Plan;
- supervising and directing unit leaders;
- reassigning out-of-service personnel already on-site to appropriate ICS positions;
- establishing information requirements and reporting schedules for planning / intelligence section units;
- determining need for any specialized resources in support of the incident;
- establishing special information collection activities as necessary or requested;

- assembling information on alternative strategies;
- providing periodic predictions on incident potential or future growth;
- reporting any significant changes in incident status;
- compiling and displaying incident status information;
- overseeing preparation and implementation of incident demobilization plan; and
- ensuring that a planning/intelligence section log is maintained.

Resources Unit This unit is responsible for maintaining the status of all assigned resources at the incident by overseeing the check-in of all resources, maintaining a status-keeping system that indicates current location and status of all resources, and maintaining a master list of all resources. The resources unit is supervised by a unit leader. The responsibilities and duties of the resources unit leader include:

- coordinating check-in function with staging area manager/supervisor;
- preparing and maintaining a display that includes resource availability and assignment;
- confirming dispatch and estimated time of arrival of incoming resources;
- supervising and assigning specific duties to personnel assigned to the Resources Unit;
- maintaining a master roster of all resources checked-in at the incident; and
- maintaining a resources unit log.

Situation Unit The collection, processing, and organizing of all incident information takes place within the situation unit. The situation unit prepares incident maps, incident intelligence, and future projections of incident growth, as required. The situation unit is supervised by a unit leader. Responsibilities and duties of the situation unit leader include:

- supervising and assigning specific duties to personnel assigned to the Situation Unit;
- collecting and analyzing incident information;
- preparing, posting, and disseminating situation status information;
- preparing periodic predictions or as requested;
- preparing an incident status summary form;
- providing photographic services and maps as required; and
- maintaining a situation unit log.

Documentation Unit The documentation unit is responsible for the maintenance of accurate and up-to-date incident files. Appropriate incident files will be stored for legal, analytical, and historical purposes. Duplication services are also provided by the documentation unit. The

documentation unit is supervised by a unit leader. The responsibilities and duties of the documentation unit leader include:

- supervising and assigning specific duties to personnel assigned to the documentation unit;
- organizing and maintaining accurate incident files;
- establishing and providing duplication services as necessary;
- filing of all official forms and reports;
- reviewing records for accuracy and completeness;
- providing incident documentation as requested;
- storing files for post-incident use; and
- maintaining a documentation unit log.

Demobilization Unit The demobilization unit is responsible for developing the incident demobilization plan. The demobilization unit is supervised by a unit leader. The responsibilities and duties of the demobilization unit leader include:

- supervising and assigning specific duties to personnel assigned to the demobilization unit;
- reviewing incident resource records to determine the likely size and extent of the demobilization effort;
- coordinating demobilization with agency representatives;
- developing a incident check-out process for all units;
- evaluating logistics and transportation capabilities to support demobilization;
- developing an incident demobilization plan detailing specific responsibilities and release priorities and procedures;
- preparing appropriate materials for inclusion in the demobilization plan;
- distributing the incident demobilization plan;
- ensuring that all sections understand their specific demobilization responsibilities;
- supervising execution of the incident demobilization plan;
- briefing the planning/intelligence section chief on the demobilization progress; and
- maintaining a demobilization unit log.

Technical Specialists Certain incidents or events may require the use of technical specialists who have specialized knowledge or expertise. Technical specialists may function within the planning/intelligence section or be assigned wherever their services are required. In the planning/intelligence section, technical specialists may report to the planning/intelligence section chief or a designated unit leader.

An example of a technical specialist could be an animal evacuation and care coordinator working in the EOC or a motel/lodging coordinator arranging lodging for out-of-county mutual aid and other resources.

