



# County of Yolo Emergency Operations Plan

Yolo County OES

## LETTER OF PROMULGATION

Approval Date: [Insert Approval Date Here]

Preserving life, property, and the environment is an inherent responsibility of the local, state, and Federal governments. Yolo County, in cooperation with the cities of West Sacramento, Davis, Woodland, Winters, and special districts, has prepared this emergency operations plan to ensure the effective and economical allocation of resources to protect people and property during an emergency or disaster.

While no plan can prevent death and destruction, good plans by knowledgeable and well-trained personnel can minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies and general procedures, and coordinates the planning efforts of the various emergency staff and service elements using the Standardized Emergency Management System.

This plan aims to incorporate and coordinate facilities and personnel of the County and Operational Area member jurisdictions into an efficient organization capable of effectively responding to any emergency.

This emergency operations plan is an extension of the California State Emergency Plan. It will be reviewed, assessed, and revised to meet the changing conditions.

The Yolo County Board of Supervisors extends its full support for this plan and urges officials, employees, and citizens—individually and collectively—to do their share in the total emergency effort of Yolo County.

This letter promulgates the Yolo County Emergency Operations Plan. It constitutes adopting the Yolo County Emergency Operations Plan and the Standardized Emergency Management System by Yolo County. This emergency operations plan becomes effective upon approval by the Yolo County Board of Supervisors.

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## PLAN CONCURRENCE

The following list of signatures documents each member of the Board of Supervisors' concurrence and receipt of the 2024 County of Yolo Emergency Operations Plan. As needed, revisions will be submitted to the Yolo Office of Emergency Services.

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Board Member, District 1 Date

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Board Member, District 2 Date

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Board Member, District 3 Date

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Board Member, District 4 Date

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Board Member, District 5 Date

## RECORD OF CHANGES

All updates and revisions to the plan will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Version Number	Implemented By	Revision Date	Approved By	Approval Date	Description of Change
1.0	Yolo OES	12/01/2018			Initial Draft
2.0	Yolo OES	11/2023			Update/Rewrite
3.0	Yolo OES	1/2024			Review/Comment Phase

## DISTRIBUTION

The Yolo County OES prepares, coordinates, publishes, and distributes the EOP and its revisions. The EOP is distributed to the County departments/agencies, incorporated cities, and special districts in the Operational Area identified in Table 1-1. The EOP is available to other external organizations upon request and can be accessed on the County Emergency web page.

**Table 1-1**

County Departments/Agencies	Cities/Tribal	Special Districts and Others
County Administrator	West Sacramento	Yolo County Office of Education
County Counsel	Woodland	Yolo Bus
District Attorney's Office	Davis	University of Davis
Rural Fire Departments	Winters	American Red Cross
General Services	Yocha DeHe Winton Nation	Water Districts
Health and Human Services Agency		Reclamation Districts
Human Resource Department		California Office of Emergency Services
Information Technology Department		Yolo County Resource Conservation District
Library		Yolo County Flood Control and Water District
Public Defenders Office		Yolo Emergency Communication Agency
Community Works Department		
Sheriff's Office		

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## INTRODUCTION

The Yolo County Office of Emergency Services (OES) is managed by the County Administrator Office, which is committed to its mission of preparing Yolo County to respond efficiently and effectively to emergencies, minimize loss of lives and destruction of property, environmental damage, and ensure the continuity of government services.

The Yolo County Emergency Operations Plan (EOP) provides an overview of the jurisdiction's approach to emergency operations. It identifies emergency response policies, describes the response and recovery organization, and assigns specific roles and responsibilities to County departments, agencies, and community partners. The EOP has the flexibility to be used for all emergencies and will facilitate response and recovery activities efficiently and effectively. This section of the EOP describes the EOP's intended audience, the method of distribution, the approval process, and its applicability to other plans.

### INTENDED AUDIENCE

The intended audience of this EOP consists of Yolo County departments, elected County officials, and representatives of private corporations and nongovernmental organizations (NGOs) responsible for staffing positions in the County Emergency Operations Center (EOC). This plan is also a reference for managers from other local governments in the Operational Area, the State and Federal government, and other interested public members.

### PROMULGATION AND APPROVAL

This EOP has been reviewed by each department assigned a primary function in the County's emergency management organization, as defined in this EOP. An approved EOP gives organizations the authority and responsibility to perform their tasks. It formalizes their responsibilities regarding preparing and maintaining their procedures/guidelines that commit them to carry out the training, exercises, and plan maintenance necessary to support EOP. Concurrence regarding details contained in the EOP is documented using the concurrence agreement, which is included in the Preface of this EOP. A signature from the designated head of each department confirms that the department has read the EOP and that there are no conflicts within the content at the time of publishing. Upon review and written concurrence by departments/agencies, the EOP is sent to the Cal OES and then to the Yolo County Disaster Service Council for review and approval. Upon approval by the Council, the EOP is officially adopted and promulgated by the County Board of Supervisors. A promulgation letter is in the preface of this plan, which validates the County's concepts, roles and responsibilities, and emergency management system.

### AUTHORITIES

The following authorities and references provide direction and guidance for conducting emergency operations by Yolo County.

#### **Yolo County Authorities**

The following policies stand as authorities directing the Yolo County emergency management program:

- County of Yolo Administrative Code
- County of Yolo Resolution
- County of Yolo, Agreement for Participation in Yolo County Operational Area

### **State of California Authorities**

The following State of California plans and policies stand as authorities directing the Yolo County emergency management program:

- California Emergency Services Act, Government Code section 8550 *et seq.*
- State of California Emergency Plan (SEP), State of California, Cal OES, 2009
- Standardized Emergency Management System (SEMS): California Code of Regulations (CCR), Title 19, Division 2, Chapter 1
- California State Emergency Plan
- Disaster Assistance Act Regulations: CCR, Title 19, Division 2, Chapter 6
- Orders and Regulations that the Governor may selectively promulgate during a State of Emergency
- Orders and Regulations that the Governor may selectively promulgate during a State of War Emergency
- California Disaster and Civil Defense Master Mutual Aid Agreement
- Media Access Regulations: California Penal Code section 409.5

### **Federal Authorities**

The following Federal plans and policies stand as authorities directing the Yolo County emergency management program:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 United States Code (U.S.C.) section 5121 *et seq.*, and Related Authorities)
- Federal Disaster Relief Regulations: Title 44 of the Code of Federal Regulations (CFR) Part 206
- Individual Assistance (44 CFR section 206.101 *et seq.*)
- Public Project Assistance (44 CFR section 206.200 *et seq.*)
- Hazard Mitigation (44 CFR section 206.430 *et seq.*)
- National Incident Management System (NIMS)
- Homeland Security Presidential Directive (HSPD) 5, Management of Domestic Incidents
- Presidential Policy Directive 8, National Preparedness

- HSPD 21, Public Health and Medical Preparedness

## **CULTURALLY DIVERSE COMMUNITIES, ACCESS & FUNCTIONAL NEEDS POPULATIONS, AND EQUITY**

Yolo County is committed to integrating cultural competence and ensuring considerations are made for those with access & functional needs (AFN) at every stage of the emergency management process. Part of each leader's responsibility within the emergency management organization is to reflect and integrate the needs of diverse AFN populations within the County. Additionally, to avoid disproportionate impacts on the vulnerable populations. For EOP purposes, this population consists of individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency, older adults, children, people living in institutionalized settings, or those who come from a low-income background, homeless, or transportation disadvantaged, including those who are dependent on public transit or those who are pregnant. In addition, the County maintains compliance with the Americans with Disabilities Act (ADA) of 1990(42 U.S.C. section 12101 *et seq.*)

AFN populations and those in culturally diverse communities may have additional needs before, during, and after an incident in functional areas, including communication, medical care, maintaining independence, supervision, and transportation during evacuation and sheltering needs. Engagement and access to communications, which includes the integration of interpreters and translators, outreach techniques used to educate and prepare community members for emergencies or disasters, and mitigation, prevention, and preparedness information using culturally appropriate resources, should be used at every stage of the process.

To provide the best service to our community members during a disaster, the County follows the guidelines below:

- The County will make every reasonable effort to see that culturally diverse community members and those with a disability can access services or facilities provided by Yolo County during an emergency or disaster.
- Yolo County will not exclude or deny benefits to special populations or those with disabilities.
- Yolo County will work to accommodate diverse AFN populations in the most integrated setting appropriate to their needs.
- Yolo County will attempt to house AFN populations with their families, friends, and/or neighbors when in shelters in the most inclusive manner available. When available, designated shelters shall be ADA-compliant or compliant with modifications that are fully accessible to all occupants.
- Allowing access to shelters for those individuals with access or functional needs will not depend on the individual having a personal care attendant.

- Yolo County will provide emergency communications to integrate interpreters, translators, and assistive technology when possible.

Equity, as defined by FEMA, means treating all individuals fairly and impartially, including underserved communities of color, LGBTQ+ individuals, persons with disabilities, those who may face discrimination based on religion or national origin, and those living in rural areas who have been historically denied equal opportunities to participate in economic, social, and civic aspects of life. Yolo County has adopted FEMA’s definition of equity, recognizing that historically marginalized communities and individuals often face greater burdens from systemic injustices and disparities and that these challenges are further amplified during times of disaster. To ensure equity is integrated into its strategic planning, goals and priorities, programs and activities, and foundational documents and processes, Yolo County has created two working groups, Access and Functional Needs and Cultural Diversity. The working group’s purpose is to identify and address any disparities or inequities within the organization’s operations and develop strategies and recommendations for promoting greater equity and diversity.

### EOP ANNEXES AND OTHER EMERGENCY PLANS

The EOP consists of a basic plan and several annexes, each dedicated to a specific function, hazard, threat, or incident. These annexes are directly applicable to and consistent with the overarching concepts described within the EOP. A list of the EOP annexes and the agency responsible for maintaining each can be found below.

**Table 1-2**

Annex	Topics	Responsible Agency
ESF #1	Transportation	Yolo County Community Services, Public Works Division
ESF #2	Emergency Communication	Yolo County OES, Yolo County Emergency Community Agency
ESF #3	Public Works and Engineering	Yolo County Community Services, Public Works Division
ESF #4	Firefighting	OES Fire and Rescue OA Coordinator
ESF #5	Emergency Management	Yolo County OES
ESF #6	Mass Care and Sheltering	Yolo County Health and Human Services
ESF #7	Logistics and Resources	Yolo County OES
ESF #8	Public Health	Yolo County Health and Human Services
ESF #10	Hazardous Materials	Yolo County Environmental Health Division & OA Fire Coordinators
ESF #11	Food and Agriculture	Yolo County Agriculture Commissioner

<b>ESF #12</b>	Utilities	Yolo County Community Services, Public Works Division
<b>ESF #13</b>	Law Enforcement	Yolo County Sheriff's Office
<b>ESF # 14</b>	Recovery	Currently Writing
<b>ESF #17</b>	Volunteer and Donations Management	Need to Identify
<b>ESF #18</b>	Cyber Security	Yolo County Innovation and Technology Services
<b>Support Annex</b>	Alert and Warning	Yolo County OES
<b>Support Annex</b>	Animal Services	Yolo County Animal Services
<b>Support Annex</b>	Evacuation	Yolo County Sheriff's Office

In addition to the annexes, several other emergency plans have been developed by agencies and departments within Yolo County. While not formally considered annexes to the EOP, these plans support the annexes by providing further specificity, guidance, and direction, often at the field level.

Furthermore, each city in the County has an EOP. While not directly linked to the County EOP, each city EOP should maintain consistency with the concepts and structures defined by the County's plan. To ensure consistency of disaster response efforts throughout the operational area, the Yolo County Office of Emergency Services (OES) periodically reviews local government EOPs.

## **PURPOSE, PRIORITIES, SCOPE, SITUATION, AND ASSUMPTIONS**

### **PURPOSE**

The EOP aims to establish the foundational policies and procedures that define how Yolo County will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. It describes the emergency management organization and how it is activated. Additionally, it addresses the following issues:

- Identifies the respective departments and agencies designated to perform response and recovery activities and specifies their roles and responsibilities.
- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated.
- Describes the system used to coordinate the request for and integration of resources and services available to the County during disastrous situations.
- Specifies the coordination and communications procedures and systems that will be relied upon to alert, notify, recall, and dispatch emergency response personnel, warn the public, and protect residents and property.

- Provides instructions and provisions for implementing Management Action Agreements
- Identifies supporting plans and procedures applicable to the EOP.
- Provides for the continuity of government during emergencies.
- Describes the emergency management organization and transition of priorities and objectives to address post-disaster recovery considerations.

## PRIORITIES

The following overarching operational priorities govern resource allocation and response strategy for Yolo County during an emergency or disaster:

- **Save Lives** – The preservation of life is the top priority of emergency managers and first responders and takes precedence over all other considerations.
- **Protect Health and Safety** – Measures should be taken to mitigate the emergency's impact on public health and safety.
- **Protect Property** – All reasonable efforts must be made to protect public and private property and resources, including critical infrastructure, from damage during and after an emergency.
- **Preserve the Environment** – All possible efforts must be made to protect California's environment from damage during an emergency.

Yolo County acknowledges that caring for AFN and culturally diverse populations often presents unique challenges that may impact each priority listed above. Often, their needs make such individuals more vulnerable to harm. Protecting these populations is a high priority of Yolo County during and after an emergency or disaster.

## SCOPE

The EOP addresses the entire spectrum of contingencies, ranging from minor incidents to large-scale disasters. Each department and agency must be prepared to respond to any foreseeable emergency promptly and effectively, taking all appropriate actions. The plan applies to all Yolo County Emergency Management Organization elements during all phases of emergency management.

## SITUATION OVERVIEW

Yolo County was one of the original 27 counties created when California became a State in 1850. "Yolo" is derived from the native Poewin Indian word "yo-loy," meaning "abounding in the rushes." Other historians believe it to be the name of the Indian chief, Yodo, or the Indian village of Yodoi.

Yolo County is in the rich agricultural regions of California's Central Valley and the Sacramento River Delta. It is directly west of Sacramento, the State Capital of California, and northeast of the Bay Area counties of Solano and Napa (see Figure 1-1). The eastern two-thirds of the county consists of flat plains and basins. The western third comprises rolling terraces and steep uplands for dry-farmed grain and range. The elevation ranges from slightly below sea level near



the Sacramento River around Clarksburg to 3,000 feet along the ridge of the western mountains. Putah Creek descends from Lake Berryessa, offering fishing and camping opportunities, and drifts through the arboretum of the University of California at Davis. Cache Creek, flowing from Clear Lake, offers class II-III rapids for white water rafting and kayaking. Bordering counties are as follows:

- Northeast: Sutter County
- Southeast: Sacramento County
- South: Solano County
- Southwest: Napa County
- North: Colusa County
- Northwest: Lake County

The Central Valley climate can be described as Mediterranean. During the hot, dry, sunny summers, temperatures can exceed 100 degrees Fahrenheit on some days; however, more often, summer temperatures are in the low 90s. The Sacramento River Delta breeze usually cools overnight temperatures into the 60s. Spring and fall have some of the most pleasant weather in the state. The rainy season typically runs from late fall through early spring, and the fog season lasts from November through March. The average annual rainfall is about 17 inches.



Figure 1-1: Location of Yolo County in California

Yolo County is a general law county, which means that the Board of Supervisors is elected by district and that principal officers of the County are regulated by statutes that assign their duties.

The county's total is 653,549 acres (or 1,021 square miles). This includes the incorporated area (the cities of Davis, West Sacramento, Winters, and Woodland), which totals 32,325 acres, and the unincorporated area, which totals 621,224 acres. Yolo County's proximity to Sacramento International Airport, as well as two major interstate highways, places it within a significant transportation hub of the state. See Figure 1-2 for a map of Yolo County.

