

# San Francisco Bay Area Regional Emergency Coordination Plan



## Base Plan



## Prepared By

Governor's Office of Emergency Services  
Cities of Oakland, San Francisco, and San Jose  
Counties of Alameda, Contra Costa, Marin, Napa, San Mateo  
Santa Clara, Santa Cruz, Solano, and Sonoma



## With Support From



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## Foreword

The San Francisco Bay Area is highly vulnerable to both natural hazards and human-caused disasters, such as earthquakes, fires, industrial accidents, and terrorist incidents. Because the Bay Area is home to nearly seven million residents, major components of the U.S. economy, and vital air, sea, and ground transportation links, the effects of a significant disaster in the Bay Area would extend throughout the State of California and across the nation. Given this vulnerability, the State of California and local governments throughout the Bay Area have made significant investments in the planning and resources necessary to respond to natural and human-caused emergencies and disasters. Such events, however, will likely exceed the emergency response capabilities of individual jurisdictions in the Bay Area, and a multijurisdictional regional response will be necessary. Moreover, the nationwide effort to improve preparedness at all levels of government, as embodied in the National Preparedness Goal, emphasizes the importance of regional response. Consequently, the State of California Governor's Office of Emergency Services and its local government partners developed the Bay Area Regional Emergency Coordination Plan to provide a framework for collaboration and coordination during regional events.

The Regional Emergency Coordination Plan (RECP) has been prepared in accordance with national and state emergency management systems and plans — in particular, the National Incident Management System, the Standardized Emergency Management System, the Master Mutual Aid Agreement, the California State Emergency Plan, and relevant mutual aid plans. The Regional Emergency Coordination Plan does not supersede or exclude any of these concepts or plans; rather, it places them in the context of a response to an event in the Bay Area, during which time the Regional Emergency Operations Center is activated.

The Regional Emergency Coordination Plan builds on California's existing Standardized Emergency Management System, through better definition of regional components of that system, including coordination across disciplines and levels of government, resource sharing, and regional decision-making. It also incorporates elements that previously have not been addressed in detail at the regional level under the Standardized Emergency Management System. A suite of documents, the Regional Emergency Coordination Plan comprises a Base Plan and the following nine subsidiary plans that address detailed elements for specific disciplines and operational activities:

- RECP Care and Shelter Subsidiary Plan
- RECP Communications Subsidiary Plan



*The Regional  
Emergency  
Coordination Plan  
is a suite of plans  
that provide the  
general framework  
for coordinating  
emergency response.*



- RECP Fire and Rescue Subsidiary Plan
- RECP Hazardous Materials Subsidiary Plan
- RECP Law Enforcement and Coroner/Medical Examiner Subsidiary Plan
- RECP Logistics Subsidiary Plan
- RECP Medical and Health Subsidiary Plan
- RECP Recovery Subsidiary Plan
- RECP Transportation Subsidiary Plan.

Development of the Regional Emergency Coordination Plan was a collaborative effort among the Governor's Office of Emergency Services, Coastal Region; the cities of Oakland, San Francisco, and San Jose; and the Operational Area lead agencies for the ten Bay Area counties, as described in Section 1. Over two hundred other local, regional, state, Federal, and non-governmental organizations also participated in the process to develop the plan and its subsidiary components.

Preparation of the Regional Emergency Coordination Plan was supported by a grant from the U.S. Department of Homeland Security Urban Area Security Initiative. This program provides metropolitan areas with funding for regional planning, equipment, training, and exercises to prepare for critical incident response.

The Governor's Office of Emergency Services (OES), Coastal Region will maintain the Regional Emergency Coordination Plan and is responsible for all future revisions and modifications. Additional plans and tools that are developed at the regional level, including products using future U.S. Department of Homeland Security grants, will be incorporated into the Regional Emergency Coordination Plan, as appropriate.

A note about a special design element in the suite of documents that comprise the Bay Area Regional Emergency Coordination Plan: the Base Plan and subsidiary plans each has a corresponding icon, which in the electronic version of each document serves as a hyperlink. Clicking on an icon along the right- and left-hand columns on each page will bring the reader directly to that plan.

# Acknowledgments

The Regional Emergency Coordination Plan is a product of the collaborative efforts of the following entities:

- Governor's Office of Emergency Services, Coastal Region
- City of Oakland, Office of Emergency Services
- City and County of San Francisco, Department of Emergency Management
- City of San Jose, Office of Emergency Services
- Alameda County Sheriff, Office of Emergency Services
- Contra Costa County Sheriff, Office of Emergency Services
- Marin County Sheriff, Office of Emergency Services
- Napa County Department of Emergency Services
- San Mateo Sheriff, Office of Homeland Security and Emergency Services
- Santa Clara County Office of Emergency Services
- Santa Cruz County Office of Emergency Services
- Solano County Office of Emergency Services
- Sonoma County Department of Emergency Services.

The following organizations participated in the development of the plan:

- Business Executives for National Security, Bay Area Business Force
- Federal Emergency Management Agency, Region IX
- Metropolitan Transportation Commission.

The following organizations participated in discussions regarding the role of utilities:

- Alameda County Water District
- California Utilities Emergency Association
- California Water Service Company
- Contra Costa County Water District
- East Bay Municipal Utility District
- San Francisco Public Utilities Commission
- San Jose Water Company
- Santa Clara Valley Water District
- Zone 7 Water Agency.





Agencies that participated in the development of the subsidiary plans are identified in the Acknowledgments sections of those documents.

URS Corporation prepared the Regional Emergency Coordination Plan with consultant support from Mr. Terry Gitlin and stakeholder management support from CirclePoint.



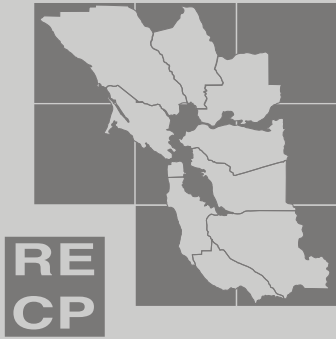
# Record of Changes

Date	Agency	Comments
March 2008	OES Coastal Region	Final





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# Section 1 | Base Plan Introduction



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# Section 1 – Introduction

## PURPOSE

The Regional Emergency Coordination Plan (RECP) provides an all-hazards framework for collaboration among responsible entities and coordination during emergencies in the San Francisco Bay Area. The RECP defines procedures for regional coordination, collaboration, decision-making, and resource sharing among emergency response agencies in the Bay Area.

The RECP does not replace existing emergency response systems. Rather, it builds on the Standardized Emergency Management System (SEMS) and the California State Emergency Plan to provide methods for cooperation among Operational Areas and the Governor's Office of Emergency Services (OES), Coastal Region.<sup>1</sup> The RECP provides critical linkages to ensure that existing Bay Area emergency response systems work together effectively during the response to an event. In addition, the RECP complies with the requirements of the National Incident Management System (NIMS), and is consistent with the National Preparedness Goal.

## OBJECTIVES

The RECP defines the following:

- Role of OES Coastal Region – in particular, the Regional Emergency Operations Center (REOC) – when responding to a regional emergency or disaster
- Operational priorities that govern the regional response
- Roles, responsibilities, and authority of response organizations for regional decision-making and circumstances during which regional decision-making is required
- Processes for requesting resources and allocating limited resources during a regional emergency or disaster
- The manner in which the Fire and Rescue, Law Enforcement and Coroner/Medical Examiner, and Medical and Health mutual aid systems are coordinated with each other and with other systems for requesting resources during a regional emergency or disaster
- Processes for sharing information among the Operational Area Emergency Operations Centers (EOCs), the REOC, and the OES State Operations Center (SOC)
- Processes for coordination between the REOC and other state, Federal, and regional entities during response to a regional emergency or disaster.