Logistics Section Chief Incident support needs are provided by the logistics section, with the exception of air support. Based on the size, complexity of support, and the expected duration of the incident, the logistics section is divided into two distinct branches: service and support. The logistics section is managed by the logistics section chief. The responsibilities and duties of the logistics section chief include:

- managing all incident logistical needs;
- establishing the logistics section organization, based on the needs of the incident;
- supervising and directing unit leaders;
- providing logistical input to the IC in preparing the Incident Action Plan;
- identifying anticipated and known incident service and support requirements;
- requesting additional resources as needed;
- authorizing and supervising requests for additional resources; and
- ensuring that a logistics section log is maintained.

Service Branch Director The service branch director supervises the activities of the logistics service branch. The service branch includes three units: communications, medical, and food. The responsibilities and duties of the service branch director include:

- interacting with the logistics section chief to provide service in support of the incident;
- assigning specific work tasks to branch personnel;
- reviewing branch assignments and reporting status to logistics section chief;
- monitoring and inspecting progress on assigned tasks and making changes as necessary;
- resolving logistical problems reported by branch personnel; and
- ensuring that the service branch log is maintained.

Communications Unit The communications unit is responsible for developing plans for the use of incident communications equipment and facilities, installing and testing of communications equipment, supervision of the incident communications center, and the distribution and maintenance of communications equipment. The communications unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- providing information on communications capabilities and limitations;
- preparing and implementing an incident radio communications plan;
- establishing and supervising the incident communications center and message center;
- establishing telephone, computer links, and public address systems;
- establishing communications equipment distribution and maintenance locations;
- installing and testing all communications equipment;
- overseeing distribution, maintenance, and recovery of communications equipment;
- developing and activating an equipment accountability system;
- providing technical advice on system adequacy and potential equipment problems; and
- maintaining a communications unit log.

Medical Unit The medical unit develops an incident medical plan and procedures for managing medical emergencies. The unit coordinates or provides medical aid for emergency responders and assists the finance/administration Section with processing injury related claims. The medical unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- determining the level of emergency medical activities;
- acquiring and managing medical support personnel;
- preparing an incident medical plan;
- establishing procedures for handling injuries sustained by emergency responders;
- responding to requests for medical aid, medical transportation, and medical supplies;
- assisting the finance/administration Section with the processing of forms related to injuries or deaths of incident personnel; and
- maintaining a medical unit log.

Food Unit The food unit is responsible for coordinating or supplying the food needs an incident, including remote locations. The food unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- determining food and water requirements;
- determining method of feeding to best fit each facility or situation;
- establishing cooking and feeding facilities;
- obtaining necessary equipment and supplies for cooking facilities;
- ensuring that well-balanced meals are provided;
- ordering sufficient food and potable water from the supply unit;

- maintaining an inventory of food and water;
- maintaining food service areas, ensuring that all appropriate health and safety measures are being followed;
- supervising caterers, cooks, and other food unit personnel; and
- maintaining a food unit log.

Support Branch Director The support branch director supervises the activities of the logistics support branch. The support branch includes three units: supply, facilities, and ground support. Responsibilities and duties of the support branch director include:

- interacting with the logistics section chief to provide support to the incident;
- assigning specific work tasks to branch personnel;
- reviewing branch assignments and reporting status to logistics section chief;
- monitoring and inspecting progress on assigned tasks and making changes as necessary;
- resolving logistical problems reported by branch personnel; and
- ensuring that the support branch log is maintained.

Supply Unit The supply unit is responsible for ordering, receiving, processing, and storing all incident-related resources. All off-incident resources will be ordered through the supply unit, including tactical resources, support resources, and all expendable and non-expendable support supplies. The support unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- providing supplies to each of the sections;
- determining the type and amount of supplies in route;
- ordering, receiving, distributing, and storing supplies and equipment;
- responding to requests for personnel, equipment, and supplies;
- maintaining an inventory of supplies and equipment;
- servicing reusable equipment, as needed; and
- maintaining a supply unit log.

Facilities Unit The facilities unit is responsible for set up, maintenance, and demobilization of incident facilities, except the staging area. The facilities unit will also provide security services to the incident as needed. The facilities unit is managed by a unit Leader. The responsibilities and duties of the unit leader include:

- determining the need and requirements for incident facilities;
- preparing layouts of facilities;

- activating incident facilities;
- obtaining and supervising personnel to operate facilities;
- providing security services as needed;
- providing facility maintenance services, e.g., sanitation, lighting, etc.;
- demobilizing incident facilities; and
- maintaining a facilities unit log.