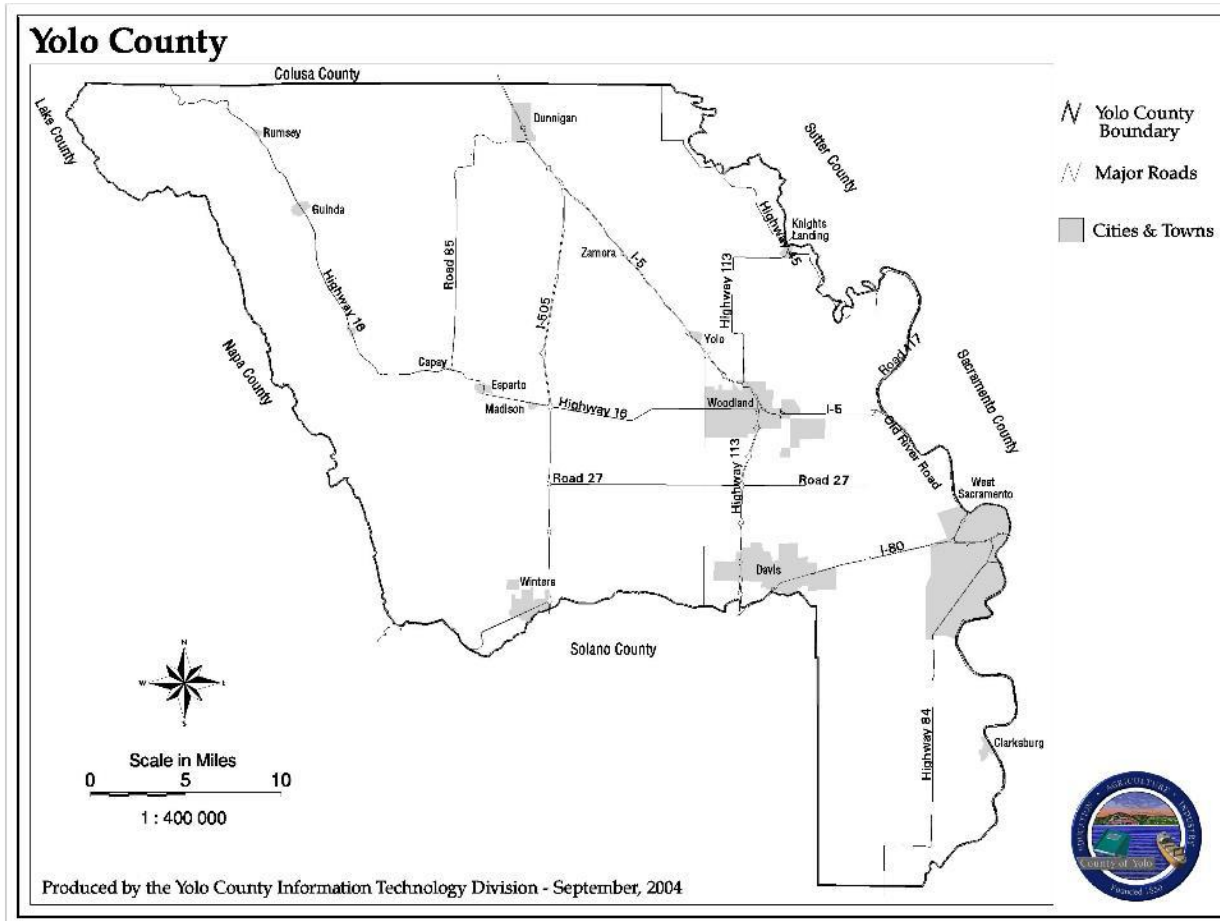


Figure 1-2: Map of Yolo County

The four cities have independent land use authority from the County. The unincorporated county contains several communities, including Capay, Clarksburg, Dunningan, Esparto, Guinda, Knights Landing, Madison, Monument Hills, Rumsey, Yolo, and Zamora. All these unincorporated communities are under the jurisdiction of Yolo County.

Other entities within Yolo County have their own land use and related authority. These include the University of California Davis (UC Davis), the Yocha Dehe Wintun Nation, and, in some circumstances, the various school districts.

Established as the University Farm in 1906 and as a formal University in 1959, UC Davis is the largest campus in the UC system, spanning over 5,500 acres in Davis. The university is known for its agriculture, arts, humanities, life sciences, health sciences, veterinarian, and engineering programs. Although the University is not subject to this General Plan, it is located within the unincorporated area, and its resident student population and on-campus housing are factored into County policy.

Yocha Dehe Wintun Nation is the only federally recognized tribe with landholdings in Yolo County. The Yocha Dehe Wintun Nation operates the Cache Creek Casino Resort in western Yolo County and has become the County's largest private employer. Tribal trust lands are administered by the U.S. Department of the Interior, Bureau of Indian Affairs, and are not subject to County jurisdiction.

The Housing Authority of Yolo County (YCH) is an independent organization whose board of directors is appointed by the Yolo County Board of Supervisors. It receives funding from various public and private sources to provide affordable housing and social programs for the County. The YCH owns and manages 431 conventional housing apartments and 301 migrant farm worker units.<sup>1</sup>

Yolo County departments are responsible for providing a wide array of services to the unincorporated areas of Yolo County and within municipalities. Departments are managed by elected officials or appointed directors responsible for administering local programs and services, per applicable state law and county regulations. Many county departments are further subdivided into divisions, offices, and programs, which provide specific services to the public.

**The following is a list of Yolo County departments:**

- Agriculture Weights & Measure
- Assessor/Clerk-Recorder/Elections
- County Administrator
- Community Services
  - Environmental Health
  - Fleet Services
  - Integrated Waste Management
  - Planning
  - Public Works
- County Counsel
- District Attorney
- Financial Services
- General Services
  - Facilities
  - Parks
- Health and Human Services

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<sup>1</sup> Yolo County Housing (2023). FY Annual Agency Plan. Retrieved from Transparency & Accountability page <[ych.ca.gov/about-us/#transparency](http://ych.ca.gov/about-us/#transparency)>

- Public Health
- Child, Youth & Family
- Adult & Aging
- Service Center
- Human Resources
- Library
- Office of Emergency Services
- Probation
- Public Defender
- Public Guardian
- Sheriff-Coroners

**The following is a list of special districts in Yolo County.**

- Knights Landing Ridge Drainage District
- Dunnigan Water District
- Esparto Community Service District
- Madison Community Service District
- Knights Landing Community Services District
- Cacheville Community Services District
- North Davis Meadows CSA
- Dunnigan County Service Area
- El Macero County Service Area
- Garcia Bend County Service Area
- North Davis Meadows County Service Area
- Wild Wings County Service Area
- Snowball County Service Area
- Willowbank County Service Area
- Colusa Basin Drainage District (also in Colusa County)
- Yolo County Flood Control & Water Conservation District
- Yolo County Resource Conservation District
- Yolo County Transportation District

- Reclamation Districts 108 (also in Colusa County), 150, 1600, 2035, 2068 (also in Solano County), 2093 (also in Solano County), 307, 537, 730, 765, 785, 787, 827, 999 (also in Sacramento County)
- Sacramento River Westside Levee District (also in Colusa County)
- Yolo County Fire Districts (see below)
- Yolo County School Districts (see Section 1.4.5)
- Yolo County Cemetery Districts
- Capay Cemetery
- Cottonwood Cemetery
- Davis Cemetery
- Knights Landing Cemetery
- Mary's Cemetery
- Winters Cemetery
- Solano Air Quality Management District (not in Yolo County)
- Napa-Solano-Yolo-Marin County Public Health Laboratory (not in Yolo County)
- Woodland-Davis Clean Water Agency
- Sacramento Regional County Sanitation District (also in Sacramento and Placer Counties)

**Fire Districts**

- University of California, Davis
- Elkhorn
- Clarksburg
- No Mans Land
- Capay Valley
- Dunnigan Madison
- West Sacramento
- Woodland/ Springlake
- Esparto
- Yolo
- Winters
- Willow Oak

- West Plainfield
- Davis/ East Davis
- Zamora
- Knights Landing

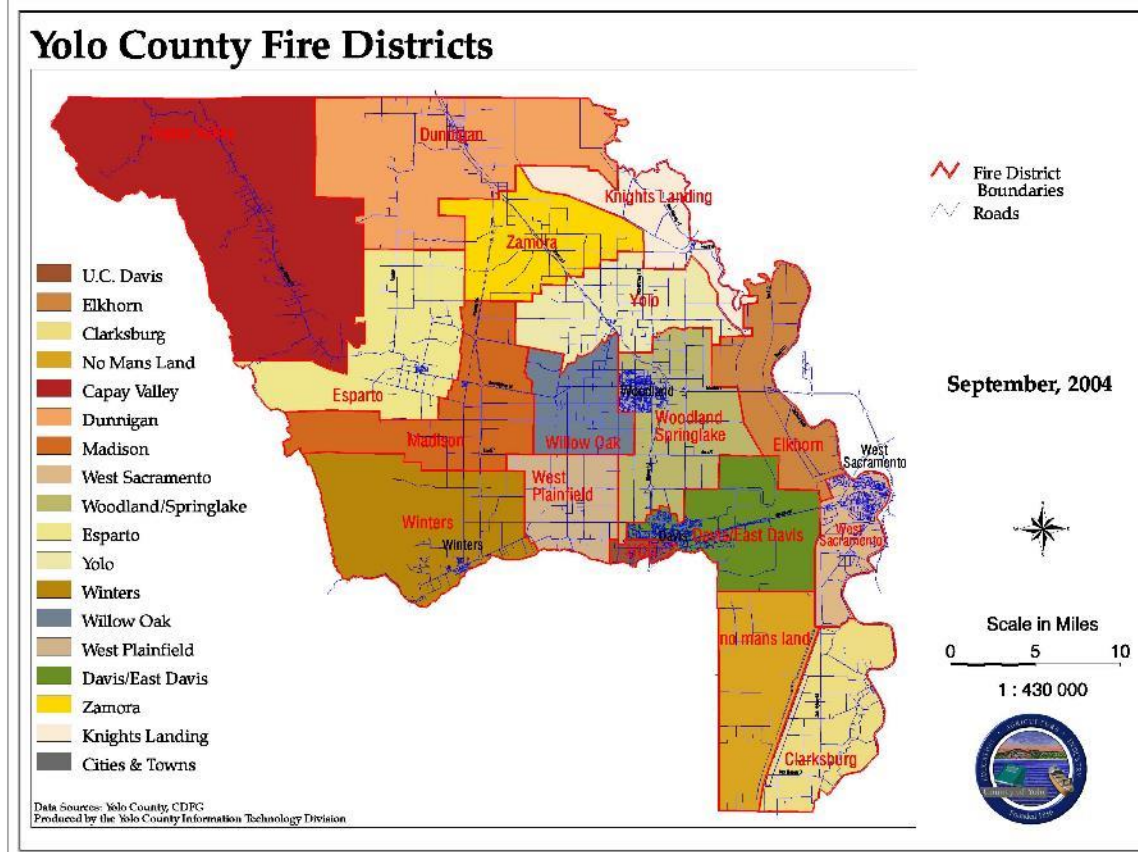


Figure 1-3: Yolo County Fire Protection Districts

### **Parks & Recreation**

In addition to parks operated and maintained by the four cities, the County of Yolo also provides regional recreational sites at various locations, including:

- Cache Creek Canyon
- Camp Haswell
- Vernon A. Nichols Park
- Knights Landing Boat Launch
- Esparto Community Park
- Elkhorn Regional Park
- Putah Creek Fishing Access

- Grasslands Regional Park
- Clarksburg Boat Launch
- Gibson Historical Museum

### HAZARD ANALYSIS SUMMARY

Yolo County is at risk from a variety of potential hazards: natural, technological, and human conflict related. Many of these hazards, under the right circumstances, could result in a disastrous impact to the county. Analysis and ranking were completed in our 2023 Hazard Mitigation Plan, and the following rankings were established. For a detailed review of each hazard please see Yolo County Hazard Mitigation Plan Update 2023.

**Table 1-3: 2023 Yolo County Operational Area Hazard Rankings**

Ranking	Hazard	Risk Score	Degree of Risk	Severity
1	Levee Failure	12.0	High	High
2	Wildfire	10.94	High	Moderate
3	Drought	8.81	Moderate	Moderate
4	Severe Weather: Extreme Heat	7.75	Moderate	High
5	Flooding	7.38	Moderate	High
6	Severe Weather: High Wind	6.5	Possible	High
7	Dam Failure	5.25	Possible	High
8	Severe Weather: Freeze	4.56	Possible	High
9	Earthquake	3.63	Negligible	Possible
10	Land Subsidence	1.75	Negligible	Possible
11	Landslide	1.56	Negligible	Possible
12	Severe Weather: Fog	0	Negligible	Possible
13	Severe Weather: Tornado	0	Negligible	Possible
14	Volcano	0	Negligible	Possible

**Table 1-4: Yolo County – Technological and Human-Caused Hazards**

Hazard	Impact
Epidemic/Pandemic	Some outbreaks that have occurred in Yolo County include Norovirus, Pertussis, Measles (UC Davis 2014), COVID-19, and a small number of cases of malaria, dengue fever, legionnaire’s disease, and typhoid have been found in Yolo County.
Hazmat Incidents: Radiological Incidents	The only operating nuclear plant in California is the Diablo Canyon Nuclear Power in San Luis Obispo County, over 300 miles away which is outside the Emergency Planning Zone and the Ingestion Pathway Zone for Diablo Canyon. Rancho Seco Nuclear Generating Station in Sacramento closed in 1989 but is still undergoing decommissioning as it still has spent fuel onsite.
Hazmat Incidents: Chemical Incidents	There have been no major chemical incidents in Yolo County, however due to several incidents around the area in surrounding Sacramento County, these incidents can affect residents in Yolo who live near or work in Sacramento County.



Hazmat Incidents: Biological Incidents	There have been no recorded hazmat biological incidents in and around Yolo County.
Transportation Accidents: Vehicle Accidents	There are several major highways in Yolo County including Interstate 5, Interstate 80, State Highway 113, 16, and 84. multi-vehicle accidents would overwhelm responding units and cause multi-jurisdictional response.
Transportation Accidents: Train Accidents	There are Class 1 railroads in Yolo County, with Amtrak and Burlington Northern and Santa Fe (BNSF) railroads operating on the Union Pacific (UP) owned line. There are no Class 2 railroads that operate in Yolo County. Two Class 3 railroads operate in Yolo County: the Sierra Northern Railway and the California Northern Railroad. There have been no major train accidents in Yolo County, with the last train derailment occurring in 1894.
Transportation Accidents: Airplane Accidents	There are several airports and heliports in Yolo County, though none of them serve commercial flights. Sacramento International Airport is located approximately one mile east of the Yolo County border and have several flight paths over Yolo County. Aviation accidents that have occurred over the years in Yolo County have been due to agricultural planes, like crop dusters, or personal plane issues, such as engine failure.
Transportation Accidents: Ship Accidents	Yolo County has two navigable waterways where large vessels can be found: the Sacramento River and the Sacramento Deepwater Ship Channel. The Deepwater Ship Channel connects the lower Sacramento River to the Port of West Sacramento. The only potential impacts from a ship incident in the Deepwater Ship Channel would be environmental damage due to excess ballast water or elements of the fueling system being released into the water.
Power/Utility Failure	Numerous gas pipelines, and gas and oil storage facilities, exist in and around Yolo County.
Communications/IT Failure	A few instances of Comcast and fiber-optic lines being cut in 2015 interrupted service to thousands of customers and residents.
Terrorism	There have been several terrorist incidents and threats in Yolo County and the surrounding areas of Sacramento, the latest being in 2017.
Cybersecurity	This is a new hazard that appeared on jurisdictional hazard vulnerability assessments. There has been an effort to prepare for cybersecurity incidences throughout the County, including increasing awareness and education on cybersecurity threats.
Civil Disturbance	The primary concern for Yolo County is the University of California Davis and large events that occur on the campus, as well as protests that have previously occurred there. Civil Disturbances have occurred in Woodland as well as areas around Yolo County.
Urban Conflagration	There is potential for urban conglomeration in Yolo County due to the high risk of wildfires that could spread into urban areas. Fire mitigation measures have been put in place to mitigate this hazard.

The following table lists the disaster declarations for which Yolo County has been designated federal and/or state disaster declarations since 1965. Details on federal and state disaster declarations were obtained by FEMA and CalOES and compiled in chronological order in Table

3-5. The USDA Disasters below are indicated as Primary or Contiguous designations for Yolo County.