<sup>1</sup> OES Coastal Region is an administrative region under OES that incorporates, and is responsible for, sixteen counties in and around the San Francisco Bay Area.



## SCOPE AND APPLICABILITY

### General Applicability

The RECP provides a framework for coordination among Operational Areas, OES Coastal Region, and other state entities to support a regional response. In accordance with SEMS, the RECP complements the California State Emergency Plan as well as the emergency plans of Operational Areas. The RECP does not supersede or exclude any existing plans; rather, it places relevant plans in the context of a response to an event within the region, during which time the REOC is activated. More specifically, it does not address, or supersede, local procedures for:

- Tactical operations and incident command
- Local response activities
- Established mutual aid relationships and procedures at the local level.

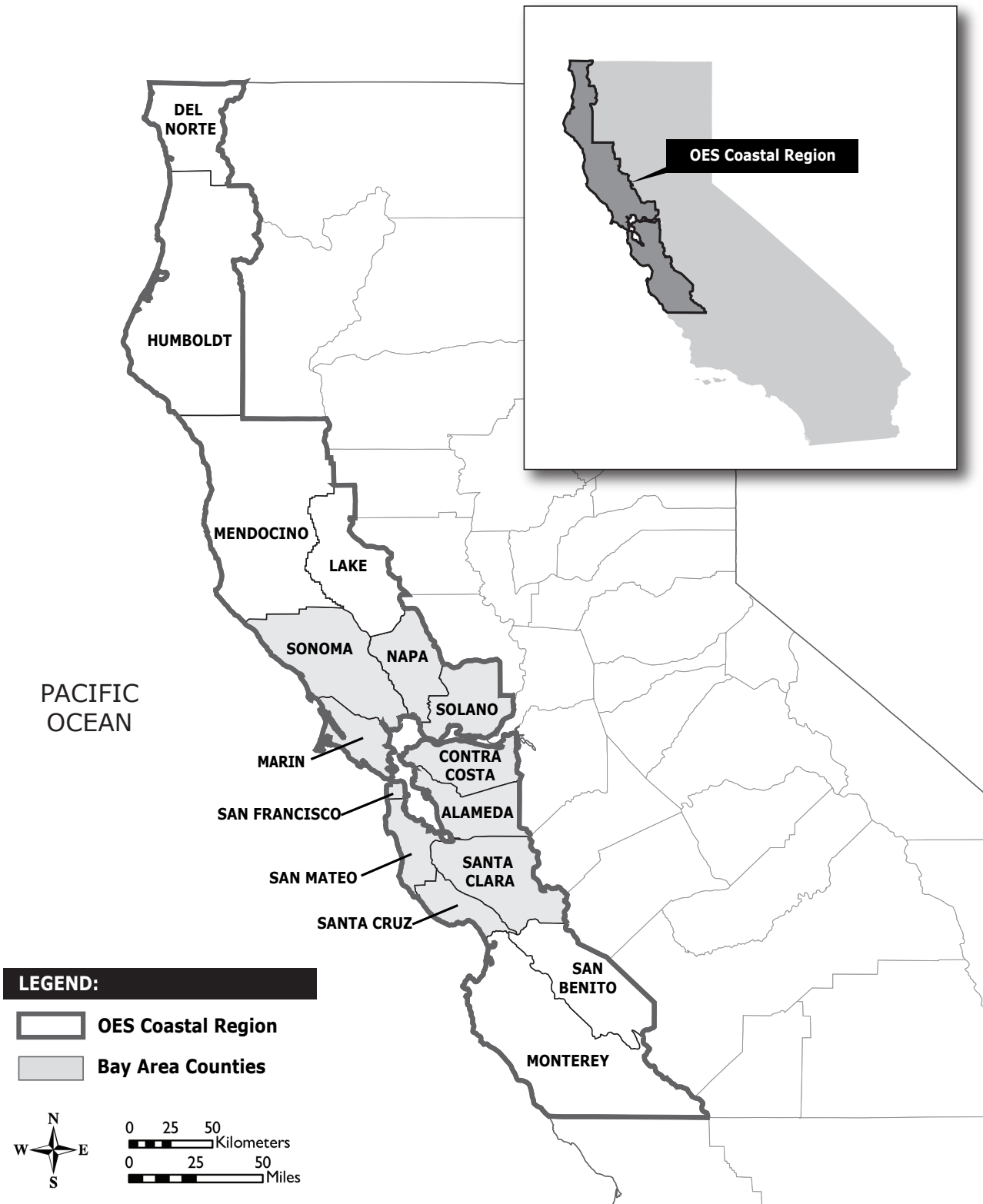
The RECP also includes references to emergency activities that are undertaken by other organizations, including:

- Non-governmental organizations
- Regional entities, such as the Metropolitan Transportation Commission (MTC)
- Federal agencies located in the Bay Area, such as the U.S. Coast Guard
- Federal agencies, such as the Federal Emergency Management Agency (FEMA), that will respond under the National Response Framework or a Presidential declaration of disaster or emergency
- Public and private-sector utilities.

### Geographic Extent

The RECP was developed for OES Coastal Region, which encompasses the sixteen counties listed below and illustrated on Figure 1. Ten of these counties (marked with \*) supported the development of the RECP through collaboration with OES Coastal Region and the three Bay Area Urban Area Security Initiative (UASI) cities (Oakland, San Francisco, and San Jose).

- |                 |                  |
|-----------------|------------------|
| • Alameda*      | • Napa*          |
| • Contra Costa* | • San Benito     |
| • Del Norte     | • San Francisco* |
| • Humboldt      | • San Mateo*     |
| • Lake          | • Santa Clara*   |
| • Marin*        | • Santa Cruz*    |
| • Mendocino     | • Solano*        |
| • Monterey      | • Sonoma*        |



**Figure 1**  
OES Coastal Region and Bay Area Counties



## OES Coastal Region

OES provides administrative coordination and support for designated OES mutual aid regions<sup>2</sup> through three administrative regional offices, which are geographically divided into:

- Coastal Region
- Inland Region
- Southern Region.

The functions described in the RECP are coordinated by OES Coastal Region, which is responsible for sixteen Operational Areas, including the ten Bay Area Operational Areas that supported the development of this plan. Figure 1 depicts the sixteen Operational Areas. Section 3 further describes OES Coastal Region and its roles and responsibilities.

## Type and Extent of Event

The RECP is applicable:

- To all hazards, whether natural or human-caused<sup>3</sup>
- When a regional emergency or disaster occurs and the regional level of SEMS is activated, which may occur when:
  - One or more Operational Area EOC is activated, which triggers an activation of the REOC
  - The REOC in turn activates
  - Situations occur in which the REOC is not functional and the SOC assumes responsibility for the functions that the REOC normally carries out.

## RECP Subsidiary Plans

Nine issue-specific subsidiary plans, each of which provides more detail about critical regional emergency response functions, supplement the RECP. Each subsidiary plan describes:

- How the Operational Area EOCs, the REOC, applicable mutual aid systems, and the SOC coordinate to respond to a regional emergency or disaster
- The roles and responsibilities of agencies and organizations for each discipline.

Table 1 describes the RECP subsidiary plans. Additional subsidiary plans may be added, as appropriate, and as described further in this section, under the discussion of plan maintenance and development.

<sup>2</sup> Designated mutual aid regions are discussed later in this section.

<sup>3</sup> Currently, the RECP does not reflect the incident-specific assumptions and contingencies associated with an influenza pandemic.