Ground Support Unit The ground support unit is responsible for the maintenance, service, and fueling of all mobile equipment and vehicles, except aviation resources. The ground support unit also has the responsibilities for the ground transportation of personnel, supplies, equipment, and the development of an incident traffic plan. The ground support unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- coordinating or providing support services (fueling, maintenance, and repair) for all mobile equipment and vehicles;
- ordering maintenance and repair supplies (fuel, oil, and spare parts);
- coordinating or providing support for out-of-service equipment;
- developing an incident traffic plan;
- maintaining an inventory of support and transportation vehicles;
- recording time use for all incident-assigned ground equipment;
- updating the resources unit with the location and capability of transportation vehicles;
- maintaining a transportation pool, as necessary;
- maintaining incident roadways, as necessary; and
- maintaining a ground support unit log.

1.16.4 Finance / Administration Section

Finance/Administration Section Chief The finance/administration section is responsible for managing all financial aspects of an incident. As with other sections, not all incidents will require a finance/ administration section. Only when the involved agencies have a specific need for finance/administration services should the section be activated. Finance/administration services used at an incident may include the monitoring of costs, procuring specialized equipment, contracting with a vendor, or for making cost estimates of alternative strategies. The finance/administration section is managed by the finance/administration section chief. The responsibilities and duties of the finance/administration chief include:

- managing financial aspects of an incident;
- providing financial and cost analysis information as requested;

- gathering pertinent information from responsible agencies;
- determining the need to establish and operate an incident commissary;
- ensuring that all personnel time records are accurately completed;
- ensuring that all obligation documents initiated at the incident are properly prepared and completed;
- briefing agency administrative personnel on all incident-related financial issues requiring attention or follow-up; and
- ensuring that a finance/administration section log is maintained.

Time Unit The time unit is responsible for ensuring the accurate recording of daily personnel time, compliance with specific agency time recording policies, and managing established commissary operations. Personnel time records will be collected and processed for each operational period. The time unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- determining incident requirements for time recording function;
- ensuring that daily personnel time recording documents are prepared in compliance with agency policy;
- maintaining separate logs for overtime hours;
- establishing commissary operations as needed;
- submitting cost estimate data forms to cost units as required;
- ensuring that all records are current and complete prior to demobilization;
- releasing time reports from assisting agency personnel to their respective Agency Representatives or senior officer prior to demobilization; and
- maintaining a time unit log.

Procurement Unit All financial matters pertaining to vendor contracts, leases, and fiscal agreements are managed by the procurement unit. The unit is also responsible for maintaining equipment time records. The procurement unit identifies local sources for equipment and supplies, manages all equipment and rental agreements, and processes all rental and supply fiscal document billing invoices. The procurement unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- reviewing incident needs and developing any special procedures for procuring resources;
- preparing and authorizing contracts and land use agreements;
- drafting required memoranda of understanding;
- identifying sources that can provide necessary resources;
- establishing contracts and agreements with supply vendors;

- providing coordination between the ordering manager, agency dispatch, and all other
- procurement organizations supporting the incident;
- ensuring that a system is in place which meets agency property management requirements;
- interpreting contracts and agreements;
- coordinating with the compensation/claims unit for processing claims;
- coordinating the use of impress funds, as required;
- completing final processing of contracts and sending documents for payment;
- coordinating cost data in contracts with the cost unit leader; and
- maintaining a procurement unit log.

Compensation/Claims Unit The compensation/claims unit handles any compensation-for-injury claims related to the incident. This unit oversees the completion of documents required by workers' compensation. A file of injuries and illnesses associated with the incident will be maintained and all witness statements will be obtained in writing, as possible. Close coordination with the medial unit is essential.