**Table 1-5: Yolo County State and Federal Disaster Declarations, 1965-2023**

Year	Disaster Name	Disaster Type	Disaster #	State Declaration #	Federal Declaration #
1965	Heavy rains & flooding	Flood	DR-183-CA	-	12/24/1964
1977	Drought	Drought	EM-3023-CA	-	1/20/1977
1983	Coastal storms, floods, slides & tornadoes	Coastal Storm	DR-677-CA	-	2/9/1983
1986	Severe storms & flooding	Flood	DR-758-CA	-	2/21/1986
1991	Severe freeze	Freezing	DR-894-CA	-	2/11/1991
1995	Severe winter storms, flooding landslides, mudflow	Severe Storm	DR-1046-CA	-	3/12/1995
1995	Severe winter storms, flooding, landslides, mudflows	Severe Storm	DR-1044-CA	-	1/10/1995
1997	Severe storms, flooding, mud, and landslides	Severe Storm	DR-1155-CA	-	1/4/1997
1998	Severe winter storms and flooding	Severe Storm	DR-1203-CA	-	2/9/1998
2005	Hurricane Katrina evacuation	Hurricane	EM-3248-CA	-	9/13/2005
2006	Severe storms, flooding, mudslides, and landslides	Severe Storm	DR-1628-CA	-	2/3/2006
2012	Drought	Drought	USDA Primary S3452	12/19/2012	-
2013	Extreme Heat, High Winds, High Fire Risk	Drought – FAST TRACK	USDA Primary S3569	8/21/2013	-
2014	Tree Mortality	Drought		10/30/2015	-
2014	Drought	Drought	USDA Primary S3743	9/17/2014	-
2014	Drought	Drought	USDA Contiguous S3797	2/25/2014	-
2014	Extreme Heat, High Winds, High Fire Risk	Drought – FAST TRACK	USDA Primary S3637	1/23/2014	-

2014	Extreme Heat, High Winds, High Fire Risk	Drought-FAST TRACK	USDA Contiguous S3626	1/15/2014	-
2015	Wragg fire	Fire	FM-5091-CA	-	7/23/2015
2015	Extreme Heat, High Winds, High Fire Risk	Drought – FAST TRACK	USDA Primary S3784	2/4/2015	
2016	Extreme Heat, High Winds, High Fire Risk	Drought-FAST TRACK	S3952	USDA Primary 2/17/2016	
2016	Severe Weather – High Winds, Excessive Rain	Severe Weather	S4164	USDA Contiguous 3/3/2016	
2017	Severe winter storms, flooding, and mudslides	Flood	DR-4308-CA	-	4/1/2017
2017	Severe winter storms, flooding, and mudslides	Flood	DR-4305-CA	-	3/16/2017
2017	Drought	Drought – FAST TRACK	S4163	USDA Primary 3/22/2017	-
2017	Severe winter storms, flooding, and mudslides	Severe Storm	DR-4301-CA	3/7/2017	2/14/2017
2019	Excessive Rain	Excessive Rain, moisture, humidity	S4656	USDA Contiguous 3/11/2020	-
2019	Severe winter storms, flooding, landslides, and mudslides	Severe Storm	DR-4431-CA	USDA Contiguous 5/1/2019	-
2019	Severe winter storms, flooding, landslides, and mudslides	Severe Storm	DR-4434-CA	USDA Primary and Contiguous 5/17/2019	5/17/2019
2020	LNU lightning fire complex	Fire	FM-5331-CA	8/18/2020	8/18/2020
2020	Wildfires	Fire	DR-4558-CA	8/22/2020	8/22/2020
2020	Wildfires	Fire	DR-4569-CA	USDA Contiguous 10/16/2020	-
2020	Drought	Drought – FAST TRACK	S4691	USDA Contiguous 6/10/2020	-
2020	Drought	Drought – FAST TRACK	S4697	USDA Primary 6/16/2020	-
2020	Covid-19	Biological	EM-3428-CA	-	3/13/2020

2020	Covid-19 pandemic	Biological	DR-4482-CA	-	3/22/2020
2021	Drought	Drought – FAST TRACK	S4916	USDA Primary 3/5/2021	-
2022	Drought	Drought-FAST TRACK	S5146	USDA Primary 4/8/2022	-
2022	Freeze	Severe weather – Freeze	S5229	USDA Primary 7/1/2022	-
2022	Freeze	Severe weather – Freeze	S5230	USDA Contiguous 7/1/2022	-
2022	Freeze	Severe weather – Freeze	S5332	USDA Primary 11/4/2022	-
2023	Severe winter storms, flooding, landslides, and mudslides	Flood	DR-4683-CA	1/4/2023	1/14/2023
2023	Severe winter storms, flooding, and mudslides	Flood	EM-3591-CA	1/4/2023	1/19/2023
2023	Severe winter storms, flooding, and mudslides	Flood	DR-4699-CA	4/20/2023	4/3/2023

### CAPABILITY ASSESSMENT

A capability assessment provides part of the foundation for determining the type of emergency management, preparedness, and mitigation strategy. The assessment process also identifies gaps or weaknesses that may need to be addressed through preparedness planning goals and actions deemed practical considering the jurisdiction’s capabilities to implement them. Finally, the capability assessment highlights the positive measures that are in place or underway for continued support and enhancement of the jurisdiction’s preparedness and response efforts.

As an established organization, the County of Yolo Office of Emergency Services has the capabilities to perform the necessary emergency response duties outlined in this EOP. As outlined in the County Code Title 4, Chapter 1 - Emergency Services, Yolo County has identified the response capabilities and resources (equipment, personnel, etc.) to provide a response to an emergency.

### MITIGATION OVERVIEW

The County of Yolo has taken a number of mitigation measures for each identified hazard to minimize the impact that is likely to result from an emergency. The 2023 County of Yolo’s Multi-Hazard Mitigation Plan identifies mitigation efforts that will assist in reducing the likelihood that a defined hazard will impact Yolo County communities. As the cost of damage from natural

disasters continues to increase nationwide, the County of Yolo recognizes the importance of identifying effective ways to reduce their vulnerability to disastrous events.

## **ASSUMPTIONS**

Certain assumptions were used during the development of this plan. These assumptions translate into basic principles associated with conducting emergency management operations in preparation for, response to, and recovery from major emergencies. “Assumptions” provide context, requirements and situational realities that must be addressed in plan development and emergency operations.

- Emergencies or disasters may occur at any time, day or night, in populated as well as remote areas of Yolo County.
- Major emergencies and disasters will require a multi-agency, multi-jurisdictional response. For this reason, it is essential that SEMS, and in many cases a Unified Command, be implemented immediately by responding agencies and expanded as the situation dictates.
- The County of Yolo is primarily responsible for emergency actions within the county boundaries and will commit all available resources to save lives, minimize injury to persons and minimize property damage.
- The County of Yolo will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the neighboring jurisdictions in accordance with SEMS.
- Large-scale emergencies and/or disasters, and the complex organizational structure required to respond to them, pose significant challenges in terms of warning and notification, logistic, agency coordination, and may overburden local resources, requiring assistance from neighboring jurisdictions in accordance with SEMS.
- Major emergencies and/or disasters may generate widespread media and public interest. The media must be considered a partner in large-scale emergencies and/or disasters; this relationship can provide considerable assistance in emergency public information and warning.
- Large-scale emergencies and disasters may pose serious long-term threats to public health, property, the environment, and the local economy. While responding to significant disasters and/or emergencies, all strategic decisions must consider each of these consequences.
- Disasters and/or emergencies may require an extended commitment of personnel and other resources from involved agencies and jurisdictions.

## **WHOLE COMMUNITY APPROACH**

The Yolo Operational Area develops and updates emergency plans in accordance with local, state, and federal policies and guidance. The Federal Emergency Management Agency (FEMA) provides a strategic framework to guide all members of the emergency management community

as they determine how to integrate the Whole Community Approach and related concepts into their daily practices. FEMA's guidance and this plan are not intended to be all-encompassing or offer specific actions that require adoption of certain protocols. Instead, the Whole Community Approach is acknowledged as a general process by which the public, emergency management representatives, organizational and community leaders, tribal partners, and government officials can understand and assess the needs of their respective communities, then determine the best ways to organize and strengthen resources, capacities, and interests. The Whole Community Approach, overall, is intended to increase individual preparedness, prompt engagement with vital community partners, and enhance community resiliency and security.

Community resiliency within emergency management consists of three key factors:

1. The ability of first responder agencies (i.e., fire, law, emergency medical services) to divert from their day-to-day operations to the emergency effectively and efficiently.
2. The strength and inclusivity of the emergency management system and organizations within the region, to include the Emergency Operations Center (EOC), mass notification systems, emergency public information systems, etc.
3. The civil preparedness of the region's people, businesses, and community organizations.

Enhancing all three of these factors constantly focuses the Operational Area on improving the region's resiliency. Emergency response effectiveness also largely depends on the preparedness and resiliency of the collective communities within a region. Different types of communities exist including, but not limited to, communities of place, interests, beliefs, and circumstances, which can exist geographically and virtually (i.e., online gatherings/forums, etc.). While multiple factors can contribute to community resilience and effective emergency management resources and outcomes, FEMA recommends three principles to establish a Whole Community Approach:

1. **Understand and meet the actual needs of the whole community.**
2. **Engage and empower all parts of the community.** Specific details about the County of Yolo's OES efforts to prepare communities and individuals to take action in the event of an emergency or disaster.
3. **Strengthen what works well in communities.** A deep understanding of the unique and diverse needs of a population (including demographics, values, norms, community structures, networks, relationships, and experiences) is crucial for emergency managers to best ascertain the population's real-life safety needs and motivation to participate in preparation and mitigation activities prior to an emergency event. A Whole Community Approach towards building community resilience requires finding ways to support and strengthen the relationships, institutions, structures, assets, and networks that already exist, work well in communities, and address issues that are important to community members. Engaging the whole community and empowering local action in this manner will best position all stakeholders to plan for/meet the actual needs of a community and strengthen local capacity/resilience to recover from threats and hazards.

## PHASES OF EMERGENCY MANAGEMENT

Emergency management activities are often categorized into four phases: mitigation/prevention, preparedness, response, and recovery.

### Response

The response is typically divided into three phases. Each phase has distinct considerations, which seldomly flow sequentially and often occur simultaneously. These phases are increased readiness, initial response, and extended response.

Increased readiness is required upon receipt of a warning or in anticipation that an emergency is imminent or likely to occur. The County initiates actions to improve its readiness. Increased readiness activities may include, but are not limited to:

- Briefing the Board of Supervisors, other key officials, applicable agency representatives, and all County employees
- Reviewing the EOP and all relevant annexes, policies, and procedures
- Increasing public information capabilities
- Providing just-in-time training
- Inspection of critical facilities and equipment, including the testing of warning and communications systems
- Recruiting additional staff and registering volunteers
- Warning at-risk elements of the population
- Conducting precautionary evacuations in the potentially impacted area(s)
- Mobilizing personnel and pre-positioning resources and equipment
- Contacting local, State, and Federal agencies that may provide support

The County's initial response activities are primarily performed at the field level. Emphasis is placed on saving lives and minimizing the effects of the emergency or disaster. Examples of initial response activities include, but are not limited to:

- Making all necessary notifications, including those to the Yolo County Emergency Management Organization, County departments/agencies, and the American Red Cross
- Disseminating warnings, emergency public information, and instructions to the community members of Yolo County
- Conducting evacuations and/or rescue operations
- Caring for displaced persons and treating the injured
- Conducting initial damage assessments and surveys
- Assessing the need for mutual aid assistance
- Restricting the movement of traffic/people

- Developing and implementing Incident Action Plans (e.g., field and EOC)

The County's extended response activities are primarily conducted in the EOC. Extended emergency operations involve coordinating and managing personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Examples of comprehensive response activities include, but are not limited to:

- Disseminating emergency public information
- Preparing detailed damage assessments
- Proclaiming a local emergency
- Requesting a Gubernatorial Proclamation and/or Federal Declaration that protects, controls, and allocates vital resources.
- Documenting situation status
- Documenting expenditures
- Restoring vital utility services
- Coordinating mass care and sheltering facilities
- Developing and implementing Incident Action Plans (e.g., field and EOC) for extended operations
- Conducting planning activities
- Procuring required resources to sustain operations.
- Tracking resource allocation
- Coordinating and operating decedent operations
- Establishing a Local Assistance Center
- Coordinating with State and Federal agencies

### **Recovery**

Recovery activities involve restoring services to the public and returning the affected area(s) to pre-emergency states. Recovery activities may be short-term, intermediate, and long-term, ranging from restoration of essential utilities, such as water and power, to mitigation measures.

## **PROGRAM ADMINISTRATION**

This section describes how the Yolo County Emergency Management Program is administered. Specifically, this section describes foundational guidelines, the process and authority for proclaiming emergencies, and additional elements to sustain the program before, during, and after a disaster.



## **SEMS AND NIMS COMPLIANCE**

The Yolo County Emergency Management Program complies with Federal guidance to use NIMS and State guidance to use SEMS. And State guidance to use SEMS. And State guidance to use SEMS. Each system is comprehensively described below:

### **NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)**

NIMS provides a comprehensive approach to emergency management for all hazards. NIMS integrates the best existing practices into a consistent, nationwide approach to domestic emergency management applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS incorporates the Incident Command System (ICS), a standardized on-scene emergency management concept designed to provide an integrated organizational structure for single or multiple emergencies and enable emergency response across jurisdictional boundaries.

### **STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)**

SEMS is used to manage multi-agency and multi-jurisdictional responses to emergencies in California. SEMS consists of five hierarchical levels: Field, Local Government, Operational Area, Regional, and State. SEMS incorporates the principles of the ICS, the (MMAA), existing discipline-specific mutual aid agreements, the Operational Area concept, and multi-agency or interagency coordination and communication. Under SEMS, response activities are managed at the lowest possible organizational level.

### **FEMA NATIONAL QUALIFICATION STANDARDS**

Yolo County is embracing the whole community effort to strengthen the Resource Management component of the National Incident Management System (NIMS) that provides a nationwide approach to resource management, enabling stakeholders to work together to manage all threats and hazards, regardless of the incident's cause or size. With input from whole community partners and stakeholders, FEMA developed the NIMS National Qualification System (NQS) that provides a foundational guideline on the qualification of personnel resources within the NIMS framework, plus supporting tools. FEMA also crafted the NIMS Job Titles/Position Qualifications, accompanying Position Task Books (PTB), Resource Typing Definitions and the NIMS Guideline for Mutual Aid. California Office of Emergency Services (CalOES) credentialing program has been designed to align with FEMA National Qualification Standards, which is a requirement of the County receiving Emergency management Performance Grant funding from the State.

Yolo County has adopted the FEMA National Qualification Standards, following the California Office of Emergency Services (CalOES) credentialing program. To meet this goal, the *County of Yolo Operational Area Training Plan* has the following two objectives:

1. Support NIMS and SEMS education and training for all emergency management and response personnel
2. Align with Cal OES Credentialing Program and the NIMS National Qualification System

3. Define the minimum personnel qualifications required for service on complex incidents.

## **FIELD LEVEL**

The Field level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.

## **LOCAL GOVERNMENT**

Local governments manage and coordinate their jurisdiction's overall emergency response and recovery activities. A recovery activity within their jurisdiction. Local governments must use SEMS when their EOC is activated, or a Local Emergency is proclaimed eligible for State reimbursement of response-related costs.

## **OPERATIONAL AREA**

An Operational Area is the intermediate level of the State's emergency management organization. It encompasses a county's boundaries and all political subdivisions, including special districts. The Operational Area facilities coordinate information, resources, and decisions regarding priorities among local governments in the Operational Area. The Operational Area serves as the It encompasses a county's boundaries and all political subdivisions within that county, including special districts. The Operational Area serves as the coordination and communication link between the Local Government level and regional level.

## **REGIONAL**

The Regional level manages and coordinates information and resources among Operational Areas within the mutual aid region and between the Operational Area and the State level. The Regional level also corresponds to the overall State agency support for emergency response activities within the Region. California is divided into three California Office of Emergency Services (Cal OES) administrative regions – Inland, Coastal, and Southern. The Regional level operates outside the Regional Emergency Operations Center (REOC).

## **STATE**

The State level of SEMS prioritizes tasks and coordinates State resources in response to requests from the regional level. It coordinates mutual aid among the mutual aid regions and between the regional level and State level. The State level also serves as the coordination and communication link between the State and the Federal emergency response system. The State level requests assistance from other State governments through the Emergency Management Assistance Compact and similar interstate compacts/agreements. It coordinates with FEMA when Federal assistance is asked for. The State level operates out of the State Operations Center (SOC).

## **INCIDENT COMMAND SYSTEM (ICS)**

Yolo County responds to disasters using the ICS, a primary component of both SEMS and NIMS. This standardized incident management concept allows responders to adopt an integrated NIMS. This standardized incident management concept will enable responders to

adopt an integrated organizational structure equal to the complexity and demands of a single incident or multiple incidents without being hindered by jurisdictional boundaries.