**Table 1: RECP Subsidiary Plans**

Plan Title	Topics	Users
RECP Fire and Rescue Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination of resources through the Fire and Rescue Mutual Aid System</li> <li>• Framework for coordination between the REOC and the Fire and Rescue Mutual Aid System</li> </ul>	<ul style="list-style-type: none"> <li>• REOC Fire and Rescue Branch</li> </ul>
RECP Hazardous Materials Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination of resources to support response to a regional hazardous materials incident</li> </ul>	<ul style="list-style-type: none"> <li>• REOC Fire and Rescue Branch and Hazardous Materials Branch/Unit</li> </ul>
RECP Communications Subsidiary Plan	<ul style="list-style-type: none"> <li>• Systems for communication across disciplines and jurisdictions</li> <li>• Processes to provide communications resources</li> </ul>	<ul style="list-style-type: none"> <li>• REOC and Operational Area EOC communications leads</li> </ul>
RECP Law Enforcement and Coroner/Medical Examiner Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination of resources through the Law Enforcement and Coroner/Medical Examiner Mutual Aid Systems</li> <li>• Framework for coordination between the REOC and the Law Enforcement and Coroner/Medical Examiner Mutual Aid Systems</li> </ul>	<ul style="list-style-type: none"> <li>• REOC Law Enforcement Branch and Coroner/Mass Fatality Unit</li> </ul>
RECP Logistics Subsidiary Plan	<ul style="list-style-type: none"> <li>• Management of resources from outside the region in response to a catastrophic event</li> </ul>	<ul style="list-style-type: none"> <li>• Operational Area, REOC, and SOC operations and logistics sections</li> </ul>
RECP Care and Shelter Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination among the Operational Areas, the REOC, the California Department of Social Services, and the American Red Cross for provision of regional care and shelter resources</li> </ul>	<ul style="list-style-type: none"> <li>• REOC Care and Shelter Branch</li> <li>• Department of Social Services</li> <li>• American Red Cross</li> </ul>
RECP Medical and Health Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination of resources through the Medical and Health Mutual Aid System</li> <li>• Framework for coordination between the REOC and the Medical and Health Mutual Aid System</li> </ul>	<ul style="list-style-type: none"> <li>• REOC Medical Health Branch</li> <li>• Medical Health Operational Area Coordinators</li> <li>• Regional Disaster Medical Health Coordinator</li> </ul>
RECP Recovery Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination of regional recovery operations for 90 days following an event, including temporary housing, debris removal, restoration of infrastructure, and transition to regional long-term recovery issues</li> </ul>	<ul style="list-style-type: none"> <li>• Planning and operations elements at all levels involved in recovery</li> </ul>
RECP Transportation Subsidiary Plan	<ul style="list-style-type: none"> <li>• Coordination of transportation resources for emergency response</li> <li>• The distinction between emergency response and the restoration of basic transportation services</li> <li>• Regional evacuation coordination</li> </ul>	<ul style="list-style-type: none"> <li>• REOC Transportation Branch</li> <li>• MTC</li> <li>• California Highway Patrol</li> <li>• California Department of Transportation (Caltrans)</li> </ul>



## AUTHORITIES, REGULATIONS, AND REQUIREMENTS

The RECP is consistent with, or complies with, applicable national and state emergency management systems and plans, in particular the:

- California State Emergency Plan
- SEMS
- NIMS
- National Preparedness Goal.

Table 2 summarizes the specific authorities, regulations, and requirements that form the background for the RECP.

## OPERATIONAL PRIORITIES

The following overarching operational priorities govern resource allocation and response strategy for the Bay Area during a regional emergency or disaster.

- **Saving Lives:** The preservation of life is the top priority of emergency managers and first responders, and takes precedence over any and all other considerations.
- **Addressing Human Needs:** Beyond the simple preservation of life, all possible efforts must be made to provide for basic human needs, including food, water, shelter, and security, during and after a regional emergency or disaster.
- **Caring for Vulnerable Populations:** People with physical or mental challenges, or who lack assets that would enable them to remove themselves from harm's way, are more vulnerable to harm both during and after an emergency event. Protecting these vulnerable populations is a high priority of the region during and after a regional emergency or disaster.
- **Protecting Property:** All possible efforts must be made to protect public and private property from damage during and after a regional emergency or disaster.
- **Restoring Basic Services:** Power, sanitation, public transportation, and other basic services must be restored as quickly as possible to enable communities to resume their normal patterns of life.
- **Protecting the Environment:** All possible efforts will be made to protect California's environment from damage during and after a regional emergency or disaster.
- **Encouraging Community and Economic Recovery:** Emergency managers; local, county, and state government agencies; and the private sector will work with each community affected by a regional emergency or disaster to facilitate a speedy recovery. Every effort must be made to ensure that recovery operations are conducted fairly, equitably, and inclusively.

**Table 2: Authorities and Regulations**

Title/Citation	Origination	Application	Description/Summary
California Emergency Services Act, Chapter 7, Division 1, Title 2 of California Government Code	State of California	State and local government agencies	Confers emergency powers to the Governor, establishes OES, delineates the emergency responsibilities of state agencies, and establishes the state mutual aid system
SEMS Chapter 1, Division 2, Title 21 of the California Code of Regulations	State of California	State and local government agencies	Provides the framework for emergency management in California, directs each agency to be responsible for “emergency planning, preparedness, and training,” and directs each agency to establish a line of succession “and train its employees to properly perform emergency assignments”
Governor’s Executive Order W-9-91	State of California	State and local government agencies	Establishes basic emergency preparedness objectives and policies to be carried out by state officials
California Disaster and Civil Defense Master Mutual Aid Agreement	State of California	State and local government agencies	Provides a framework for the provision of mutual aid to agencies in need during an emergency event
Emergency Managers Mutual Aid Plan	State of California	State and local government agencies	Outlines policies, procedures, and authorities for provision of emergency management personnel from unaffected jurisdictions to support affected jurisdictions during an emergency event, in accordance with the Master Mutual Aid Agreement
State of War Emergency Orders and Regulations	State of California	State and local government agencies	Explains the broad powers of the Governor during a State of War emergency
State Emergency Plan	State of California	State and local government agencies	Describes the authorities, responsibilities, functions, and operations of all levels of government during extraordinary emergencies
Robert T. Stafford Disaster Relief and Emergency Assistance Act (the Stafford Act)	Congress of the United States (Public Law 93-288, as amended)	Federal agencies	Authorizes the Federal Government to provide assistance in emergencies and disasters when state and local capabilities are exceeded
National Response Framework	U.S. Department of Homeland Security	All levels of government, and non-governmental and private sector entities	Provides guidance on how the nation conducts all hazard incident responses
Homeland Security Presidential Directive No. 5	The Executive Office of the President	Federal, state, and local agencies with responsibilities for emergency response	Authorizes the development and implementation of NIMS, which establishes standardized incident management processes that all responders use to conduct response actions
Homeland Security Presidential Directive No. 8	The Executive Office of the President	Federal, state, and local agencies with responsibilities for emergency response	Establishes policies for strengthening national preparedness, including the National Preparedness Goal and Target Capabilities List



## KEY SUPPORTING CONCEPTS

Both SEMS and the California State Emergency Plan provide the framework for the emergency operations plans of Operational Areas, cities, and special districts throughout California. In addition, the RECP meets the requirements of NIMS. Key concepts upon which the RECP and its subsidiary plans are as follows.

### **Incident Command System**

The Incident Command System provides a consistent, integrated framework for the management of all incidents. Both SEMS and NIMS are based on Incident Command System principles. Key Incident Command System concepts include limited span of control, incident action planning, management by objective, and modular organization. Incident Command System organizations use five functional sections: command, operations, logistics, planning/intelligence, and finance and administration.

### **Standardized Emergency Management System**

SEMS is the system used to manage multi-agency and multi-jurisdictional responses to emergencies in California. SEMS consists of five hierarchical levels: field, local, operational area, regional, and state. SEMS incorporates the principles of the Incident Command System, the Master Mutual Aid Agreement, 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.