Additionally, the compensation/claims unit investigates all claims involving property associated with or involved in the incident. The compensation/claims unit is managed by a unit leader. The responsibilities and duties of the unit leader include:

- establishing communications with the incident safety officer, liaison officer, and medical unit leader;
- reviewing incident medical plan;
- reviewing procedures for handling claims with the procurement unit leader;
- ensuring that all unit forms are complete and routed to the appropriate agency for post-incident processing prior to demobilization; and
- maintaining a compensation/claims unit log.

Cost Unit The cost unit provides all incident cost analysis. The unit ensures proper identification of all equipment and personnel requiring payment, the recording of all cost data, analyzes and prepares estimates of incident costs, and maintains accurate records of incident costs. The cost unit is managed by a unit leader. Responsibilities and duties of the unit leader include:

- establishing cost reporting procedures;
- collecting and recording all cost data;
- developing incident cost summaries;
- preparing resources-use cost estimates for the planning/intelligence section;

- making cost-saving recommendations to finance/administration section chief; and
- maintaining a cost unit log.

2. OVERVIEW OF ALERTING, NOTIFICATION AND WARNING OPERATIONS

Alerting and warning involves the notification of emergency response personnel, as well as notifying the affected public.

The various public safety and related agencies throughout the county maintain jurisdiction and agency specific call back/contact lists. County OES maintains a list of emergency organization personnel who may be needed to staff the Emergency Operations Center (EOC).

The County OES list includes personnel who are part of each NIMS and/or SEMS function in the County EOC, as well as county technical specialists with various skills.

A primary 24 hour point of contact for initial alerting and warning for the county of San Luis Obispo is the Sheriff's Office Watch Commander.

The primary responsibility for alerting the public during an emergency depends on the type and degree of the incident. For example, local evacuations for a situation such as a wildland fire are generally the primary responsibility of law enforcement. Alerting and warning the public may be accomplished through special news releases/broadcasts, procedures such as driving up and down the streets using emergency vehicle public address systems (commonly referred to as route alerting), or possibly by use of the Emergency Alert System (EAS). Within the Diablo Canyon Emergency Planning Zone, Early Warning System sirens may also be used to alert the public of certain serious emergency situations. Part 3 of this EOP has additional information on public warning and public information.

2.1 Emergency Operations Center Call Out Lists

County EOC emergency call lists are maintained for use when an emergency or disaster affecting the County of San Luis Obispo and requires more than a "routine" public safety agency (such as police, fire, emergency medical, public works) response. The lists are only implemented when directed by a County employee who has been given authority to activate the EOC or related facilities, such as a Department Operations Center (DOC).

Contact lists are maintained by County OES. Each County OES duty officer has a Basic Activation Guide which includes call out lists.

2.2 EOC Call Out Authority

The San Luis Obispo County Emergency Services Director or his/her designee (which may include Emergency Services Coordinators) may activate the EOC call out list when a disaster occurs or threatens to occur.

One of the ways County OES may be notified of situations that may need their attention is by the Sheriff's Office Watch Commander. The Watch Command has a contact list of County OES and certain other county agency staff. In such cases, the Watch Commander provides the duty OES coordinator or other contact person with information on the incident or disaster, identifying damage sustained, current response actions, resource status, etc. Based on the information provided by the watch commander, the duty coordinator can determine what, if any, additional action needs to be taken, including additional notifications or call outs.

The call out list includes personnel who can fill needed functions should EOC activation be necessary, including various emergency management functions as needed.

2.3 County EOC Response and Coordination Action during a Disaster

2.3.1 Initial Actions

During a disaster that could overwhelm day-to-day county emergency resources, the County Emergency Operations Center (EOC) may be activated. The EOC is somewhat like a "disaster central" for large emergencies. It can be staffed by personnel such as the County Emergency Services Director, fire department representatives, Sheriff's Department, California Highway Patrol, County Health Officer, the State Office of Emergency Services, the Red Cross, public utility companies, County Public Works, and other essential personnel. A primary function of the County EOC during a disaster is to assist in coordinating general emergency response activities throughout the county.