ICS is based on a flexible, scalable response organization. This organization provides a common framework that allows people to work together effectively. The ICS is designed to establish standard response and operational procedures since the response personnel may be drawn from multiple agencies that do not routinely work together. This reduces the potential for miscommunication during incident response.

## **EMERGENCY PROCLAMATIONS**

The Board of Supervisors, the Director of Emergency Services, or the Assistant Director can proclaim a Local Emergency and request the Governor to proclaim a State of Emergency. The Board must ratify a proclamation within seven days, review it every 60 days, and terminate it as soon as possible.

The County Health Officer has the power to proclaim a local health emergency, as awarded and defined in State law. The Board must ratify a proclamation within seven days, review it every 30 days, and terminate it as soon as possible.

### **Purpose**

The purpose of a local government emergency proclamation is as follows:

- Authorizes the undertaking of extraordinary police powers.
- Provides limited immunity for emergency actions of public employees and governing bodies
- Authorizes the issuance of orders and regulations to protect life and property (e.g., curfews)
- Activates pre-established local emergency provisions such as special purchasing and 1508 contracting
- Serves as a prerequisite for requesting a Governor's Proclamation of a State of Emergency and a Presidential Proclamation of a State of Emergency
- Serves as a prerequisite for requesting a Governor's Proclamation of a State of Emergency and a Presidential Proclamation of a State of Emergency
- Declares an emergency or major disaster Deadlines

Local governments should be aware of the following deadlines when considering an emergency proclamation (Gov. Code sections 8630-8634):

- An emergency proclamation by the governing body of the city or county (or an official designated by ordinance) must be issued within ten days of the occurrence of a disaster if assistance is requested through the California Disaster Assistance Act.
- The emergency proclamation must be ratified by the governing body within seven days of issuance if issued by an official designated by ordinance.

- Emergency proclamations must be reviewed at regularly scheduled governing body meetings until terminated. Emergency proclamations should be reviewed every 14 days until terminated. No review should wait longer than 21 days from the previous review.
- The emergency proclamation should be terminated when conditions warranting the proclamation have ended.

### **Notification**

When issuing a local government emergency proclamation, the following notifications should be made:

- Local governments should notify the Operational Area and provide a copy of the local emergency proclamation as soon as possible.
- The Operational Area should notify the Cal OES Region and provide a copy of the proclamations as soon as possible.
- The Cal OES Region notifies the Cal OES State level. It is the primary contact between the Cal OES State level, the Operational Area, and the Local Government(s) for updates or on any requests for assistance.
- The Cal OES State level responds in writing to the Local Government(s) concerning the status of any requests for assistance included within the local proclamation or accompanying letter.

## **ALERT, WARNING, AND NOTIFICATION**

Yolo County uses several systems to communicate with its employees and the public after a disaster. These systems are identified in the sections below. disaster. These systems are identified in the sections below. disaster. These systems are identified in the sections below.

### **Capabilities**

Communication systems may be damaged or overloaded after an event, making communication difficult. Therefore, several other systems are available:

Yolo Alert is the Yolo County mass notification system powered by Everbridge software. Yolo County began implementing the Yolo Alert project in 2013, and all cities participated with the County in the program. The Yolo Alert system can broadcast messages to large numbers of people through multiple devices, including landline, mobile and voice over internet protocol (VoIP) telephones, electronic mail, facsimile, and TTY/TDD. It's an internet-based system that can be launched by an authorized user from any device with internet access.

In an emergency or disaster, Yolo Alert messages can be sent to impacted residents. Participating agencies can also broadcast non-emergency community notifications to those who have subscribed to receive them. Yolo Alert also allows alerts to be posted on X, formerly known as Twitter and Facebook. Yolo Alert is fully compliant with the FEMA Integrated Public

Alert and Warning System (IPAWS), including Wireless Emergency Alert (WEA) and Emergency Alert System (EAS).

- WEA – FEMA licenses Yolo County to send emergency alerts through the WEA system, which accesses cell phone towers to broadcast alerts to all cell phones within the targeted area.
- EAS – Yolo Alert can utilize the EAS system to send emergency alerts to the public via local media outlets.

Amateur radio frequencies may relay emergency information to other agencies –cities, counties, or state – using amateur radio operators.

The Public Health Department also uses the California Health Alert Network, a rapid and secure communications system among State and local health agencies, healthcare providers, emergency management officials, and other emergency response partners. It provides the capability to disseminate announcements from local, State, or Federal public health authorities to inform health and medical service personnel of likely or imminent dangers to the health of their community.

### **Government Notification/Alerts**

Each county agency or department is encouraged to develop its plan to notify employees after an emergency or disaster. If typical communication resources are not available, then radio can be used via OES during an emergency or disaster.

The Sheriff's Office has a predetermined plan in place for its employees and EOC staff if all communications systems fail to work.

### **Public Notification/Alerts**

The Public Information Officer (PIO) disseminates notifications to the public using standard media outlets, including radio, television, and social media sites like Facebook and X, formerly known as Twitter. Additionally, OES manages the Yolo Alert system which can be utilized for sending public alerts and notifications as outlined in Alert and Warning Annex.

## **CONTINUITY OF GOVERNMENT**

### **Board of Supervisors**

To provide for the continuation of the Board during an emergency, the Board may appoint standby Board members or make necessary appointments, at the time of the emergency, for an official quorum.

### **County Officials**

Depending on the extent of the emergency, the normal County organization may be partially or entirely replaced by an emergency organization, and County officials may or may not be fully occupied with their emergency roles. Replaced by an emergency organization, county officials may or may not be fully populated with their emergency roles.

### **Alternate Facilities**

The County Board of Supervisors and OES have identified alternate facilities to coordinate emergency response. Those facilities are identified below: response.

**Board of Supervisors**

If the Board of Supervisors chambers in the County Administration Building unusable, the temporary seat of government shall be unusable, the interim seat of government shall be:

- **First Alternate:**

[Redacted]

- **Second Alternate:**

[Redacted]

**Emergency Operations Center**

The EOC is equipped with emergency power generators, radios, telephones, and maps and can be staffed 24 hours per day.

- **Primary EOC:**

[Redacted]

- **Secondary EOC:**

[Redacted]

**Succession**

The County Administrative Code requires that the order of succession for the position of the Director of Emergency Services be as follows:

1. County Administrator/Director of Emergency Services
2. Deputy County Administrator/Deputy Director of Emergency Services
3. Chief of Emergency Services
4. Yolo County Sheriff

**Vital Records Protection**

Vital records are defined as those that are essential to continue government functions and to conduct emergency operations. Furthermore, vital records are necessary for:

- Protecting the rights and interests of individuals, corporations, or other entities. Examples include vital statistics, land and tax records, license registers, emergency operations plan, and personnel rosters.
- Conducting emergency response and recovery operations. Records of this type include utility system maps, emergency supplies and equipment locations, emergency operations plan, and personnel rosters.
- Re-establishing normal governmental functions. This group includes government charters, statutes, ordinances, court records, and financial records. This group includes government charters, regulations, laws, courts, and financial records. Records are available during emergency operations and later for re-establishing normal governmental activities. Records are public during emergency operations and later for re-establishing normal governmental activities.

Each level of the government, down to the department/agency level, is responsible for designating a custodian for vital records and ensuring that vital records storage and preservation is accomplished. Vital records storage and protective methods that might prevent damage or loss.

- Overhead sprinkler systems
- Fireproof containers Fireproof containers.
- Vault storage Vault storage
- Backup of vital computer files

## TRAINING AND EXERCISES

Yolo County has a basic philosophy on training and exercises that lies at the foundation of its Management Program preparedness. Listed below are some policies Yolo County has institutionalized to promote readiness: Emergency Management Program preparedness. Listed below are some of the guidelines that Yolo County has institutionalized to promote readiness:

- Individual department exercises are conducted frequently and in accordance with procedures to ensure people remember what to do and how to perform tasks. In addition, repetitive training is necessary for learning. Personnel cannot be expected to learn something once and retain it.
- A quick EOC refresher orientation is provided to responding staff as they arrive during an activation.
- Amateur radio operators and volunteers are engaged as much as possible during training, exercises, and real-life incidents.
- All equipment is checked at least once a month to ensure communication equipment, computers, and other equipment is operational.
- Alert, warning, and notification systems are tested monthly to promote efficient activation in an actual incident.

### **Training**

OES informs County departments, cities, and special districts of training opportunities associated with emergency management. Those agencies with responsibilities under the authority of this plan must ensure their personnel are properly trained to carry out their duties.

### **Exercises**

Exercises are conducted regularly. Exercises should involve County departments and agencies, relevant outside stakeholders, and SEMS-level coordination points, including Region IV Mutual Aid Coordinators, the Cal OES Administrative Region, and Operational Area member jurisdictions.

### **After-Action Review**

After an exercise or actual incident, an After-Action Review is conducted, and an After-Action Report (AAR) is developed, which identifies areas of strengths and possibilities for improvement. Using the AAR, OES leads a Corrective Action Planning Process to create an Improvement Plan that assigns improvement tasks to the appropriate responsible agency. This process is in accordance with the guidance found in the Homeland Security Exercise and Evaluation Program. (AAR) is developed, which identifies areas of strengths and possibilities for improvement.

## **CONCEPT OF OPERATIONS**

This section explains leadership intent regarding an emergency response operation in broad terms. The Concept of Operations describes how the emergency response organization accomplishes its mission. Ideally, it offers a transparent methodology to realize the goals and objectives to execute the plan. It includes roles and responsibilities, the organizational element of the overall emergency management program, a brief discussion of the EOC activation levels, and a description of control, direction, and intra- and interagency coordination.

### **DISASTER SERVICE WORKERS**

The Disaster Service Worker Volunteer Program (DSWVP) was created because of legislation to provide workers' compensation benefits to registered Disaster Service Worker (DSW) volunteers injured while participating in authorized disaster-related activities, including pre-approved training. As defined for the Program, disaster service is designed to aid in the response and recovery phases in a disaster or emergency. It does not include the day-to-day emergency response activities typically associated with, for example, law enforcement, fire services, or emergency medical services. The program also provides limited immunity from liability.

A disaster service worker volunteer is *"any natural person registered with an accredited disaster council... to engage in disaster service...without pay or other consideration."* (Lab. Code, § 3211.92(a).) Registered DSW volunteers are persons who chose to volunteer their time to assist a disaster or emergency services agency in carrying out the responsibilities of that agency.

The person must:



- Be officially registered with the Accredited Disaster Council
- Receive no pay or compensation, monetary or otherwise, for the service being provided
- Food and lodging provided, or expenses reimbursed, for these items to DSW volunteers during the activation does not constitute other considerations or prevent them from receiving DSW Program benefits.

<b>DSW Public Employees</b>	<b>DSW Volunteers</b>
DSWs assigned to perform disaster service duties by their superiors or law (Gov. Code, § 3100.)	Term DSW includes volunteers registered by ADC, CalOES or authorized designee (Gov. Code, § 3101; Lab. Code, § 3211.92(a).)
Term DSW includes public employees employed by the state, county, city, city and county, state agency, public district. (Gov. Code, § 3101.)	Unpaid for performing disaster service duties.
Paid for performing disaster service duties.	If injured during authorized disaster service duties, eligible for worker’s compensation under DSW Program.
If injured during activation, eligible for employer’s worker’s compensation.	

Eligible disaster service means all activities authorized by and carried on pursuant to the California Emergency Services Act (ESA) while assisting any unit of the emergency organization during a proclaimed emergency or during a search and rescue mission, including approved, documented, and supervised:

- Activities performed to mitigate an imminent threat of extreme peril to life, property, and resources.
- Training necessary to engage in such activities includes out-of-state training which meets specific criteria pre-authorized by CalOES.
- Official deployments (including out-of-state pre-authorized by CalOES)
- Official mutual aid

Eligible DSW activities must be approved, documented, and supervised by the Accredited Disaster Council or authorized registering entity. These activities include:

- Proclaimed emergencies.
- Official deployments
- In-state
- Activities when mitigating an imminent threat of extreme peril to life, property, and resources\*
- Filling sandbags during high rising flood conditions that threaten an entire community.
- Traffic control during an evacuation

- \*Imminent threat of extreme peril refers to a public calamity that presents a threat to public safety.
- Vaccination clinics during a pandemic event
- Search and rescue (SAR) missions
  - Evidence searches conducted by SAR.
- Travel directly to and from the incident site. May include:
  - Stopping for gas on way to the incident site
  - Picking up equipment located at a remote or different site which is required to perform disaster service duties.

Training, which must be authorized in advance:

- Commensurate with DSW classification
- All levels: basic, intermediate, advanced, refresher
- Exercises, drills
- Classroom instruction
- Vehicle operational training
  - Behind-the-wheel emergency response vehicle instruction
- Equipment training
- Planned events present a unique opportunity to learn a specific skill that otherwise cannot be exercised. Example:
- Operation of radio devices and satellite equipment to test communication capabilities across disciplines and among agencies.
- Out-of-state training when conducted in a manner geographically and functionally specific to cross-border emergency response.
  - Requires Cal OES Executive Office preauthorization.
- Physical fitness testing when conducted as part of a preapproved training activity AND not when conducted solely as part of a license or certification requirement.

Not all duties volunteers are activated or tasked to perform by the registering government entity are eligible under the program including the day-to-day emergency response activities typically associated with, for example, law enforcement, fire services, or emergency medical services.

Other ineligible activities include but are not limited to:

- Unapproved training
- Out-of-state training not conducted in a manner geographically and functionally specific to cross-border emergency response.

- Meetings
- Equipment/supply maintenance
- Educational fairs
- Physical fitness testing when conducted solely as part of a license or certification requirement.
- First aid booths at concerts, races, etc.
- Vaccination clinics in a non-imminent threat environment
- Parades (except as described in Eligible Activities) Out-of-state
- Celebrations, ceremonies, community events
- Fire safety events
- Traffic control in a non-imminent threat environment
- Travel to and from training
- Self-deployment

DSW volunteers perform various disaster service duties, which are categorized into classifications to comply with one of the registration requirements. Classifications also assist the registering entity in identifying potential gaps in its volunteer resources and help track the different disaster service duties its volunteers are performing. The approved DSW volunteer classifications are listed below.

- Animal Rescue, Care and Shelter
- Communications
- Community Emergency Response Team Member (the County does not utilize a CERT program)
- Emergency Operations Center/Incident Command
- Human Services
- Laborer
- Law Enforcement
- Logistics
- Medical & Environmental Health
- Safety Assessment Program Evaluator
- Search & Rescue
- Utilities

The County of Yolo maintains and utilizes the following DSW Volunteer groups:

- Search and Rescue Team

All DSW volunteers must be registered prior to engaging in official DSW activities. To be properly registered, the required information below must be on file with Cal OES, if Cal OES registered the volunteer, or the appropriate authority as stated in the File Retention and Record Keeping section. (CCR section 2573.2.)

- Name of registrant
- Address of registrant
- Date enrolled (established as date loyalty oath is administered)
- Name of registering government agency including signature
  - title of authorized person
- Classification (scope of disaster service duties)- more than one may be listed on a single registration.
- A signed statement that the loyalty oath or affirmation was subscribed to or taken

An individual does not have to be a United States citizen to become a DSW volunteer; however, one of the registration requirements are to take and subscribe to the loyalty oath. It is recommended the noncitizen consider whether subscribing to another country’s oath has any impact on their own country’s allegiance. A minor may become a DSW volunteer by providing the required registration information including loyalty oath subscription by the minor, *not the parent or legal guardian*. The parent or legal guardian must also provide written consent for participation. A designated section on the DSW volunteer registration form may be signed for this purpose or a similar document may be used.

NOTE: One may not retroactively register a volunteer as a DSW. For example, if a person has been active with a volunteer organization, but not registered, and is injured, it is not permissible to register him or her after the injury to seek worker’s compensation coverage through the DSW Volunteer Program. Doing so may lead to civil or criminal penalties.

## ROLES AND RESPONSIBILITIES

Roles and responsibilities for county departments are described in Table, which presents Yolo County agencies and their primary and supporting roles. Yolo County maintains a traditional functional EOP format. Table approximately articulates federal and state Emergency Support Functions (ESFs) to terms used locally. This table reinforces understanding of interagency and intra-agency roles and relationships.

**Table 1-6: Yolo County Agencies and their primary supporting role:**

Department	Responsibility
Sheriff-Coroner	Serves as the lead agency for the management of fatalities in the operational area. Manages/coordinates the recovery, storage, transportation, processing, and final disposition of human remains.