### **Mutual Aid**

Under the terms of the California Master Mutual Aid Agreement, emergency assistance is provided voluntarily from one jurisdiction to another at no cost to the receiving jurisdiction. Table 3 shows state-level mutual aid systems managed by OES and the Emergency Medical Services Authority (EMSA).<sup>4</sup> OES has identified mutual aid regions throughout the state – six for fire and general mutual aid resources, and seven for law enforcement and coroner resources. Of these mutual aid regions, Region II applies to the sixteen counties that are included in the RECP.

Each discipline-specific mutual aid system is described in more detail in the RECP subsidiary plans related to those systems. The Emergency Managers Mutual Aid (EMMA), which is used to provide personnel to support emergency management operations, is further described in Section 5.

<sup>4</sup> EMSA is responsible for coordinating Emergency Medical Services activities throughout the state. EMSA is also responsible for coordinating and integrating disaster medical preparedness throughout the state, and, when required, managing the state's medical response to emergencies and disasters.

**Table 3: California Mutual Aid Systems**

Coordinated By OES			Coordinated By EMSA
Fire and Rescue	Law Enforcement	Emergency Services*	Medical and Health
Fire and Rescue Mutual Aid	Law Enforcement Mutual Aid	Emergency Managers Mutual Aid	Disaster Medical and Health Mutual Aid
Urban Search and Rescue Mutual Aid	Coroner/Medical Examiner Mutual Aid		
Hazardous Materials Mutual Aid	Search and Rescue Mutual Aid		

\* For purposes of the RECP, the term Emergency Services Mutual Aid refers to non-discipline-specific mutual aid, such as the provision of resources to support care and shelter operations, supplement staffing for EOCs, or other emergency management functions.

**Unified Command**

A Unified Command approach is used to define and achieve a set of objectives during situations in which two or more political or functional entities have authority and/or assets. In a Unified Command approach, representatives of each entity meet to set goals and decide how best to achieve them.

**Regional Coordination Group**

In a regional multidisciplinary event, the REOC Director may convene a Regional Coordination Group to provide guidance on decisions regarding allocation of resources and coordination of response activities. The Regional Coordination Group consists of the relevant Branch Directors of the REOC Operations Section, the Operations Section Chief, the REOC Director, representatives of affected Operational Areas, and subject matter experts. The SOC Director may elect to participate. At the discretion of the REOC Director, the Regional Coordination Group may meet via conference call or video teleconferencing. The Regional Coordination Group is further defined in Section 4.

**National Response Framework**

The National Response Framework<sup>5</sup> is a guide to national all-hazards incident response. The framework, which is coordinated by the U.S. Department of Homeland Security, is built upon flexible, scalable, and adaptable coordinating structures to align key roles and responsibilities across the nation. It is intended to capture specific authorities and best practices for managing incidents ranging from the serious but strictly local, to large-scale terrorist attacks and catastrophic natural disasters. It features an approach that:

- Integrates a wide range of emergency management disciplines into a unified structure

<sup>5</sup> <http://www.fema.gov/emergency/nrf/>.





- Describes the roles and responsibilities of Federal agencies in emergency response and the organization of those agencies into Emergency Support Functions (ESFs)<sup>6</sup>
- Provides the structure and mechanisms for national-level policy and operational direction
- Provides the framework for Federal interaction with state, local, and tribal governments, the private sector, and non-governmental organizations.

The National Response Framework also describes the Federal response to a catastrophic incident. The Federal Government defines a catastrophic incident as “any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions.” The National Response Framework states that the Federal Government may take protective measures to mobilize and deploy assets in anticipation of a request from a state prior to, and during, catastrophic events, especially for those that occur without notice. Federal protocols for responding to such incidents are further outlined in the Catastrophic Incident Annex to the National Response Framework and the Catastrophic Incident Supplement, which establishes a coordinated strategy for accelerating the delivery of the applications of Federal, and Federally accessible, resources and capabilities. The Catastrophic Incident Supplement establishes an execution schedule and implementation strategy for delivery of key resources for a range of natural and human-caused catastrophic incidents.

### Target Capabilities

Homeland Security Presidential Directive–8 calls for a National Preparedness Goal that establishes measurable priorities, targets, and a common approach to developing needed capabilities. Capabilities are defined as combinations of resources that provide the means to achieve a measurable outcome from the performance of one or more critical tasks. In September 2006, the U.S. Department of Homeland Security issued an updated Target Capabilities List, which includes thirty seven target capabilities. The RECP identifies the response disciplines that are responsible for achieving the objectives of the Respond and Recover Target Capabilities.

<sup>6</sup> The Federal Government organizes much of its resources and capabilities, as well as those of certain private sector and non-governmental organizations, under fifteen ESFs. ESFs align categories of resources and provide strategic objectives for their use. ESFs use standardized resource management concepts, such as typing inventorying, and tracking, to facilitate the dispatch, deployment, and recovery of resources before, during, and after an incident. The National Response Framework identifies primary ESF agencies on the basis of authorities and resources. Support agencies are assigned based on the availability of resources in a given functional area.

## PLAN DEVELOPMENT AND MAINTENANCE

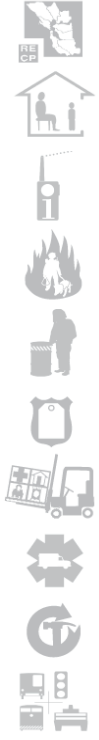
OES Coastal Region is responsible for the maintenance, revision, and distribution of the RECP and its subsidiary plans. In coordination with the Mutual Aid Regional Advisory Committee (MARAC), OES Coastal Region will annually assess the need for revisions to the RECP based on the following considerations:

- Changes to state or Federal regulations, requirements, or organization
- The need for additional subsidiary plans to develop regional response capabilities or eliminate gaps in capabilities, as suggested by MARAC members or developed by the Bay Area Super Urban Area Security Initiative (SUASI) Management Team<sup>7</sup>
- Implementation of tools or procedures that alter or improve upon plan components.

OES Coastal Region will maintain a record of amendments and revisions, as well as executable versions of all documents, and will be responsible for distributing the plan to all applicable agencies.

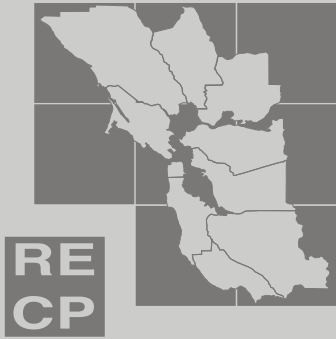


<sup>7</sup> The SUASI Management Team is composed of representatives of the cities of Oakland, San Francisco, and San Jose; the counties of Alameda and Santa Clara; and OES Coastal Region. The agency is responsible for managing Federal preparedness grants awarded to the Bay Area under the UASI.



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## Section 2 | Base Plan Planning Assumptions and Considerations



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## Section 2 – Planning Assumptions and Considerations

### PLANNING ASSUMPTIONS

The RECP is based on the following development and implementation assumptions.