In order to ensure effective communications, Radio Amateurs Civil Emergencies (RACES), which are well equipped and trained group of ham radio operators, provide back up communications.

During a large emergency, the use of initial emergency resources (such as fire engines and sheriff's patrol units) would be prioritized and may be used to respond to the most serious emergencies only. Through the County EOC and other centralized locations, mutual aid requests would be made to the State or other mutual aid systems for additional resources. Once these mutual aid resources respond into the county, they also will be sent to the areas of most need first.

The County EOC can be used as the central point for resource requests and damage assessment for the entire county, including incorporated cities and special districts.

One of the primary roles of the County EOC, Department Operations Centers, and related coordination centers is to receive emergency resource requests of all kinds (ambulances, fire engines, building inspectors, bulldozers, portable showers, drinking water, opening shelters, etc.) and to ensure that those requests get filled as soon as possible.

Unfortunately, there will probably not be enough resources to respond to all areas immediately after a large emergency or disaster. For this reason, command staff must prioritize which particular incidents will get the few available resources. For example, a response to a building collapsed with two people trapped and seriously injured might take priority over a single building on fire with no one in the structure.

In addition to responding to emergency situations, there may also be needs such as providing shelter, obtaining food and supplies for victims and response personnel, providing areas for vehicles and personnel to stage, and providing supporting equipment such as portable field kitchens, mobile fuel trucks, and portable toilets.

In order to determine how much damage an area has suffered, one of the first actions the County's individual emergency plans call for a damage assessment and/or safety assessment survey of affected areas. This might be done in a number of ways, including: air resources which could possibly include resources such as the Sheriff's Aero Squadron or CHP aircraft, flying over and surveying areas such as dams, highways, and critical roads, and reporting the information back to the EOC or other coordination centers; assigning public safety, public works, and related agencies to report to and/or drive through affected areas to inspect for damage and safety issues; and by receiving reports from incorporated cities and various agencies such as fire districts and/or community service district personnel.

The public would be provided information either through the media or in the cases of isolated emergencies directly by public safety or related agencies. The Emergency Alert System (EAS) may be used as a method to get word to the public through the media as quickly as practical.

Information provided would include instructions and/or precautions that may be necessary, as well as updates on the overall emergency situation. There is EAS broadcast equipment in the County EOC.

2.4 EOC Communications

The SEMS regulations state that communications and coordination shall be established between

a local government EOC, when activated, and any state or local emergency response agency having jurisdiction at an incident occurring within that local government's boundaries.

SEMS regulations also dictate that local government shall use multiagency or interagency coordination to facilitate decisions for overall local government level emergency response activities.

Within the San Luis Obispo County Operational Area, the coordination efforts involve a dual role for the County EOC. As the County EOC, communications and coordination with and between county and related agency resources in the field and other locations takes place. As the Operational Area EOC, communications and coordination takes place with other jurisdictions and agencies, such as city EOCs, city Public Safety Answering Points (police/fire dispatch centers), County Office of Education, and other entities as needed.

Communications between agencies and jurisdictions includes direct radio contact, dedicated telephone lines, mobile radios, and a system provided by the Radio Amateurs Civil Emergency Services (RACES). There is also a satellite communications system which allows contact between the Operation Area EOC and Cal OES, as well as other locations throughout the state.

In addition to other communications channels, this interaction can include the use of San Luis Obispo's County WebEOC as well as Cal OES' WebEOC (which they reference as CalEOC). WebEOC is an emergency management software system used for emergency management coordination.

A vital part of responding to any type of emergency is the ability to communicate between various jurisdictions, agencies, and emergency responders. After an incident such as an earthquake, normal communications such as telephone service may be disrupted and surviving radio systems may be overloaded. As a result, and in order to enhance existing communications, the county is fortunate to have the services of the Radio Amateurs in Civil Emergencies (RACES) organization.