	Signs death certificates for all fatalities within its jurisdiction. Manages and oversees the Family Assistance Center when activated.
<b>Sheriff's Office</b>	Manages law enforcement activities for the unincorporated and contracted areas of the County. Manges and coordinates evacuation in unincorporated areas of the county. Provides security and perimeter control for critical facilities and other vulnerable emergency response locations. Coordinates law enforcement and coroner mutual aid for the operational area.
<b>Environmental Health</b>	Provides information to the public regarding safe storage of emergency food and water supplies as well as the safe disposal of sewage following a disaster. Evaluates operation impacts on the environment. Monitors food and water distribution during a disaster response operation.
<b>Board of Supervisors</b>	Provides direction for the overall Operational Area coordination of local emergency response efforts. Issues proclamations of a local emergency. Approved the EOP and any future revision. Makes, enforce, waves county regulations to facilitate effective emergency response.
<b>Fire and Rescue</b>	Activates USAR Teams. Provides search, rescue, and recovery operations. Assists with decontamination operations. Coordinates Fire and Rescue Mutual Aid.
<b>Hazardous Materials Response Team</b>	Provides expertise on hazard materials. Provides decontamination of people and resources. Safely disposes of hazardous materials.
<b>Office of Emergency Services</b>	Oversees the Yolo County Emergency Management Program. Provides emergency management training to key stakeholders. Coordinate the establishment of the Op Area SOC and JIC. Initiates warnings and notifications for unincorporated areas, and jurisdictions when asked. Maintains the EOP and Operation Area EOC.
<b>Behavioral Health</b>	Assess and activates disaster mental health issues. Provides mental health counselors for shelters. Ensures the continuation of care, treatment, and housing for these clients residing within the County mental health system prior to the incident. Provides counselors the Family Assistance Center for decedents family members and response personnel when applicable Disseminates information to the community on stress management through the operation area and JIC.
<b>Public Health</b>	Provides technical guidance and issues orders through the authority of the health Officer to protect and preserve the public's health Provides information on health surveillance, disease control measures, and risk avoidance.

	<p>Coordinate's the mass distribution of pharmaceuticals to prevent or treat disease in response to a communicable disease outbreak of acts of bioterrorism. Manages the Strategic National Stockpile and Bioterrorism Programs for Yolo County.</p>
<b>Emergency Medical Services</b>	<p>Coordinates with health care facilities and emergency medical response providers. Coordinate Operational Area Medical Health Mutual Aid under the function of the Medical Health Operational Area Coordinator.</p>
<b>Public Works</b>	<p>Coordinates debris clearance and remove for the county Identifies temporary collection and processing sites for debris. Conducts damage assessments and building inspections for structures under the jurisdiction of the county.</p>
<b>Social Services</b>	<p>Coordinate the activation of shelters for the operational area. Provides support services at the Family Assistance Centers when activated. May support local governments by providing staff to operate shelters. Provide programs for childcare, general assistances, Medi-Cal, housing assistance, food stamps, and supplemental security income for disaster victims in need.</p>

**Table 1-7: ESF describing per FEMA, CalOES, and Yolo OES**

<b>FEMA (ESF)</b>	<b>CalOES ESF</b>	<b>EOC Position</b>	<b>Description</b>
ESF 1 – Transportation	ESF 1 – Transportation	Operations Section	Assist in the management of transportation systems and infrastructure during response to incident or threats.
ESF 2 – Communication	ESF 2 – Communication	Operations Section	Provides resources, support, and restoration of government emergency telecommunications, including voice and data.
ESF 3 – Public Works and Engineering	ESF 3 – Construction and Engineering	Operations Section	Organizes the capabilities and resources of the government facilitate the delivery of services, technical assistances, engineering expertise,

			construction management and other support to local jurisdictions.
ESF 4 – Firefighting	ESF 4 – Fire and Rescue	Operations Section	Monitors the status of fire mutual aid activities. Coordinate support activities to the detection and suppression of urban, rural and wildland fires and emergency incidents scene rescue activities, and provides personnel, equipment and supplies to support local jurisdictions.
ESF 5 – Emergency Management	ESF 5 – Emergency Management	Management Section	Services is an advisory capacity to the EOC Director while providing EOC personnel with guidance. Ensures accurate and timely situation awareness is provided to support staff in form of common operating picture.
ESF 6 – Mass Care, Emergency Assistance, Housing, and Human Services	ESF 6 – Care and Shelter	Operations Section	Coordinate actions to assist response jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care sheltering, family reunification and victim recovery.
ESF 7 – Logistics Management and Resource Support	ESF 7 – Resources	Logistics Section	Coordinate plans and activities to locate, procure, and preposition resources to support emergency operations.

<p>ESF 8 – Public Health and Medical Services</p>	<p>ESF 8 – Public Health Medical</p>	<p>Operations Section</p>	<p>Coordinates public health and medical activities and services in support of resource needs for preparedness, response, and recover from emergency and disasters.</p>
<p>ESF 9 – Search and Rescue</p>	<p>ESF 9 – Fire and Rescue</p>	<p>Operations Section</p>	<p>Supports and coordinate repose of personnel and equipment to search for and rescue missing or trapped persons. Supports and coordinates repose to search for, locate, and rescue missing or lost persons, down aircraft, high-angle rock rope rescue, and water rescue. Supports and coordinates responses of victims of structural collapses, construction cave-ins, trench confined space, high angle structure rope rescue.</p>
<p>ESF 10 – Oil and Hazardous Material Response</p>	<p>ESF 10 –Hazardous Material</p>	<p>Operations Section</p>	<p>Coordinates resources and support the responsible jurisdictions to prepare for, prevent, minimize, assesses, mitigate, respond to, and recover from a threat to the public or environmental by actual or potential hazardous material release.</p>



ESF 11- Agriculture and Natural Resources	ESF 11- Food and Agriculture	Operations Section	Supports and responsible judications and coordinates activities during emergencies impacting the agriculture and food industry and support the recover and resources after the incident.
ESF 12 – Energy	ESF 12 – Utilities	Utility Liaisons Operations Section	Coordinates with private and public energy services providers to meet energy before, during and after and emergency.
ESF 13- Public Safety and Security	ESF 13- Law Enforcement	Operations	Coordinates law enforcement and equipment to support responsible law enforcement agencies, coroner activities, evacuation, and public safety following law enforcement plans.
ESF 14 – Long Term Community Recovery	ESF 14 – Long Term Community Recovery	Appointed by EOC Director	Supports and enables economic recovery of communities' operational area for long-term consequences of emergency and disaster.
ESF 15 – External Affairs	ESF 15 – Public Information	Management Section	Supports accurate, coordinated, timely and accessible information to affected audiences, including government, media, the private sector, and the local populace, including access and functional needs.

	ESF 17 – Volunteer and Donation Management	Logistic Section	Supports responsible jurisdiction in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents or disasters.
	ESF 18 – Cyber Security	Logistics Section	Supports county departments in ensuring secure technological infrastructure and takes measures to protect against the criminal or unauthorized use of County electronic data.

Figure 1-4 – Yolo County Department/Allied Agency EOC Responsibility Matrix

County Department/ Division with Emergency Responsibilities	Management						Operations							Planning			Logistics			Finance						
	Direction & Control	EOC Coordination	Liaison	Public Information	Legal Affairs	Safety & Security	Operations Section Chief	Law Enforcement Branch	Fire & Rescue Branch	Emergency Medical Branch	Public Health Branch	Mass Care Branch	Public Works Branch	Infrastructure Resources Branch	Planning Section Chief	Situation Analysis Branch	Operations Planning Branch	Documentation Unit	Logistics Section Chief	Communications & Info	Resource Management Branch	Operations Support Branch	Finance/Admin Section Chief	Compensation Claims	Cost Recovery	Time Recordkeeping
Board of Supervisors	S			S																						
County Administrator	P	S	P	P										S										S	S	
Office of Emergency Services	S	P	S	S		S	P	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S	S
County Counsel					P																					
Substance Abuse & Mental Health										S																
Agriculture, Weights & Measure													S													
Assessor															S											
Auditor-Controller & Treasurer-Tax Collector																							P	P	P	S
Clerk-Recorder & Elections																	P									
District Attorney						S		S																		
Employment & Welfare Services												P														

County Department/ Division with Emergency Responsibilities	Management						Operations						Planning			Logistics			Finance						
	Direction & Control	EOC Coordination	Liaison	Public Information	Legal Affairs	Safety & Security	Operations Section Chief	Law Enforcement Branch	Fire & Rescue Branch	Emergency Medical Branch	Public Health Branch	Mass Care Branch	Public Works Branch	Infrastructure Resources Branch	Planning Section Chief	Situation Analysis Branch	Operations Planning Branch	Documentation Unit	Logistics Section Chief	Communications & Info	Resource Management Branch	Operations Support Branch	Finance/Admin Section Chief	Compensation Claims	Cost Recovery
General Services																		P		P	P				
Health and Human Services							P			S	P	S													
Human Resources						S														S			S		P
Information Technology															S	S			S						
LAFCO			S																						
Library				S											S		S								
Parks & Resources												S	S												
Planning & Public Works							P					P	P	P	P	P									
Probation						S		S																	
Public Admin/Guardian											S														
Public Defender				S																					
Sheriff-Coroner						P	P	P																	

### EMERGENCY OPERATIONS CENTER (OPERATIONAL AREA)

The County’s EOC serves as the Operational Area EOC when an emergency or disaster has impacted two or more local jurisdictions or special districts. It provides a focal point for communication between the OAs and the State, as well as between the OA and local jurisdictions within the County (e.g., Cities/towns and special districts).

The Yolo County EOC is a location from which centralized emergency management can be performed. The use of an EOC to manage and coordinate is a standard practice in emergency management. Furthermore, the activation level of the EOC and associated staffing needs vary based on the specific emergency incident.

The following activities are performed in the County’s EOC as the OA Lead Agency:

- Engage in information-sharing between County agencies, local jurisdictions, and special districts.
- Engage in information-sharing between state and/or federal agencies and OA jurisdictions and agencies.
- Manage of limited resources.
- Support local jurisdictions.
- Receive and disseminate warning information.
- Prepare and distribute intelligence/information summaries, situation reports, operational reports, and other reports as needed.
- Maintain general and specific maps, information display boards, and other data pertaining to OA emergency operations and situational awareness.
- Ensure Continuity of government priorities, objectives, and actions are taken.
- Analyze and evaluate all data pertaining to OA emergency operations.
- Maintain contact and coordination with County DOCs, other local jurisdiction EOCs, and the state.
- Provide emergency information and instructions to the public, via the joint information system, making official releases to the news media and the scheduling of press conferences, as necessary.
- Develop emergency policies and procedures in collaboration with senior policy advisory executives.

#### **Levels of Emergency Incidents/Activations**

Table 1-8 describes the EOC activation levels and corresponding staffing requirements.

Level	Staffing	Description
Level 4 - Normal	OES Staff Only	Perform day-to-day OES activities and functions. The Duty Officer monitors potential hazards and

<b>Operations (lowest level)</b>		send out daily situational awareness of all county and operational area stakeholders.
<b>Level 3 – Remote Coordination</b>	In-Person: Select OES Staff Remote: Necessary County departments/agencies determined by the hazard impacted jurisdictions, and relevant state and federal agencies	County OES identifies the appropriate organizations and jurisdictions as determined by the emergency or disaster and conducts a conference call via Microsoft Teams or Zoom. The conference call is conducted with an agenda that provides an opportunity to share key information and to synchronize efforts and operations.  Emergency Proclamation not necessary, state, and federal assistances may not be needed.
<b>Level 2 – Partial Activation</b>	In-Person: Most of or all OES staff. Most or all of Management Staff, most of all General Staff Select ESFs and/or EOC positions	An emergency or disaster has occurred that requires rapid coordination and/or unanticipated decision making with little information and/or damages/operations may be reimbursable via state or federal programs. Support of on-scene operations.  Emergency Proclamation may be necessary, state, and federal assistance likely needed.
<b>Level 1 – Full Activation Highest Level</b>	In-person All OES staff. All Management Staff All General Staff Most of all ESFs and or EOC positions	An emergency or disaster has occurred that requires all the capabilities detailed in a level 2 – as well as: <ul style="list-style-type: none"> <li>- Multiple jurisdictions impacted.</li> <li>- Extended operational timeline</li> <li>- Large population impacts</li> <li>- Wide disruption of governmental services</li> <li>- High complexity, wide scope</li> <li>- Reimbursement eligibility</li> <li>- Coordinate state and federal response and relief efforts</li> </ul>

**Activation**

This section identifies when to activate the EOC and the different levels of activation.

**When to Activate**

SEMS regulations specify seven circumstances in which the operational area EOC must be activated:

- A local government within the operational area has activated its EOC and requested activation of the operational area EOC to support its emergency operations.
- Two or more cities within the operational area have proclaimed a local emergency.
- The county and one or more cities have proclaimed a local emergency.
- A city, city, and county or county has requested a governor’s proclamation of a state of emergency.

- A state of emergency is proclaimed by the governor for the county or two or more cities within the operational area.
- The operational area requests resources from outside its boundaries. This excludes resources used in normal day-to-day operations, which are obtained through existing mutual aid agreements.
- The operational area has received resource requests from outside its boundaries. This does not include resources used in normal day-to-day operations, which are obtained through existing mutual aid agreements.

While it is not required, Yolo County should also consider activating the EOC if any of the following occur:

- An event occurs or is expected to occur in the operational area that significantly impacts the public health and safety of the population or the environment.
- An event occurs or is expected to occur outside the operational area that is likely to impact the operational area.
- Cal OES makes a request to the operational area to activate.

When activating the EOC, the responsible official should consider the following as part of the process of activation:

- Determine the scope of the incident or event
- Determine the appropriate level of activation
- Notify/recall EOC staff for activation.
- Open the EOC and prepare the facility to host operations

### **Initial (Standing) Objectives – Emergency Operations Center**

The overall objective of emergency management is to ensure the effective government preparedness, mitigation, response, and recovery for situations associated with natural disasters, terrorist attacks, technological incidents, and national security emergencies. To carry out its responsibilities, the County EOC organization will accomplish the following objectives during a disaster/emergency:

- Support and coordinate emergency response and recovery operations
- Provide an active presence of the County Executive, or designee, in setting objectives, establishing priorities, and making decisions that affect County government and the public.
- Coordinate and work with appropriate federal, state, and other local government agencies, as well as applicable segments of private sector entities and VOADs to assess situation status, monitor resource needs, and coordinate requests for resources from outside agencies and jurisdictions.

- Establish priorities and resolve conflicting demands for support or scarce resources.
- Ensure Continuity of government priorities, objectives, and actions are taken.
- Prepare and disseminate information to alert, warn, and inform the public.
- Collect and disseminate damage and other essential data about the situation.
- Fulfill obligations for intelligence gathering and information flow as described in SEMS and other guidelines.
- Provide logistical support for the emergency response where appropriate and requested.
- Oversee and manage activities incurring costs and expenditures.
- Collect records needed for successful cost recovery.

### **Deactivation**

The EOC Director deactivates EOC staff as circumstances allow and the EOC returns to its normal operations. Deactivation typically occurs when the incident no longer needs the support and coordination functions provided by the EOC staff or those functions can be managed by individual organizations or by normal coordination mechanisms. EOC leadership may phase deactivation depending on mission needs. EOC staff complete resource demobilization and transfer any ongoing incident support/recovery activities before deactivating. Recovery activities may continue for an extended period of time beyond the deactivation of the EOC.

Each incident will be evaluated to determine the need for continued operation of the EOC after the emergency response phase of the incident has been completed. During the initial phase of the recovery period for a major disaster, it may be desirable to continue to operate the County EOC during the day with limited staffing to facilitate dissemination of public and local government disaster relief information. This alternative should be weighed against the option of immediately requiring the County Administrator and staff to manage recovery operations as part of their daily responsibilities.