- The RECP is in effect when the regional level of SEMS is activated in response to an emergency or disaster in the Bay Area.
- Incidents will be managed at the lowest possible level. Local governments have primary responsibility for emergency response activities within their jurisdictions: the Operational Areas, the REOC, and the SOC support the local jurisdictions.
- A regional event is likely to exceed the emergency response capabilities of individual Operational Areas. Additional resources from inside and outside of the region will be required to achieve an effective response.
- Emergencies or disasters that affect multiple Operational Areas and involve multiple emergency response disciplines require significant interjurisdictional and interdisciplinary coordination, including close coordination among Operational Areas, mutual aid systems, and other emergency response entities.
- During a regional multidisciplinary or catastrophic event, competing demands for regional resources may require the prioritization of resource requests.
- During a regional multidisciplinary or catastrophic event, Unified Command will be established at the REOC for regional emergency management and support.
- During a regional multidisciplinary event, the Director of OES will empower the REOC Director to allocate state mutual aid resources in the manner necessary to optimize the use of limited resources to protect life, safety, property, and the environment, and to achieve the goals of the regional and state response strategy.
- A catastrophic event in the Bay Area will exceed the emergency response capabilities of the Bay Area and the state. Additional resources will be required from other states and/or the Federal Government to achieve an effective response.
- During a catastrophic event, the Federal Government will implement the National Response Framework and may implement the Federal Catastrophic Incident Supplement. State and local governments will manage the emergency response in accordance with SEMS and NIMS. The Federal Government will provide resources to support the emergency response.

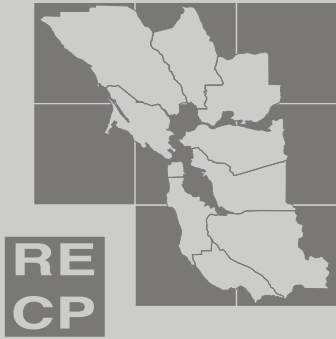




## THREATS

The Bay Area faces a number of significant threats due to its geography and prominence as a leading center for business and culture. These threats could result in potential events that could cause regional emergencies or disasters, such as in the following partial list:

- Natural Events
  - Earthquake
  - Flood
  - Landslide
  - Wildfire
- Human-Caused Events
  - Detonation of improvised nuclear device or other explosive device
  - Dispersal of radiological materials
  - Dispersal of biological agents, such as aerosol anthrax.



## Section 3 | Base Plan Roles and Responsibilities



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## Section 3 – Roles and Responsibilities

This section of the RECP outlines the roles and responsibilities of local, state, and Federal agencies during a regional emergency or disaster.

### OPERATIONAL AREAS

An Operational Area encompasses a county and all the political subdivisions located within the county, including special districts. The Operational Area lead agency (generally, the county emergency management agency) manages information and resources (via mutual aid provisions), and priorities among local governments and special districts within the Operational Area. Operational Areas serve as the link between local governments and OES Coastal Region.

The Bay Area contains ten Operational Areas. Lead agencies for the ten Operational Areas include:

- Alameda County Sheriff, Office of Emergency Services
- Contra Costa County Sheriff, Office of Emergency Services
- Marin County Sheriff's Office, Office of Emergency Services
- Napa County Department of Emergency Services
- City and County of San Francisco, Department of Emergency Management, Division of Emergency Services
- San Mateo County Sheriff, Office of Homeland Security and Emergency Services
- Santa Clara County Office of Emergency Services
- Santa Cruz County Office of Emergency Services
- Solano County Office of Emergency Services
- Sonoma County Department of Emergency Services.

OES Coastal Region also will use the RECP protocols and procedures during a response to a regional emergency or disaster that involves the following six counties, which are adjacent to the region:

- Del Norte County
- Humboldt County
- Lake County
- Mendocino County
- Monterey County
- San Benito County.





During a regional emergency or disaster, the Operational Area is responsible for:

- Activating the Operational Area EOC and Operational Area emergency operations plan(s)
- Coordinating the overall emergency response within the Operational Area
- Establishing and maintaining communication with the REOC, local EOCs, county Department Operations Centers (DOCs), regional agencies, and utility companies within the Operational Area
- Filling resource requests among jurisdictions within the Operational Area by providing county resources, brokering the provision of mutual aid from other jurisdictions within the Operational Area, and/or requesting resources from the REOC
- Providing emergency response resources to other Operational Areas in accordance with the provisions of the Master Mutual Aid Agreement
- Maintaining situational awareness within the Operational Area by verifying and aggregating local government situation assessments, discipline-specific status updates, and data from sources outside the Operational Area
- Developing and distributing to the REOC an Operational Area EOC Action Plan that identifies Operational Area priorities and objectives for each Operational Period, ensuring that Operational Area priorities are aligned with regional priorities
- Participating in Regional Coordination Group conference calls to provide input to regional resource allocation and other decisions.

### **Regional Organizations**

Several public entities in the Bay Area are regional – that is, they may have authority or conduct operations in more than one county. Examples include the Bay Area Rapid Transit District; the Golden Gate Bridge, Highway, and Transportation District; and public utilities such as the East Bay Municipal Utility District. These organizations generally provide liaisons to one or more Operational Area EOCs for the counties in which they conduct the majority of their operations. The role of regional utilities is described in more detail on page 3-7.

### **OES COASTAL REGION**

In accordance with SEMS, OES Coastal Region (referred to as Region II for the fire and law enforcement mutual aid systems) coordinates emergency operations and mutual aid in the Bay Area. As Figure 1 illustrates, OES Coastal Region extends from the Oregon border in the north through Monterey County in the south. Section 5 further



describes the OES organizational structure and position roles and responsibilities.

During a regional emergency or disaster, OES Coastal Region is responsible for:

- Activating and staffing the REOC
- Establishing communication with Operational Area EOCs and the SOC
- Developing and distributing regional situation reports (see Appendix C for a REOC situation report form) to Operational Areas within the region and to the SOC
- Developing and distributing the REOC Action Plan, which establishes regional priorities, objectives, and responsibilities for a particular operational period
- Allocating and tracking resources in response to requests from Operational Areas by:
  - Forwarding the requests to discipline-specific Mutual Aid Coordinators
  - Forwarding the requests to the SOC if the request cannot be filled quickly within the region
  - Forwarding non-discipline-specific requests to the SOC
  - Brokering the provision of mutual aid resources from unaffected Operational Areas
  - Mission-tasking state agencies in the region to provide resources
  - In coordination with Operational Areas and Mutual Aid Coordinators, making strategic decisions regarding resources in situations that affect multiple Operational Areas and multiple disciplines
  - Collaborating with discipline-specific Mutual Aid Coordinators to ensure that all requests are filled expeditiously, and aligning allocation decisions with regional priorities established in the REOC Action Plan
  - Coordinating the activities of the Operational Areas in situations in which the actions of an individual Operational Area may affect other Operational Areas (for example, an evacuation)
  - Convening the Regional Coordination Group
  - Convening task forces to address specific regional emergency response activities (for example, evacuation or recovery)
- Tracking the progress of resource requests and mission tasks.





## OES HEADQUARTERS/STATE OPERATIONS CENTER

OES serves as the lead state agency for emergency management in California and represents the state level of SEMS. During a regional emergency or disaster, OES is responsible for:

- Serving as a link between the Governor, state agencies, and local governments
- Operating the State Warning Center to facilitate emergency communications
- Activating and staffing the SOC in Sacramento
- Providing designated personnel to staff the REOC and tasking state agencies to provide representatives to the REOC
- Managing public information functions, including those of the OES Region, and providing the public with information about the emergency situation through advisories, emergency orders, and other relevant notices
- Filling requests for resources from the REOC by:
  - Brokering the provision of emergency mutual aid resources from unaffected regions
  - Requesting Federal resources
  - Requesting resources from other states, either directly or through the Emergency Management Assistance Compact (EMAC) (for further details, see Section 4)
  - By Governor’s Order, requesting the deployment of the California National Guard
  - Developing the State Action Plan, which outlines the overall state response strategy
  - Managing the allocation of all state airborne emergency response resources
  - During an event affecting multiple regions, coordinating the response activities of regions in cases where the actions of one region may affect another
  - If the REOC is not functional, coordinating directly with the Operational Areas until the REOC is functional.