RACES is made up of a dedicated group of ham operators who can provide radio service to literally any location, jurisdiction, or entity in the county. RACES also has communications capabilities to Sacramento, as well as other areas, which allows contact with the Cal OES State Warning Center near Sacramento.

An integral part of the County's emergency response system includes the members of the County IT Communications Division. Representatives of County Communications, AT&T, and RACES staff positions at the County EOC to ensure the best possible use of communications throughout the county.

2.5 Field Response Overview

Within the County of San Luis Obispo, the Incident Command System is commonly used on many incidents. When San Luis Obispo County has jurisdiction over a multiple agency incident, emergency responders also use the Incident Command System (ICS). Additionally, the principles of ICS will be used even for those incidents that begin as a single discipline response (i.e., all fire or all law enforcement). Often the single discipline incident expands to a multi-discipline incident, which does the use of ICS. During multi-agency incidents in San Luis Obispo County, field responders use the principles of Unified Command to the extent possible.

In order for ICS to be used at all incidents, the first emergency responder on scene who has single discipline management responsibility will generally take the following basic actions:

- establish the Incident Command Post (ICP);
- size up the incident;
- determine the ICS organizational elements required;
- request additional resources necessary to mitigate the incident;
- delegate authority within the ICS organizational structure; and
- develop the Incident Action Plan, incorporating the incident objectives and strategies.

By taking these basic actions, the change from a one-person response to a 25-250 person response involves no change in the management system. The built-in capability for modular development helps to shape the organization based on the functional needs of the incident.

2.6 Unified Command

The Unified Command concept is used at multi-agency incidents within San Luis Obispo County when there is more than one jurisdiction with incident command authority. Unified Command is a procedure which allows all agencies with geographical or functional responsibility to establish together a common set of incident objectives and strategies, and a single Incident Action Plan. In some specific instances such as oil spills, military aircraft incidents and large regional floods, the Incident Commander may be from a state or federal agency. With those possible exceptions, state and federal agencies with a field response function would be represented in the Unified Command.

Under Unified Command, a single Operations Chief generally has the responsibility for implementing and managing the operations portion of the Incident Action Plan.

The use of Unified Command ensures a coordinated multi-agency response. Unified Command

procedures assure that agencies retain individual responsibility, authority, and accountability. Unified Command is highly flexible. As the incident changes over time with different disciplines moving into primary roles, the Unified Command structure and personnel assignments can change to meet the need. The primary features of a Unified Command incident organization include:

- a single integrated incident organization;
- co-located and shared facilities;
- a single planning process and Incident Action Plan;
- shared planning, logistical, and finance/administration operations; and
- a coordinated process for resource ordering.

Additionally, there are several advantages to using Unified Command during multi-agency or multi-jurisdictional incidents. These advantages include:

- a single set of objectives are developed for the entire incident period;
- a collective approach is made in developing strategies to achieve incident objectives and goals;
- information flow and coordination is improved between all jurisdictions and agencies involved in the incident;
- no agency's authority or legal requirements will be compromised or neglected;
- each agency is fully aware of the plans, actions, and constraints of all other agencies; and
- the combined efforts of all agencies are optimized as they perform their respective assignments under a single Incident Action Plan.

2.7 Incident Action Plans

The Incident Action Plan is developed generally for a specific time period and contains objectives for overall incident strategy, specific tactical actions, and supporting information.

It is important that incidents that will go on for a long period of time have some form of an Incident Action Plan. The plan is developed around a specified duration of time called an operational period, and states the objectives to be achieved and describe the strategy, tactics, resources, and support required to achieve the objectives within the time frame. Generally, the length of the operational period is determined by the length of time needed to achieve the objectives.

The plan may be oral or written. Small incidents with only a few assigned resources may have a very simple plan which may not be written. Small incidents do not require elaborate Incident

Action Plans. Most simple, short-term, and single agency incidents do not require written Incident Action Plans. As incidents become larger, or require multi-agency involvement, the action plan should be written.