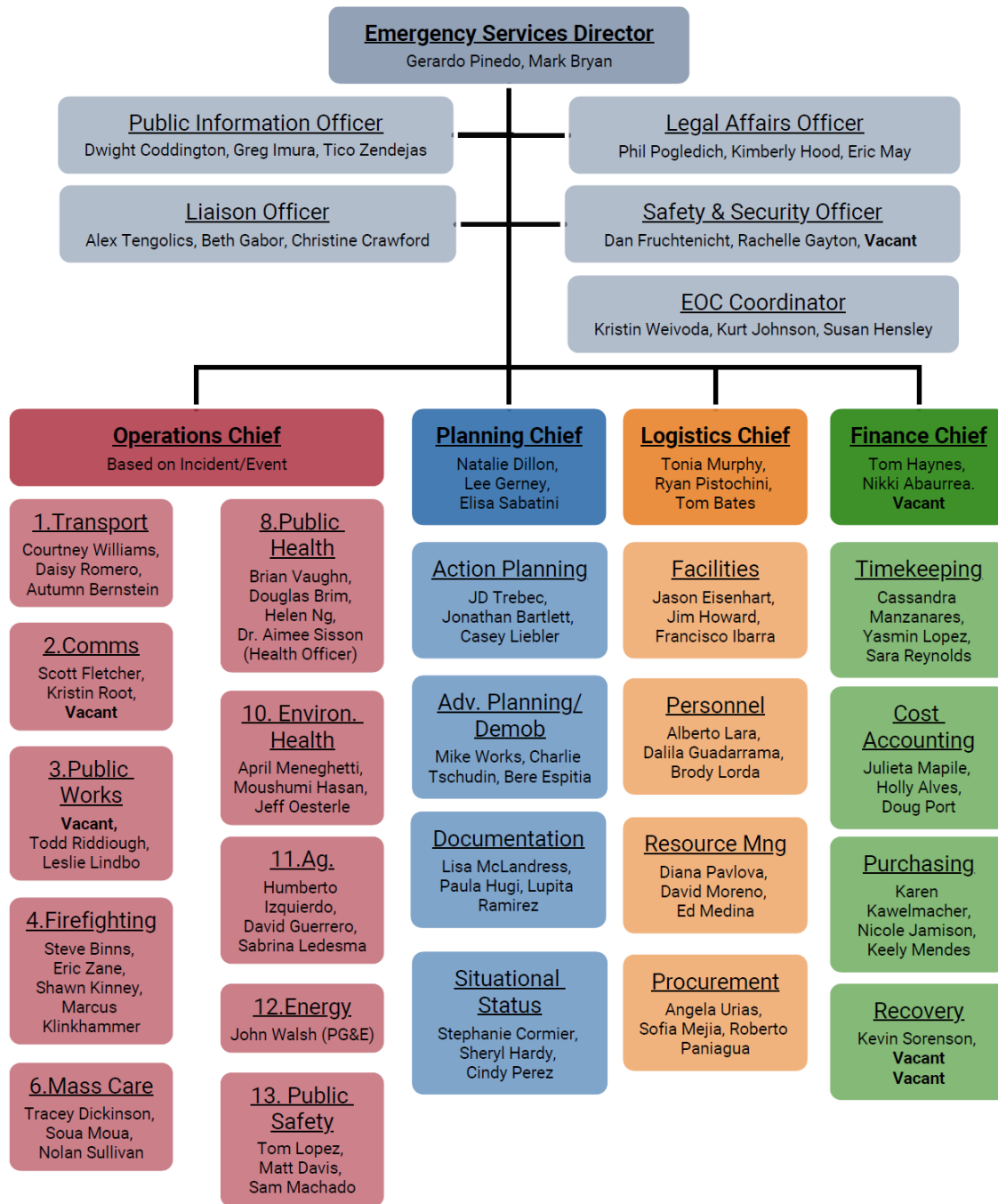
Once a decision has been made to limit hours/staff or close the EOC, notification must be disseminated to the same agencies that were notified it was activated. If necessary, the EOC may also be re-opened, and emergency operations re-initiated at any time. As with initial activation, re-activation of the EOC would occur at the direction of the Directors of Emergency Services.

### **Organization Structure**

Each box in Figure 4-1 corresponds to a role with associated responsibilities. Under the position title, the agency or department responsible for staffing the position is identified. Only some of the roles are necessary for each EOC activation. An EOC more frequently activates partially since most incidents do not require all disciplines to respond.



Figure 1-5: EOC Org Chart



**Operational Area Lead Agency Responsibilities**

In its capacity as the OA lead, the County manages and/or coordinates information, resources, and priorities among local governments and serves as the link between the local government level and the regional level. At this level, the governing bodies are required in SEMS to reach consensus on how resources will be allocated before, during, and after a major disaster affecting multiple jurisdictions or agencies.

As the lead agency of the operational area, the County is responsible for:

- Coordinating information, resources, and priorities among the local governments within the operational area.
- Coordinating information, resources, and priorities between the regional level and the local government level.
- Using multi-agency or inter-agency coordination to facilitate decisions for overall operational area level emergency response activities. The role of the operational area lead agency does not change the coordination of discipline-specific resources, such as fire, law, and medical, through their established mutual aid systems.
- Management and coordination of the Emergency Operational Area Council for the allocation of preparedness funds via the Emergency Operational Area.
- Communicating information within the OA on SEMS and NIMS requirements and guidelines.
- Coordinating SEMS and NIMS training and development among County departments and agencies.
- Reporting NIMS compliance to Cal OES and the Department of Homeland Security through NIMSCAST.
- Incorporating NIMS requirements into this EOP and County of Yolo County Ordinance Code with adoption by the County Board of Supervisors.
- Identification of all County departments and agencies involved in field level response.
- Coordinating with local jurisdictions, non-profit organizations, and the business community on the development and implementation of SEMS and NIMS.
- Identification of Special Districts that operate or provide services within the OA.
- Determining the emergency role of the OA Special Districts and making provisions for coordination during emergencies.
- Adjudicate the allocation of scarce resources, that are non-mutual aid in nature, between multiple incidents or multiple impacted jurisdictions through the County EOC's Action Planning Process.
- Manage an Operational Area-wide Recovery Team to prioritize recovery actions if multiple jurisdictions have been impacted.
- Identification of local voluntary organizations active in disasters (VOADs) and private agencies that have an emergency response role.

## **DEPARTMENT OPERATIONS CENTERS**

Due to the size and complexity of the county's routine business operations, Departments within Yolo County have established Department Operations Centers (DOC) in support of the Emergency Operation Center (EOC). A DOC is dedicated to a single, specific department or

agency. The focus of a DOC is on internal agency incident management and response. DOCs are linked to or physically represented in a combined agency EOC by an authorized agent(s) for the department or agency.

## **MUTUAL AID SYSTEM**

Emergency assistance for Yolo County is based on a statewide mutual aid system designed to ensure that additional resources are provided to the state's political subdivisions whenever their own resources are overwhelmed or inadequate. The basis for this system is the Master Mutual Aid Agreement (MMAA), which is entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies to assist each other by providing resources during an emergency. Yolo County is a signatory to this agreement. The agreement obligates each signatory entity to provide aid to each other during an emergency without the expectation of reimbursement. Under specific conditions, Federal and State monies may be appropriated to reimburse public agencies that aid other jurisdictions. If other agreements, memorandums, and contracts are used to aid, the terms of those documents may affect disaster assistance eligibility, and local entities may be reimbursed only if funds are available.

## **RESOURCE REQUESTS**

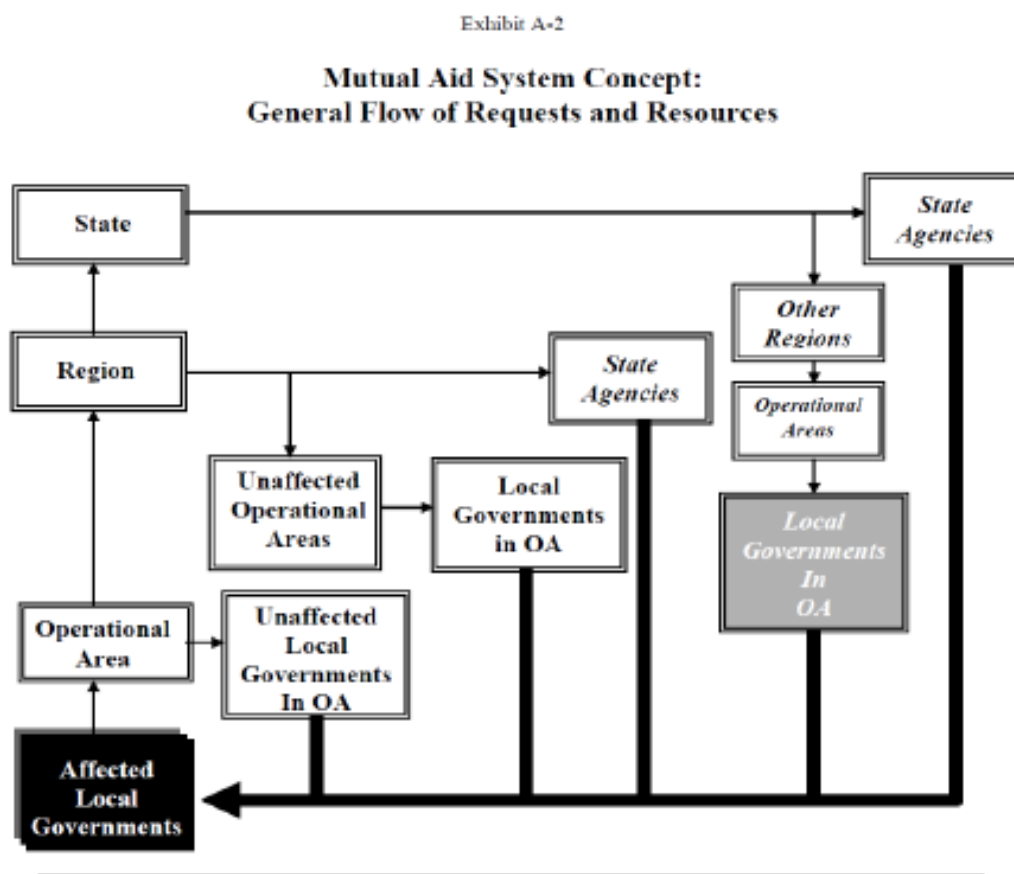
During the response phase, the real-time tracking of incidents and response resources is critical. Resources may be in short supply, and multiple requests for services can occur. Resource requirements for supplies, equipment, vehicles, facilities, or personnel are initially filled from within Yolo County departments. Once internal resources have been exhausted (including inventories on hand and procurement from vendors) or when a shortfall is projected, a resource request based on a needed outcome is submitted by the DOC to its representative at the EOC.

The request is then filled out, if possible, by other departments represented in the Operations Section of the EOC. When no internal sources exist to fulfill the resource request, or a shortage is anticipated, the request is forwarded to the Logistics Section via the appropriate EOC representative. The Logistics Section attempts to fulfill the request by procuring the necessary personnel, equipment, services, or supplies first from within existing Yolo County resources and from the private sector or other non- governmental sources.

If resources are exhausted in the Operational Area, requests are routed to the REOC following SEMS 1791 protocols or through the established mutual aid system when appropriate. Figure 4-2 represents the 1792 resource request flow as defined by SEMS and the State of California Emergency Plan.

## SEMS RESOURCE REQUEST WORKFLOW

Figure 1-6: General Flow of Requests and Resources



*Resource request flow* Note: “Flow of Requests and Resources depicts the resource management process for the State under SEMS. In this model, the affected local government can access all stakeholders at all levels of the system.” *Exhibit 10-3* (Cal OES, 2017, p.64-65) from the State of California Emergency Plan. <sup>4</sup>

All resource requests made to the Operational Area or to the Region should include the following:

- Clearly describe the current situation
- Describe the requested resources.
- Specify the type or nature of the service the resources(s) are providing.
- Provide delivery location with a familiar map reference.
- Provide local contact at delivery location with primary and secondary means of contact.

- Provide the name and contact information for the requesting agency or Mutual Aid Coordinator.
- Indicate the time the resource is needed and include an estimate of the duration of use.
- For resource requests involving personnel and equipment with operators, indicate if logistical support is required (i.e., food, shelter, fuel, and reasonable maintenance).

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

This section describes the framework for all direction, control, and coordination activities. Additionally, this section identifies who has tactical and operational management of response assets. Furthermore, this section explains how multi-jurisdictional and multi-agency coordination systems support the efforts of organizations to coordinate across jurisdictions while allowing each jurisdiction to retain its authority.

### **Direction and Control**

The Director and the Assistant Director of Emergency Services have the power to direct staff and civilian responses in the county's unincorporated areas and to settle questions of authority and responsibility. If necessary, to protect life and property or to preserve public order and safety, the Board of Supervisors or the Director may promulgate orders and regulations. These must be in writing and must be given widespread publicity. In a proclaimed emergency, the Director may buy or commandeer supplies and equipment and may command the aid of citizens.

Additionally, the Governor has the power to suspend State agency orders, rules, or regulations that may impede emergency responses. Generally, local governments do not have this power, except for the Governor.

### **Coordinating with Field-Level Incident Command Posts**

Under the Incident Command System, Field-level responders organize and coordinate with local government DOCs or EOCs, for Yolo County, functional elements at the field level coordinate with the applicable DOC or EOC branch.

### **Coordinating with Local Government EOCs**

When activated, the Yolo County EOC coordinates with local governments through their activated EOC to facilitate the request and acquisition of resources and to share information. When the Yolo County EOC is not activated, local governments coordinate through the Office of Emergency Services, Operational Area Mutual Aid Coordinators, or through the Dispatch Center.

### **Coordinating with the State of California**

Yolo County OES coordinates with the State of California through the REOC or the Regional Mutual Aid Coordinators. When the REOC is not activated, coordination occurs through the Region's Duty Officer by means of the State Warning Center.

### **Coordinating with NGOs/Private-Sector Organizations**

Non-Governmental Organizations (NGO's), private-sector businesses, and faith-based organizations that provide resources and services in response to an emergency or disaster may be encouraged to provide liaisons to the EOC. The Yolo County EOC has space to facilitate the support of these liaisons.

## **INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION**

One of the most impactful tasks is obtaining situational awareness disaster. Information collection consists of the processes, procedures, and systems to communicate information timely, accurately, and accessibly regarding the incident's cause, size, and current situation to the public, responders, and additional stakeholders – to those directly and indirectly affected. Information must be coordinated and integrated across jurisdictions and across organizations, among Federal, State, tribal, and local governments, and with the private sector and NGOs.

Additionally, education strategies and communications plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to numerous audiences in a timely, consistent manner. Like obtaining situational awareness, public information includes processes, procedures, and organizational structures required to gather, verify, coordinate, and disseminate information.

Yolo County utilizes a web-based emergency management system” to provide emergency management personnel with real-time access to critical information during an emergency. The application tracks, manages resources, coordinates response efforts, communicates with Operational Area partners, and shares information with the public. Its purpose is to provide the Operational Area, region, and CalOES with a common operating picture.

### **INFORMATION COLLECTION**

Information is collected after an incident or catastrophic disaster to gain situational awareness. Information is gained from field-level responders through inspection of infrastructure and facilities, “windshield surveys” which are used to acquire damage assessments and the potential for human casualties, and status calls and situation reports from other agencies at each governmental level.

### **ANALYSIS**

All information acquired by Yolo County should be analyzed and confirmed prior to disseminating it further and prior to providing directions to staff or making other decisions based on the information. As part of the analysis, information should be dated, given a credibility rating, and compared to other information collected for the same or similar subject matter.

### **COMMUNITY LIFELINES**

FEMA's Community Lifelines (CL) are a vital framework designed to streamline the coordination and prioritization of emergency response efforts during disasters. Established by the Federal Emergency Management Agency (FEMA), this initiative identifies seven critical focus areas to ensure the continuity of essential functions and services during emergencies. These lifelines are

designed to aid decision-making, provide a framework for organizing and prioritizing critical needs during emergencies, and improve communication among stakeholders, ultimately enhancing the resilience of communities affected by disasters.

The seven Community Lifelines are Safety and Security, Food, Water, Shelter, Health and Medical, Energy, Communications, Transportation, and Hazardous Materials Management. Each lifeline serves a unique function in addressing the needs of communities during times of crisis. Safety and Security involve protecting citizens and property, while Food, Water, and Shelter encompass providing basic needs. Health and Medical services focus on maintaining the well-being of affected individuals, and Energy supports the continuous operation of critical infrastructure. The Communications lifeline ensures that the public and responders stay informed, while Transportation focuses on moving people, goods, and services. Finally, Hazardous Materials Management is responsible for mitigating the risks of releasing hazardous substances. Below is an illustration of the seven lifelines:

**Figure 1-7: Community Lifelines, FEMA 2023**



## DISSEMINATION

Information for the public is disseminated through several mechanisms under the control of the Office of Emergency Services.