During a Presidentially declared emergency or disaster, OES is responsible for overall coordination with the Federal Government. The Governor appoints a State Coordinating Officer, who represents the state in its interactions with the Federal Government. OES coordinates with FEMA for the implementation of Stafford Act recovery programs, such as the Public Assistance Program, and facilitates the involvement of state and local government agencies and non-governmental

organizations in these programs. During situations in which Federal assistance is significant, OES may work with FEMA to establish integrated State/Federal operations at the Joint Field Office (JFO).

## REGIONAL MUTUAL AID COORDINATORS – REGION II

The responsibilities of Regional Mutual Aid Coordinators are fully described in three of the subsidiary plans that accompany the RECP – the RECP Fire and Rescue Subsidiary Plan, the RECP Medical and Health Subsidiary Plan, and the RECP Law Enforcement and Coroner/Medical Examiner Subsidiary Plan.

To facilitate mutual aid, discipline-specific mutual aid systems work through designated Mutual Aid Coordinators at the Operational Area, regional, and state levels. At the regional level, Mutual Aid Coordinators are established for:

- Fire and Rescue
- Law Enforcement and Coroner/Medical Examiner
- Medical and Health.

The primary role of a Mutual Aid Coordinator is to:

- Receive requests for mutual aid
- Coordinate the provision of resources from within the coordinator's geographic area of responsibility
- Pass unfilled requests to the next SEMS level.

Emergency management staff at the local government, Operational Area, REOC, and SOC levels handles mutual aid requests that do not fall into one of the discipline-specific mutual aid systems through the emergency services mutual aid system.

Mutual Aid Coordinators are responsible for:

- Managing the provision of mutual aid resources within the applicable SEMS level
- If resources are not readily available within the applicable SEMS level, forwarding the request on to the Mutual Aid Coordinator at the next organizational level
- Sharing information about resource requests with the appropriate Operations Section Branch Directors at the REOC
- Identifying resource requests that may be filled through another mutual aid system and directing the requests to that system through the Operations Section
- During multidisciplinary regional events, allocating resources in accordance with decisions made at the REOC and conveyed by the appropriate REOC Branch Director.





## STATE AGENCIES

State agencies are responsible for:

- Alerting personnel and mobilizing resources in affected areas
- At the request of OES, staffing appropriate sections of the REOC and SOC with agency representatives or providing agency liaisons at the REOC and SOC
- Coordinating emergency response with counterpart Federal, state, local, and other agencies
- Coordinating the release of emergency public information with the OES Public Information Office
- Locating and assessing the extent of damage to any state-owned facility or property under agency or departmental jurisdiction
- Activating state agency DOCs and establishing communication with the REOC and the SOC
- Participating in task forces, as requested by OES
- Responding to mission tasking requests by providing resources
- Providing situation status reports to the REOC and SOC
- Tracking resources.

In addition, the Governor may assign to a state agency any activity concerned with the mitigation of the effects of an emergency.

The California State Emergency Plan mandates that state agencies have specific responsibilities for emergency response during an emergency event. In order to facilitate an efficient two-way flow of communications, some of these state agencies may provide a liaison to the REOC. (For further details, see Section 4.) Among the agencies listed in the California State Emergency Plan are the following.

- |   |   |
|---|---|
| • California Conservation Corps                               | • California Department of Justice                      |
| • California Department of Conservation                       | • California National Guard                             |
| • EMSA  | • California Department of Parks and Recreation         |
| • California Emergency Medical Services Authority             | • California Department of Public Health                |
| • California Environmental Protection Agency                  | • California Division of Occupational Safety and Health |
| • California Office of Environmental Health Hazard Assessment | • California Department of Social Services              |
| • California Department of Fish and Game                      | • California Office of Spill Prevention and Response    |
| • California Department of Forestry and Fire Protection       | • California Department of Toxic Substances Control     |
| • California Geological Survey                                | • Caltrans  |
| • California Highway Patrol                                   | • California Department of Water Resources              |
| • California Department of General Services                   |   |

## UTILITIES

Operational Area EOCs and the REOC may activate a Utilities Branch of the Operations Section to coordinate information and resources between and among utilities, OES, and other emergency responders. Examples of major Bay Area utility entities include:

- Electric power and gas distribution: Pacific Gas and Electric Company
- Water and sewer:
  - East Bay Municipal Utility District
  - Contra Costa Water District
  - San Francisco Public Utilities Commission
  - Santa Clara Valley Water District
- Telecommunications: AT&T.

The California Utilities Emergency Association (CUEA), a voluntary organization of California utilities, provides staff to the SOC and/or REOC Utilities Branch at the request of OES.

During a regional emergency or disaster, utilities are responsible for:

- Restoring utility services in accordance with emergency restoration procedures
- Obtaining resources needed to restore utility services by:
  - Using existing mutual assistance agreements (for example, the Water Agencies Response Network) to obtain needed resources
  - Requesting resources from Operational Area EOCs and the REOC when utility-specific aid and assistance agreements are exhausted
- Providing liaison at:
  - Local EOCs if the service area includes only one affected jurisdiction
  - The Operational Area EOC, if the service area includes multiple jurisdictions within an Operational Area
  - The REOC, if the service area includes jurisdictions within more than one Operational Area, and representation is requested
- Sending representatives to staff the REOC and/or SOC Utilities Branch in response to a request from the CUEA
- Providing information to the EOC or REOC Utilities Branch on system outages, restoration priorities, timeline for service restoration, initial damage estimates, or reports on current situation status





- Working with Operational Area EOC and REOC Operations Section Chiefs to coordinate response efforts, align restoration priorities with emergency response priorities, and obtain support to accomplish their mission.

## FEDERAL GOVERNMENT

A Federal agency may support state and local response either under its own authority or as part of a coordinated Federal response under the National Response Framework.

### Federal Agencies with Presence in the Region

Federal agencies in the region may respond by:

- Taking immediate action to protect their own facilities and personnel, or to respond to emergencies on lands for which they are responsible (Federal law enforcement personnel, for example, may take action to secure Federal buildings)
- Taking immediate action to save lives, protect public safety, and protect property
- Where such agencies may have agreements with local jurisdictions to provide emergency services or resources in an emergency event or disaster
- Taking action under their own emergency response authority (the U.S. Environmental Protection Agency, for example, has the authority to respond to oil spills and hazardous materials incidents).

Examples of in-region Federal agencies that may respond under their own authority or to preserve life and protect the public's safety are:

- U.S. Coast Guard, for search and rescue, law enforcement, and hazardous materials response
- U.S. Department of Defense:
  - U.S. Air Force, Travis Air Force Base, for fire and rescue, law enforcement, and logistics support
  - U.S. Army Corps of Engineers, South Pacific Division, to fight floods and make repairs to flood control structures
- Department of Veterans Affairs, for hospital services
- U.S. Environmental Protection Agency, Region IX, for hazardous materials response
- Federal Aviation Administration, for the coordination of air transportation

- Department of Energy, Lawrence Livermore National Laboratory, for fire and rescue, and radiological response
- National Aeronautics and Space Administration, Ames Research Center, for fire and rescue, and law enforcement
- National Park Service, for fire and rescue, and law enforcement.

Federal agencies that may coordinate law enforcement operations with local governments include:

- Bureau of Alcohol, Tobacco, Firearms, and Explosives
- Bureau of Customs and Border Protection
- Bureau of Immigration and Customs Enforcement
- Drug Enforcement Administration
- Federal Bureau of Investigation
- Federal Protective Service
- U.S. Attorney's Office, Northern District of California
- U.S. Marshals Service
- U.S. Secret Service.

### Federal Response Under the National Response Framework

In general, the Federal Government is responsible for providing support, either directly through the actions of Federal agencies, or indirectly through grants, when state and local emergency response capabilities are exhausted.<sup>9</sup>

In response to requests for assistance from the state, FEMA coordinates with other Federal agencies, non-governmental organizations, and the private sector to deliver that assistance.