Incident Action Plans will vary in content and form depending upon the kind and size of the incident. ICS provides for the use of a systematic planning process, and provides forms and formats for developing the Incident Action Plan. The general guideline for use of a written versus a verbal action plan is when:

- two or more jurisdictions are involved;
- a number of organizational elements have been activated;
- the incident continues into another planning or operational period; and
- required by agency policy.

For multi-agency incidents being run under a Unified Command, the Incident Action Plans should be written. This provides all agencies with a clear set of objectives, actions, and assignments. It also provides the organizational structure and the communications plan required to manage the incident effectively under Unified Command.

There is no single format which will fit all situations. Several ICS forms are appropriate for use in Incident Action Plans (IAP). IAPs have four main elements that should be included:

- **Objectives** - Statement of what is expected to be achieved. Objectives must be measurable.
- **Organization** - Describes what elements of the ICS organization will be in place for the next Operational Period.
- **Tactics and Assignments** - Describes tactics and control operations, including what resources will be assigned. Resource assignments are often done by Division or Group.
- **Supporting Material** - Examples could include a map of the incident, a communications plan, medical plan, a traffic plan, weather data, special precautions, and a safety message.

2.8 Field Coordination with the San Luis Obispo County EOC

The field response level and local government level ("field" and "local" as being defined by SEMS) interact via direct communications between field personnel and the local government's EOC (during activation), Public Safety Answering Point (PSAP) communications center (a PSAP is the center many people refer to as the "9-1-1" center or police/fire dispatch center. It is the location in a jurisdiction where 9-1-1 calls are received and public safety agency resources are dispatched and otherwise coordinated), or other coordination centers, such as the Cal/County

Fire Emergency Command Center. PSAPs also serves as the 24 hour contact point for jurisdictions). Within each jurisdiction additional communication is made between field response staff and Department Operations Centers (DOC), when DOCs are activated.

Once the coordination and communications links identified above occur between field and local levels, local EOCs, PSAPs, or DOCs in turn communicate with their Interagency Coordination (IAC) representative at the Operational Area level. City and district fire agencies communicate with County Fire as the fire IAC, law enforcement agencies communicate with the County Sheriff's Department, and other functions communicate with the County EOC or County OA/DOC. In addition to County Fire's normal communications and coordination functions that occur at their Emergency Command Center (ECC) located at fire headquarters, and the Sheriff's Department PSAP communications and coordination center, County Fire and the Sheriff's Department have IAC liaisons at the County EOC. These disciplines' OA Coordinators in turn are in direct communications with the County EOC, or depending on specific incidents or situations, other communications and/or coordination centers.

In addition to other Operational Area members and disciplines, the San Luis Obispo County field response organizations have communications and reporting capabilities with the San Luis Obispo County Emergency Operations Center (EOC) using various procedures. This can be through their normal department channels, such as a communications center for County Public Works, which in turn is in communications with liaison or agency representatives in the Operations Section of the EOC, or Sheriff's Office PSAP. Another process is field personnel contact their respective Department Operations Centers, which are then in contact with the EOC. There are a number of DOCs or similar facility throughout the San Luis Obispo County Operational Area which are set up to communicate and coordinate with the County EOC. These include the County Health Agency DOC, County Office of Education, American Red Cross San Luis Obispo Chapter, Southern California Gas Company, AT&T, Pacific Gas and Electric Company, and County Public Works.

In general, when the EOC is activated, a jurisdiction with Incident Command authority may coordinate directly with the EOC's liaison function or Operations Section Chief, or through their respective Operational Area Coordinator disciplines.

Such communications may occur thru standard channels such as radios or via dedicated means including a direct connected phone system linking the cities, Cal Poly, and the County EOC.

In addition to other communications channels, this interaction can include the use of San Luis Obispo's County WebEOC as well as Cal OES' WebEOC (which they reference as CalEOC). WebEOC is an emergency management software system used for emergency management coordination.

2.9 Extended Response Coordination

In order to effectively coordinate response operations for certain emergencies, it may be necessary to support field and related operations for an extended amount of time, with an increased number of resources. Such extended response operations are addressed in the following part of this plan (Part 3).