## COMMUNICATIONS

This section describes the protocols and coordination procedures between response organization during emergencies and disasters. Per NIMS, Public information is coordinated and integrated across jurisdictions and functional agencies among Federal, State, local, and Tribal partners, and with the private, and nongovernmental organizations. To effectively ensure timely and accurate public information and alert and warning messages are disseminated systems, structures, plans, policies, and equipment must be developed and identified to accomplish these tasks.

### PUBLIC INFORMATION OFFICER

Public Information Officers (PIOs) support their agency's director. In respect to emergency management, the lead PIO supports the EOC Director or the Incident Commander in the field as a member of their command staff. The PIO advises leadership on all public information matters relating to the management of the incident. The PIO handles inquiries from the media, the public, and elected officials, emergency public information and warnings, rumor monitoring and response, media monitoring, and other functions required to gather, verify, coordinate, and

disseminate accurate, accessible, and timely information related to the incident, particularly regarding information on public health, safety, and protection.

## **JOINT INFORMATION SYSTEM**

The Joint Information System (JIS) is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and/or disciplines with the private sector and NGOs. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, tribal, territorial, regional, local, and private sector PIOs and established Joint Information Centers (JICs) at each level of SEMS are critical elements of the JIS.

## **JOINT INFORMATION CENTERS**

The JIC is a central location that facilitates operation of the JIS. It is where personnel with public information responsibilities from multiple agencies, departments, and other local governments perform the critical functions of emergency public information and crisis communications. JICs may be established at various levels of the government, or can be components of the Federal, State, tribal, territorial, regional, or local multi-agency coordination (MAC) groups or EOCs. Incident dependent, a JIC can be established at the Field level to support the incident commander. For incidents requiring the activation of the EOC, Yolo County establishes a JIC to coordinate public messaging for the Operational Area.

## **MESSAGE DEVELOPMENT AND APPROVAL**

The JIC allows subject matter experts working in support of the County's response efforts to ensure all information disseminated to the public, or other agencies and organizations, is effective and consistent. Working collaboratively within the JIC, PIOs can better combat rumors, correct inaccuracies, minimize misinformation, and maintain consistency in messaging. In most cases, the responsibility for approval of a public message lies with the head of the agency that is responsible for its release.

## **METHODS OF DISSEMINATION**

Yolo County uses various mechanisms to disseminate public information. Among them are newspapers, television, radio, social media, and Yolo Alert. Additional methods are used for those with access and functional needs.

Clear, accurate, and consistent information must be disseminated to the public during an emergency for the public to take appropriate protective actions. Local government through commercial media, websites, blogs, social media, call centers, or town hall events may provide public information. Each distribution method has strengths and weaknesses. The PIO must determine the best methods of media distribution to reach all populations within the County and must ensure that the weakness of each system is covered by the strength of another. Additionally, the PIO must ensure that all communications are accurate, consistent, and coordinated to avoid public confusion.

## **YOLO 211**



Yolo County 2-1-1 is a collaborative effort of health and human service providers, state legislators, local government representatives and County residents. Its purpose is to make it easy for the people of Yolo County to find the help they need, when they need it. They have databases of agencies that offer programs and services within the County. Resources may be found by accessing their webpage at <https://www.211sacramento.org/211/2-1-1-yolo-county/> or by dialing 2-1-1. Call specialists are available 24/7, 365 days a year and can provide information in 170 languages. When events in the County require information to be shared with the community, or to field questions from the community, often times Yolo 211 is called upon to assist in fielding questions. This means they are provided fact sheets and information to help citizens get the answers they seek.

## **COMMUNICATING WITH VULNERABLE POPULATIONS**

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

There are many factors that must be considered to ensure effective communication during disasters and recovery. Following are areas to consider communication access:

- **Emergency Alert Systems:** Depending on the situation, numerous forms of alert and warning may be required to reach the entire population, including those without hearing, eyesight or speaking a different language. The County's Emergency Notification System can send emergency information via voice, text and email, and also through free applications available for "smart phones." Every Emergency Notification is sent through as many "channels" as possible.
- **Websites:** Many people with disabilities use "assistive technology" to enable them to use computers and access the Internet. Blind people who cannot see computer monitors may use screen readers – devices that speak the text that would normally appear on a monitor. People who have difficulty using a computer mouse can use voice recognition software to control their computers with verbal commands. Poorly designed websites can create unnecessary barriers for people with disabilities, just as poorly designed buildings prevent some from entering.
- **Press Conferences:** Information delivered at press conferences by public officials and broadcasted on television during a disaster is critical. This information needs to be effective, understood, consumable, and actionable by the whole community (i.e. sign language interpreters for Deaf/Hard of Hearing, translation for those with limited English, and alternative formats for Blind/Low Vision).

Communication with individuals with disabilities must be as effective as communication with others. The effective communication obligation extends to individuals with disabilities who have physical, mental, and sensory disabilities, such as vision, hearing, or speech impairments, that substantially limit the ability to communicate.

Under the ADA, communication barriers must be eliminated that prevent individuals with disabilities from enjoying equal opportunity to participate in and benefit from:

- Programs, services, and activities of state and local governmental entities.
- Goods, services or activities offered by public accommodations.
- Employment opportunities in both the public and private sectors.

The obligation to communicate effectively with people who have disabilities applies to the presentation and exchange of information in all forms including sound, print, graphics and voice.

## **EOC COMMUNICATION SYSTEMS**

The OA EOC is equipped with multiple redundant communication modalities allowing the sharing of situational awareness, resource status, raw intelligence and data, and alert and warning. The communication capabilities are routinely reviewed and updated as technology advances.

Current communication resources in the OA EOC include, but are not limited to:

- Land-line based phones
- Cell phones
- Satellite phones
- Fax machines
- Internet enabled computers
- Radio systems
  - Public safety frequencies (i.e., law, fire, EMS)
  - Government frequencies (department/agency radios)
  - Business/Commercial frequencies (i.e., PG&E, Red Cross)
  - Low band frequencies (EOC to EOC radios)

## **FIELD/ EOC COMMUNICATIONS AND COORDINATION**

Responsibility for emergency response is based on statutory authority. The emergency response is coordinated under SEMS/ICS, which provides a flexible, adaptable and expandable response organization to address all hazards of varying magnitude and complexity.

An EOC is activated to support field operations when an emergency requires additional resources, or when requested resources exceed that which is available from within the jurisdiction. Field Incident Commanders and EOCs will establish communications when the EOC is activated. Local government EOCs will establish communications with the Operational Area OEC (OAEOC). The OAEOC will communicate with the Regional Emergency Operations Center (REOC) and the REOC will communicate with the State Operations Center (SOC).

### **Field/ EOC Direction and Control Interface**

During response to minor or moderate events, jurisdictions may manage the emergency with existing resources and may or may not activate their local EOC. Personnel that are part of a

field level emergency response will utilize the Incident Command System (ICS) to manage and direct on-scene operations.

During multiple-incident situations within the County, an Area Command may be established to provide for the ICs at separate locations. Another scenario for the EOC/Area Command interaction would be the occurrence of several similar type incidents located in close proximity but in different jurisdictions. A Unified Area Command may be established to oversee Incident Commands operating in general proximity to each other. The Unified Area Command would coordinate with the activated local government EOCs.

## **COORDINATION WITH CITIES AND SPECIAL DISTRICTS WITHIN THE OPERATIONAL AREA**

Coordination and communications should be established between activated local government EOCs and the Operational Area (OA) lead, which is Yolo OES. For most of the Cities, this channel is through the Yolo OES by phone, radio, or computer. The OA EOC provides support to the field and local EOCs.

Special Districts will likely reach out to the Yolo County Office of Emergency Services via phone, radio or computer for support and information sharing via the Liaison Officer.

The Multi-Agency Coordination System (MACS) is the decision-making system used by member jurisdictions of the Yolo County Operational Area. Agencies and disciplines involved at any level of the SEMS organization work together to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents

## **FIELD COORDINATION WITH DOCs AND EOCs**

Communication and coordination among SEMS levels is clearly necessary for effective emergency response. In a major emergency, the County's EOC may be activated to coordinate the overall response. In the event that there are numerous incidents occurring throughout the County all of which are demanding the same departmental resources, it may be necessary to activate Department Operations Centers (DOCs). These DOCs would be responsible for supporting and coordinating the command posts in the field.

Incident Commanders (ICs) in the field may communicate with the Department Operations Centers (DOCs) which in turn will communicate and coordinate with the EOC. Depending on the incident, the ICs may communicate directly with the EOC, usually to their counterpart in the Operations section. When the EOC is directly overseeing the incident command teams, the EOC is operating in a centralized coordination and direction mode. DOCs are an excellent way to help maintain situational awareness for both the department and for the EOC. A DOC may be activated even when an EOC is not, if there are multiple incidents in one department but external resources are not needed. The decision to activate a DOC is made by the Department Director (or his/her designee).

## RECOVERY OPERATIONS

Although no single definition fits all situations, successful recoveries share similar benchmarks, which includes:

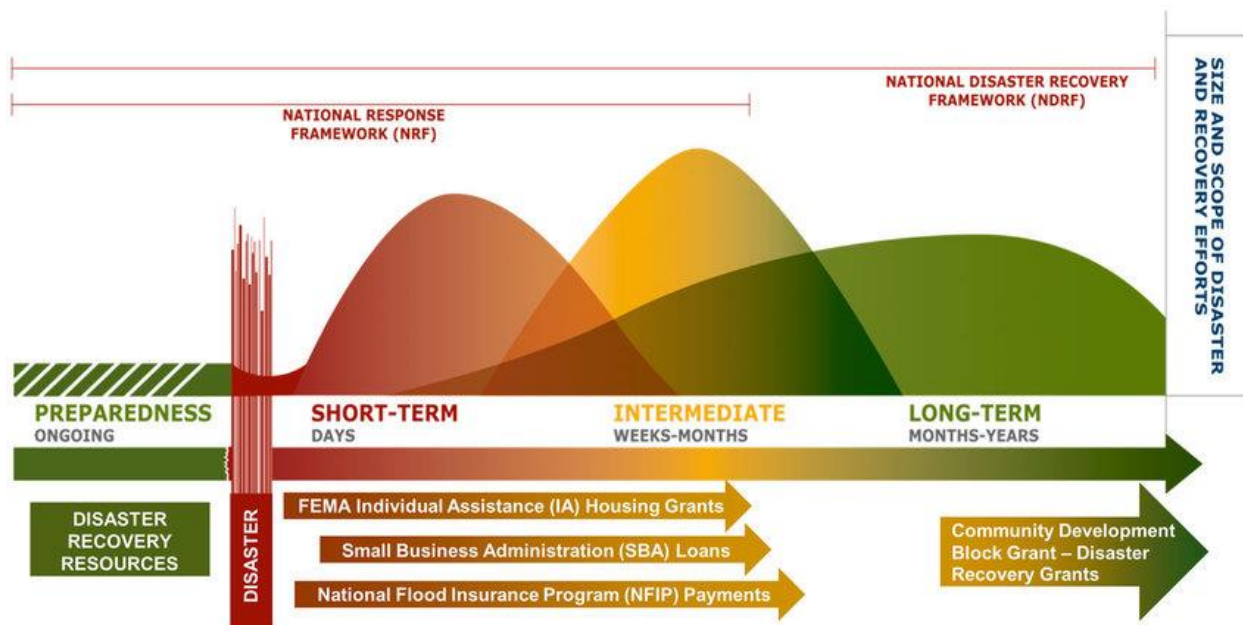
- Successfully overcoming the physical, emotional, and environmental impacts of the disaster.
- Reestablishing an economic and social base that instills confidence in community members and businesses regarding community viability.
- Integrating the functional needs of all residents, thereby reducing its vulnerability to all hazards facing it.
- Demonstrating the capability to be prepared, responsive, and resilient in dealing with the consequences of disasters.

To achieve these conditions, Yolo County has adopted the following recovery objectives:

- Restoration of basic hospital services and other facilities that provide medical care to the community.
- Facilitation of the transition of displaced populations from shelters to interim and long-term housing arrangements and ensuring social services
- Facilitation of the resumption of employment and economic activity of small businesses in neighborhoods and downtowns as well as national and international businesses located in the region.
- Identification of repairs that can immediately be implemented and long-term restoration needs of critical infrastructure such as transportation, communications, and utilities to enable the resumption of basic services.
- Resumption of the delivery of a full range of government services.
- Resumption of the functioning of educational systems.
- Development of a comprehensive plan for rebuilding that is consistent with regional policies and priorities, including focused development, environmental sustainability, equitable use of resources, and historic preservation.
- Coordination of funding resources for recovery efforts, including State and Federal assistance programs.
- Facilitation of restoration of the region's economy, including sectors as financial services, shipping, and manufacturing.
- Establishment by local governments and regional entities of their own objectives for recovery, depending on the specific effects of a disaster in their respective jurisdictions.
- Initiation of the process for long-term recovery.

## PHASES OF RECOVERY

The phases of recovery, or the “recovery continuum,” as FEMA refers to them, offer a process of interdependent and often concurrent activities that seek to progressively advance a community toward a successful recovery. However, decisions made, and priorities set early in the recovery process by a community have a cascading effect on the nature and speed of the recovery progress. The table below indicates how response and recovery functions are related and describes overlapping recovery activities by phase.



Note: “The recovery process is best described as a sequence of interdependent and often concurrent activities that progressively advance a community toward a successful recovery. However, decisions made, and priorities set early in the recovery process by a community will have a cascading effect on the nature and speed of the recovery progress. Indicates how response and recovery functions are related in example sectors.” *Recovery Continuum – Description by Phase* (FEMA, 2011, p. 8) figure 1-8 from the National Disaster Recovery Framework: Strengthening Disaster Recovery for the Nation.

### **Short-Term**

Recovery operations begin concurrently with, or shortly after, the commencement of response operations. The Short-Term Recovery Unit in the Planning section is charged with facilitating short-term recovery activities. The Short-Term Recovery Unit should be staffed with personnel from agencies with primary responsibilities in the EOC. Additionally, short-term recovery activities typically occur within 90 days of the incident, but may continue beyond that point. Short-term recovery actions include:

- Stabilizing the situation
- Restoring essential services
- Commencing the process of restoring the community and economic functions

Recovery operations are transitioned from the EOC to County departments based on their functional responsibilities. These departments coordinate recovery functions as part of their daily mission. Recovery activities, typically, comprise of:

- Damage assessment
- Debris removal
- Restoration of utilities, such as water and power services
- Restoration of basic transportation services and routes
- Provision of temporary housing
- Disaster-related social services

### **Intermediate (Mid-Term)**

Intermediate or mid-term recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures. During the intermediate period, it is essential that long term objectives are prioritized and agreed upon by the recovery operations group. The type of work in the intermediate recovery period falls under Type A and B, which are debris removal for A, and protective measures for B respectively. Typically, these timelines fall within 6 months of the incident, but these projects could be extended.

### **Long-Term**

Long-term recovery consists of activities necessary to restore a community to its pre-disaster state from the impacts of a major disaster. Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstructing public and private facilities and infrastructure
- Planning and rebuilding of housing
- Implementing waivers, zoning changes, and other land-use legislation to promote recovery.
- Providing long-term assistance to displaced families, including financial support as well as social and health services.
- Restoring the local economy to pre-disaster levels
- Integrating mitigation strategies into rebuilding efforts
- Recovering disaster-related costs for infrastructure restoration through Federal grant programs

These types of work projects, which fall under Types C through G, are categorized as permanent work, and are typically completed within 18 months:

- Type C: Roads and Bridges
- Type D: Water Control Facilities
- Type E: Buildings and Equipment
- Type F: Publicly owned Utilities
- Type G: Parks and Recreation and Other

## RECOVERY DOCUMENTATION

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

The Emergency Operations Center Finance/Administration Section will be responsible for maintaining records on damage assessment expenditures, recovery cost expenditures, insurance related documents, personnel overtime and other cost associated with the emergency.

The Emergency Operations Center Planning Section will maintain copies of documents that are integral to Emergency Operation Center functions such as Emergency Operation Center Action Plans, Situation Status Logs, Position Logs etc. that together make up the history and chronology of the emergency events.

Damage to facilities such as: public buildings, levees, roads, bridges, water control facilities, recreational and park facilities, and schools must be documented to be eligible for disaster assistance programs. Debris removal and emergency response costs should also be tracked for cost recovery purposes.