The coordinated Federal response to a regional emergency or disaster is implemented through the National Response Framework. Under the National Response Framework, one or more ESFs may be deployed to provide direct support to local jurisdictions at the request of a state. In accordance with SEMS, Federal resources must be requested through the SOC. When mobilized in support of a local emergency response operation, Federal assets are placed under the tactical direction of the local Incident Commander. In extraordinary circumstances, the Federal Government may mobilize resources even before a state requests assistance, in accordance with the Catastrophic Incident Supplement of the National Response Framework. This concept is described in more detail in Section 4.

<sup>9</sup> As noted in Table 2, the Stafford Act authorizes the Federal Government to provide support to state and local governments when an event exceeds their ability to respond. The Federal Government may provide Stafford Act assistance under a Presidential declaration of emergency or disaster.







## PRIVATE SECTOR AND NON-GOVERNMENTAL ORGANIZATIONS

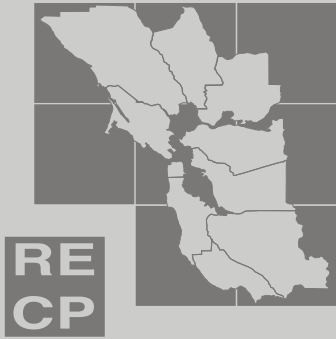
Some private sector organizations, such as privately owned utilities and transit companies, play a direct response role. Others may assist in providing response and recovery resources to help their communities in general or their customers specifically. Non-governmental organizations, such as the American Red Cross, also play specific emergency response roles under the National Response Framework and through agreements with local emergency management agencies.

Among the responsibilities of private sector organizations and non-governmental organizations are:

- Transporting goods, providing equipment, removing debris, and performing other response and recovery functions under contracts with local and state governments
- For organizations that perform a vital public service, such as private sector utilities, providing status reports to local EOCs, Operational Area EOCs, the REOC, or the SOC
- Coordinating with government agencies engaged in the emergency response to facilitate effective restoration of services
- Upon request, sending liaisons to local EOCs, Operational Area EOCs, the REOC, or the SOC to coordinate response and recovery activities
- Providing specific emergency response and recovery roles as designated through Memoranda of Understanding or other agreements (for example, the American Red Cross, which is represented in the REOC Care and Shelter Branch, the SOC, and most Operational Area EOCs, may provide care and shelter for displaced persons during a regional emergency or disaster)
- Providing resources to support an emergency event in response to a Governor's Order, as authorized in the Emergency Services Act.

Although the specific responsibilities of private sector entities may be defined in agreements with local or state emergency managers, the general participation of the private sector is not defined in detail. Guidance for the integration of the private sector into regional emergency response operations is provided in Appendix D, Public/Private Interface Concept.





# Section 4 | Base Plan Concept of Operations



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## Section 4 – Concept of Operations

### EMERGENCY TYPES AND COORDINATION LEVELS

The greater the complexity and geographic scope of an event, the more interjurisdictional and interagency coordination is required, and the greater the number and complexity of issues that must be resolved at a regional level. This section of the RECP defines the various types of emergencies and disasters and identifies the appropriate level of regional response required.

#### Operational Area Event

During an Operational Area event, only one Operational Area is directly affected, and the event is of a magnitude such that the affected Operational Area is able to respond with limited outside assistance. In this situation, the REOC's primary role is to monitor, and when necessary, support the Operational Area by brokering resources, tasking state agencies to provide support, and elevating resource requests to the SOC. Regional Mutual Aid Coordinators also provide resources within their systems to support the response, as needed. When an Operational Area event occurs, the REOC would likely activate to a Level 1 or Level 2. (See Section 5 for further details on REOC activation levels.)

#### Regional Event

A regional event is one involving multiple Operational Areas. Two types of events fall into this category – discipline-specific and multidisciplinary.

- **Discipline-Specific Regional Event:** An event that affects multiple Operational Areas but involves primarily one response discipline – for example, a wildland fire that crosses county boundaries. In this type of event, the Fire and Rescue Mutual Aid Coordinator has primary responsibility for allocating resources and coordinating support. The REOC coordinates information sharing and facilitates the provision of resources that fall outside of the discipline-specific mutual aid system. The REOC is activated to the appropriate SEMS level.
- **Multidisciplinary Regional Event:** An event that affects multiple Operational Areas and involves multiple response disciplines – for example, an earthquake, a flood, or a human-caused event such as a dirty bomb explosion. In these cases, the OES Director orders Unified Command to be established at the REOC to support the affected areas. During such an event, the REOC not only supports the affected Operational Areas by providing resources and sharing information, but also develops regional priorities. Regional decisions regarding allocation of resources and coordination of response activities are made at





the REOC. When multiple mission requests are in competition for scarce resources, the Regional Coordination Group may be convened at the request of the REOC Director. The REOC is activated to Level 3.

### **Catastrophic Event**

During a catastrophic event in which regional resources are overwhelmed by the demand for assistance, both the state and Federal governments play a critical response role. In this situation, the following may occur.

- The SOC immediately assumes the role of providing coordination and support, handing regional responsibility off to the REOC when the REOC becomes operational.
- Under the National Response Framework, Federal agencies may mobilize or “push” resources to Federal mobilization centers in or near the region prior to requests for assistance from the state. In addition, the Federal Government may deploy liaisons to local or Operational Area EOCs to provide logistical support for deployment of Federal resources. “Push” resources are identified by category; trigger mechanisms are defined to deploy these resources.
- The state and Federal governments establish an integrated operation to coordinate response activities. Following FEMA’s initial deployment of an Incident Management Assistance Team (IMAT) to the SOC, FEMA and OES may establish a JFO in proximity to the disaster area; this will be the forward point for Federal operations.

The OES Director and/or the Governor have the authority to provide direction to the REOC. This direction is particularly relevant during an event affecting more than one region in the state, and the state’s resources must be allocated among regions.

Levels of coordination and response could range from a single-discipline event in a single jurisdiction to a catastrophic event that affects the entire region. Table 4 provides examples of regional coordination levels required for each event.