## ROLES AND RESPONSIBILITIES

Responsibility for supporting recovery efforts in Yolo County after a disaster is shared among several agencies from each level of government. Because recovery efforts are shared among several county agencies, the Recovery Unit will be staffed by personnel from several departments from their EOC operations section. Recovery for Yolo County is more complex because it relies on resources shared by other counties in the region, like transportation systems and infrastructure, and an employee base that commutes into and out of the county. To facilitate the progressive advancement towards recovery, all levels of government must effectively coordinate and prioritize activities and funding.

### **Cal OES Recovery Branch**

The Cal OES Recovery Branch is responsible for managing disaster recovery and aiding local governments and individuals impacted by disasters. The Recovery Branch ensures that the State and Federal support are provided in an efficient and timely manner throughout the recovery process. The Recovery Branch acts as the grantee for Federally funded disaster

assistance programs, as grantor for the California Disaster Assistance Act program, and coordinates recovery assistance for individuals, businesses, and the agricultural community. The Recovery Branch provides technical support to reduce the costs and streamline the process of future recovery efforts. Additionally, the Recovery Branch ensures that proposed recovery projects are reviewed for environmental concerns and that historical preservation activities are considered.

In support of these responsibilities, the Recovery Branch performs extensive liaison activities with local, State, and Federal agencies, legislators, various volunteer and nonprofit organizations, and the public. The Recovery Branch emphasizes recovery preparedness through the coordination of recovery planning efforts, the development of recovery training programs, and the involvement in emergency management exercises and drills.

### **FEMA Emergency Support Function #14**

Emergency Support Function #14, Long-Term Recovery (ESF #14), is coordinated by the Department of Homeland Security and FEMA. ESF #14 has the following responsibilities:

- Develop coordination mechanisms and requirements for post-incident assessments, plans, and activities that can be scaled to incidents of varying types and magnitudes.
- Conducts impact evaluation of prior ESF #14 efforts and other studies to improve future operations.
- Facilitates development of national long-term recovery strategies and plans in coordination with other relevant Federal departments and agencies that have independent authorities and responsibilities for addressing key issues regarding catastrophic incidents. These may include accessible housing, large displacements of individuals (including those with special needs, contaminated debris management, decontamination and environmental restoration, restoration of public facilities and infrastructure, and restoration of the agricultural sector.
- Develops plans, procedures, and guidance delineating appropriate agency participation and available resources, considering the differing technical needs and statutory responsibilities.

## **RECOVERY ORGANIZATION**

As previously described, the emphasis of local, state, and Federal activities shifts from response to relief and short-term recovery as the requirements to save lives, protect property, and protect public health and safety diminishes. During this phase, Yolo County will transition recovery planning out of the Recovery Unit of the EOC to an Operational Area Recovery Task Force. Consequently, OES has a diminishing role in recovery activities as the recovery proceeds.

## **OPERATIONAL AREA RECOVERY TASK FORCE**

To facilitate the integration of recovery efforts in the Operational Area and promote the effective use of available resources, the County may establish an Operational Area Recovery Task Force. The Operational Area Recovery Task Force should consist of members of the



community, the private sector, NGOs, local governments, special districts, and State and Federal agencies with roles in supporting recovery in the Operational Area.

## **STATE AND FEDERAL INTEGRATION**

Both the State and Federal governments provide disaster assistance. Emergency proclamation thresholds and resource requests typically determine the amount of assistance required. When the State and Federal government assists, they typically do so through the following assistance programs:

### **Local Assistance Center**

A Local Assistance Center (LAC) is a centralized location where individuals and families can access available disaster assistance programs and services following a disaster. Local, State, and Federal agencies, as well as nonprofit and voluntary organizations, may provide staff at the centers. The Federal Government may open separate assistance centers through which only the services of Federal programs are offered.

In cooperation with Cal OES Recovery, the County assesses the need for a LAC and will establish them as required. Based on the assessed needs, Cal OES Recovery ensures that an appropriate number of LACs are established. They also coordinate the participation of State and Federal agencies at the centers. Not all areas affected by an incident require LACs. Cal OES Recovery may provide financial support to the County for the operation of LACs through the California Disaster Assistance Act.

### **Disaster Recovery Centers**

Disaster Recovery Centers (DRC) are like LACs in that they provide aid to affected community members. DRCs are managed by FEMA and the State to offer financial support through programs described below and may be co-located in LACs.

### **Federal Assistance Programs**

The Federal government relies primarily on the following programs to aid State and local governments.

### **Direct Federal Assistance**

At the request of the state, FEMA coordinates direct Federal assistance to State and local governments through designated ESFs.

FEMA coordinates the activities of ESF #14 with Cal OES through the Joint Field Office. Through ESF #14, Federal agencies help affected communities identify recovery needs and potential sources of recovery funding and provide technical assistance in the form of recovery planning support. ESF #14 leverages and increases the effectiveness of Federal recovery assistance through coordination and collaboration among Federal agencies and local communities. Working with local governments, Cal OES identifies communities for which this mechanism is necessary.

## **RECOVERY PROGRAMS**

Under the Stafford Act, FEMA coordinates Federal recovery programs, which may include:

- Assistance for individuals and families through the Individual and Household Program, including provision of temporary housing.
- Assistance to State and local governments and certain private nonprofit organizations for extraordinary costs related to response, removal of debris, and damage to buildings and infrastructure through Public Assistance Program
- Assistance to State and local governments through the Hazard Mitigation Grant Program for measures to reduce damage from future disasters.

### **Other Federal Programs**

Other Federal agencies may implement non-Stafford Act recovery programs, or programs authorized under disaster-specific legislation. For example:

- The Small Business Administration provides low-interest loans for repairing damaged homes and damaged businesses.
- The Federal Highway Administration provides funding to the State and local governments for the restoration of damaged roads, bridges, and other features that are part of the system of Federal-aid routes.

### **Delivery of Federal Assistance Programs**

FEMA coordinates Stafford Act programs, such as the Public Assistance Program, with Cal OES through the Joint Field Office. Coordination of other programs, such as the Emergency Relief Program, may occur outside the Joint Field Office. Federal funding for these programs, such as the Public Assistance Program, may pass through the state, or it may be delivered directly to recipients, such as assisting people through the Individual Housing Program. However, these programs generally are not implemented through SEMS. For example:

A city public works department seeking assistance for repairs to damaged infrastructure applies for Public Assistance funding through Cal OES to FEMA and works directly with Cal OES and FEMA to obtain that funding.

A county transportation department seeking assistance for repairs to a Federal-aid route applies for Federal Highway Administration Emergency Relief Program funding through Caltrans and works directly with Caltrans to obtain that funding.

## **FINANCE**

To enhance the capability of the County of Yolo to respond to incidents by providing financial support and coordination to county incident management operations and coordinating the recovery of costs as allowed by Federal and State law, the financial priorities during incident management operations are:

- Preserve life, property, and the environment.
- Provide continuity of financial support to the county, and OA when appropriate
- Cooperate with the other sections of the OA EOC

- Document the county's costs and recovery of those costs as allowable

The Finance/Administration function will operate under the following policies during a qualifying incident/event as the situation dictates:

- The Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) will be followed.
- All existing county and departmental fiscal operating procedures will be adhered to unless modified by the County Council or the EOC Director.
- For incidents/events that render the accounting systems either inaccessible or unusable for any period of time, appropriate personnel will be on an operational period, as determined by the EOC Director. This may be a period of 12 hours.

The Finance/Administration function's primary responsibility is to maintain to the greatest extent possible the financial systems necessary to keep the county functioning during an incident or crisis of any size or type. These systems include but are not limited to:

- Payroll
- Payments
- Revenue collection
- Claim processing
- Cost recovery documentation

The function also supervises the negotiation and administration of vendor and supply contracts and procedures in collaboration with the incident management procurement functions. The extent and complexity of the incident or crisis will determine the extent to which the Finance/Administration function will mobilize. For some incidents/events, only part of the section may need to be engaged. In larger and more complex incidents the entire function will likely engage.

The Finance/Administration function acts in a support role in all incidents/events to ensure that all required records are preserved for future use and Cal OES and FEMA filing requirements through maintenance of proper and accurate documentation of all actions taken. To carry out its responsibilities, the Finance/Administration function will accomplish the following during a disaster/emergency. For incidents/events where the county's computer systems and banking are accessible and usable:

- Notify the other parts of the incident management organization and county departments that incident management accounting procedures will be initiated and used for the event;
- Determine (in collaboration with technical staff) the extent to which the county's computer systems are accessible and/or usable;
- Determine if the county's banking institutions can continue handling financial transactions;

- Inform the incident management organization and county departments that the payroll and payments processing will be handled on a "business-as-usual" basis except that incident management accounting procedures will be used for incident/event-related costs;
- Disseminate information about the incident management accounting procedures to other sections and departments as necessary;
- Upon proclamation or declaration of a disaster by the State and/or Federal Governments, coordinate with those agencies to initiate the recovery process of the county's costs;
- Coordinate with the other sections and departments on the collection and documentation of costs pertaining to the incident/event;
- Coordinate with the State and Federal disaster assistance agencies for the required inspections, documentation, audits, and other necessary work in order to recover costs.

For incidents/events where the county's computer systems and/or banking institutions are either inaccessible or unusable.

- Notify the other parts of the incident management organization and county departments that incident management accounting procedures will be initiated and used for the event.
- Determine (in collaboration with technical staff) the extent to which the county's computer systems are accessible and/or usable.
- Determine if the county's banking institutions can continue handling financial transactions.
- Inform the incident management organization and county departments that payroll and payments will be on hold for a short time and that processing will continue on a normal basis as of a specified date.
- Activate other Finance/Administration functions as necessary.
- Maintain, as best possible, the financial continuity of the county (payroll, payments and revenue collection).
- Disseminate information about the incident management accounting procedures to other sections and departments as necessary.
- Upon proclamation or declaration of a disaster by the State and/or Federal Governments, coordinate with those agencies to initiate the recovery process of the county's costs.
- Coordinate with the other sections and departments on the collection and documentation of costs pertaining to the incident/event.
- Coordinate with the State and Federal disaster assistance agencies for the required inspections, documentation, audits, and other necessary work in order to recover costs

## PLAN DEVELOPMENT AND MAINTENANCE

The EOP is developed under the authority of the Board of Supervisors. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real events. The section below describes the plan development and maintenance process for keeping the EOP current, relevant, and in compliance with SEMS, NIMS, and other applicable instructions.

### DEVELOPMENT AND MAINTENANCE RESPONSIBILITIES

OES is responsible for the development and maintenance of the EOP. Each County department/agency tasked with a functional responsibility is charged with developing and maintenance of its portions of the EOP, which include the annexes.

### DEVELOPMENT PROCESS

The initial development and new material will follow basic guidelines for strategic planning. The process is led by OES drawing on community-based values and customs while incorporating stakeholders and community representatives from diverse populations within Yolo County to assist in the development of the EOP. Stakeholders and representatives participate in functional work groups to generate material for the EOP which will address the considerations and integration of AFN and cultural diversity within the county. OES combines the contributions of these stakeholders and other subject matter experts to develop the draft EOP. The draft EOP will be reviewed, comments addressed, and edits made as necessary. OES will produce the final EOP. The involvement of EOC assigned staff, Stakeholder, AFN and Cultural diversity workgroup, and community representatives' is key to developing a comprehensive EOP that is useful, applicable, consistent with best practices, while also protecting and accommodating vulnerable populations.

### REVISION AND MAINTENANCE PROCESS

A review of the EOP is conducted annually to ensure the plan elements are valid, current, and remain in compliance with SEMS, NIMS, and other instructions. Like the development process, each of the responsible department/agency reviews and updates its portion of the EOP and appropriately modifies its standard operation based on deficiencies identified during exercises or real events. All revisions to the EOP are documented in the Record of Changes at the front of the plan.

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## APPENDIX E-1: AUTHORITIES AND REFERENCES

### AUTHORITIES

#### **Federal**

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121 *et seq.*

Homeland Security Presidential Directive 5, *Management of Domestic Incidents*, February 28, 2003

Homeland Security Presidential Directive 8, *National Preparedness*, November 17, 2003

The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency

#### **State**

California Emergency Services Act (CA Government Code section 8550 *et seq.*)

California Disaster Assistance Act (CA Government Code section 8680 *et seq.*)

California Code of Regulations Title 19 (Standardized Emergency Management System and California Disaster Assistance Act)

California Disaster and Civil Defense Master Mutual Aid Agreement

#### **County**

Yolo County Code Title 4, Chapter 1

### REFERENCES

#### **Federal**

National Response Framework (As revised)

National Incident Management System (NIMS)

Comprehensive Preparedness Guide (CPG) 101

#### **State**

California State Emergency Plan, July 2009 edition

Standardized Emergency Management System (SEMS)

California Disaster Assistance Act (CDAA)

Continuity of Government in California (Article IV, Section 21 of the State Constitution)

#### **County**

Yolo County Emergency Operations Plan, 2007

Yolo County Hazard Mitigation Plan, 2018



## APPENDIX E-2: ACRONYMS

### ACRONYMS

AAR After Action Report

AFN Access and Functional Needs

ARC American Red Cross

ATC Air Traffic Control

ATC-20-2 Applied Technology Council (20-2 refers to the training course for building inspectors)

BOS Board of Supervisors

CAHAN California Health Alert Network

Cal OES California Office of Emergency Services

CBP Customs and Border Protection

CBS Commercial Broadcast System

CDAA California Disaster Assistance Act

CERCLA Comprehensive Environmental Response, Compensation and Liability Act

CERT Community Emergency Response Team

CGC California Government Code

CGS California Geological Survey

CISD Critical Incident Stress Debriefing

COG Continuity of Government

COOP Continuity of Operations

DCF Disaster Control Facility

DHS Department of Homeland Security

DMC Debris Management Center

DOC Department Operations Center

DOP Department Operations Plan

DRC Disaster Recovery Center

DSW Disaster Service Worker

EAP Emergency Action Plan

EAS Emergency Alert System  
EBS Emergency Broadcast System  
EDIS Emergency Digital Information System  
EF Emergency Function  
EMAC Emergency Management Assistance Compact  
EMO Emergency Management Organization  
EMP Emergency Management Plan  
EMS Emergency Medical Services  
EOC Emergency Operations Center  
EOP Emergency Operations Plan  
ERC Emergency Response Coordinator  
ERD Emergency Resource Directory  
ESA Emergency Services Act  
ESF Emergency Support Function  
FAA Federal Aviation Administration  
FCO Federal Coordinating Officer  
FE Functional Exercise  
FEMA Federal Emergency Management Agency  
FMAG Fire Management Assistance Grant  
FOOT Field On-Site Observation Teams  
FSE Full Scale Exercise  
GAR Governor's Authorized Representative  
HM Hazard Mitigation  
HMGP Hazard Mitigation Grant Program  
HSPD Homeland Security Presidential Directive  
IAP Incident Action Plan  
IC Incident Commander  
ICP Incident Command Post

ICS Incident Command System  
IDE Initial Damage Estimate  
IMAT Incident Management Assistance Teams  
IMT Incident Management Team  
IT Information Technology  
JFO Joint Field Office  
JIC Joint Information Center  
LAC Local Assistance Center  
MACS Multi-Agency Coordination System  
MBO Management by Objectives  
MHOAC Medical Health Operational Area Coordinator  
MMAA Mass Mutual Aid Agreement  
MOU Memorandum of Understanding  
NIMS National Incident Management System  
NFIP National Flood Insurance Program  
NRF National Response Framework  
NRP National Response Plan  
NAWAS National Warning System  
NWS National Weather Service  
OA Operational Area  
OASIS Operational Area Satellite Information System  
OEM Office of Emergency Management  
OES Office of Emergency Services  
PA Public Assistance  
PAO Public Assistance Officer  
PDA Preliminary Damage Assessment  
PDM Pre-Disaster Mitigation  
PGE Pacific Gas and Electric

PSAP Public Safety Answering Point  
PIO Public Information Officer  
RDMHC Regional Disaster Medical Health Coordinator  
REOC Regional Emergency Operations Center  
RRCC Regional Response Coordination Center  
SAP Safety Assessment Program  
SAT Safety Assessment Team  
SCO State Coordinating Officer  
SEMS Standardized Emergency Management System  
SEP State Emergency Plan  
SOC State Operations Center  
SOP Standard Operating Procedure  
SRRCS Sacramento Regional Radio Communications System  
TTX Table Top Exercise  
USGS United State Geological Survey