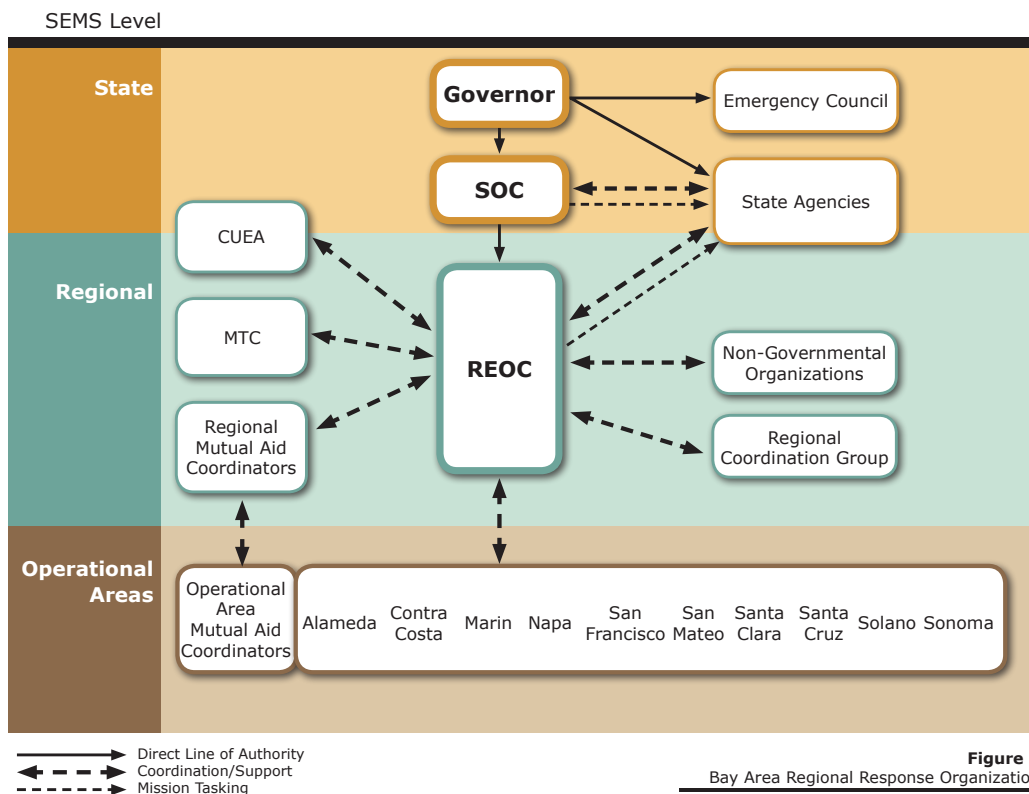
### **REGIONAL RESPONSE ORGANIZATION**

The response to a regional emergency or disaster in the Bay Area is conducted within the framework of SEMS and according to the principles of the Incident Command System. In accordance with those systems, the primary responsibility for emergency response resides with local governments, and the incident is managed at the lowest possible governmental level. Figure 2 shows the relationships of regional response organizations. Regional emergency response components operate as follows.

**Table 4: Event Types and Coordination Levels**

Event Level	Characteristics	Example	Decision Making	REOC Role
Operational Area	Event affects one Operational Area that is able to respond with limited outside assistance	Fire and flood	Decision-making occurs within Operational Areas and mutual aid system and/or multi-agency coordination group (fire)	<ul style="list-style-type: none"> <li>• Activation Level 1 or 2</li> <li>• Monitor the situation</li> <li>• Broker resources</li> <li>• Mission task state agencies</li> <li>• Elevate requests to the SOC</li> </ul>
Regional (single discipline)	<ul style="list-style-type: none"> <li>• Event primarily involves one response discipline</li> <li>• Emergency Declaration by the Governor</li> </ul>	Fire and civil disturbance	Decision-making occurs within Operational Areas and mutual aid system and/or multi-agency coordination group (fire)	<ul style="list-style-type: none"> <li>• Activation Level 1, 2, or 3</li> <li>• Broker resources and mission task state agencies</li> <li>• Elevate requests to the SOC</li> </ul>
Regional (multiple disciplines)	<ul style="list-style-type: none"> <li>• Event involves multiple response disciplines and multiple Operational Areas</li> <li>• Emergency Declaration by the Governor</li> </ul>	<ul style="list-style-type: none"> <li>• CBRNE*</li> <li>• Flood</li> <li>• Earthquake</li> <li>• Power Failure</li> <li>• Tsunami</li> </ul>	Resource requests and coordination of response activities occur at the REOC	<ul style="list-style-type: none"> <li>• Activation Level 3</li> <li>• Broker resources</li> <li>• Mission task state agencies</li> <li>• Elevate requests to the SOC</li> <li>• Convene Regional Coordination Group to allocate resource requests and coordinate response, if necessary</li> <li>• Develop Regional Action Plan and Situation Report</li> </ul>
Catastrophic	<ul style="list-style-type: none"> <li>• Event overwhelms capability of the region</li> <li>• Emergency Declaration by the Governor</li> <li>• Federal Government mobilizes resources</li> </ul>	<ul style="list-style-type: none"> <li>• CBRNE</li> <li>• Earthquake</li> <li>• Tsunami</li> </ul>	<ul style="list-style-type: none"> <li>• First resource decisions are made at the SOC, then transferred to the REOC</li> <li>• Regional priorities are established by joint State/ Federal operations at the JFO</li> </ul>	<ul style="list-style-type: none"> <li>• Activation Level 3</li> <li>• Broker provision of resources</li> <li>• Coordinate regional response activities and resource allocation along with state and Federal agencies and Regional Coordination Group as part of joint State/ Federal operations at the JFO</li> </ul>

\* Incident involving a Chemical, Biological, Radiological, Nuclear, or Explosive device.



**Figure 2**

Bay Area Regional Response Organization



- Local governments activate their EOCs to support the field level of response.
- The affected Operational Areas activate their EOCs to support and coordinate the emergency response activities of local governments, unincorporated areas, and other entities within or adjacent to their county boundaries.
- The REOC activates to support and coordinate the activities of affected Operational Areas, and serves as the focal point for regional information sharing, resource allocation, and decision-making.
- Regional Mutual Aid Coordinators for the Fire and Rescue, Law Enforcement and Coroner/Medical Examiner, and Medical and Health Mutual Aid Systems fill requests for discipline-specific resources from Operational Areas within their respective disciplines, and coordinate with the REOC and state Mutual Aid Coordinators to provide resources from outside of the OES Coastal Region.
- The MTC coordinates the restoration of public transit services among local and regional transportation agencies; serves as a clearinghouse for information about effects on the transportation systems and emergency response activities underway; facilitates the provision of public information about regional mobility; may facilitate responses to requests from transit agencies for emergency transportation capabilities; and may forward requests to the REOC if local and regional agencies are not able to respond.
- The CUEA may staff the REOC Utilities Branch (and the SOC when it is activated), and coordinates the provision of resources through the Water Agency Response Network.
- State agencies and non-governmental organizations provide representatives as liaisons to the REOC to staff the Operations Section and/or to facilitate the two-way flow of information.

For more information on the staffing and organization of the REOC, see Section 5.

### STATE RESPONSE ORGANIZATION

During a regional emergency or disaster, the SOC may:

- Support the emergency response by providing resources in response to requests from the REOC
- Request the deployment of the California National Guard and coordinate its assets
- Coordinate the provision of all air assets.

The SOC may mission task state agencies, request resources from regions that are not affected by the event, or procure response assets from private vendors.

OES at the SOC also serves as the primary state liaison to the Federal Government for integrating Federal resources into the response. In this role, OES may (but is not limited to):

- Articulate state assistance priorities
- Request Federal support when necessary
- Work with the Federal Government to manage logistics.

When multiple regions are affected by an emergency event, the SOC's role expands to coordinating with REOC Directors to ensure that resources are allocated expeditiously and efficiently. The SOC Director may choose not to delegate mission-tasking authority to REOC Directors to more effectively manage the delegation of state resources among the regions. The SOC Planning/Intelligence Section develops a State Action Plan that articulates the state's response priorities, based on input received from each of the activated REOCs.

When the REOC is not activated, or cannot be operated due to damage or inaccessibility, the SOC assumes responsibility for coordination with the Operational Areas, including regional action planning, mission tasking, and brokering the provision of mutual aid resources from other Operational Areas. Regional Mutual Aid Coordinators continue to operate from their respective operations centers and coordinate with the SOC on resource allocation decisions.

## FEDERAL RESPONSE ORGANIZATION

As discussed in Section 3, the Federal Government is responsible for providing support directly through Federal agencies, grants, or other agreements when state and local response capabilities are exhausted. A Federal agency may carry out this support under its own authority or as part of a coordinated Federal response under the National Response Framework.

Federal response in this situation may proceed spontaneously in anticipation of, or immediately following, a regional emergency or disaster. When the National Response Framework is implemented, Federal agencies initiate coordination of their actions through Federal Emergency Response Teams, in accordance with the appropriate ESF. (See Appendix E for a description of ESFs, primary agencies for ESF coordination, and corresponding services under SEMS sections responsible for achieving outcomes associated with Target Capabilities.) FEMA may provide mission assignments to these agencies to mobilize Federal resources or respond to state requests for support.





## Federal Organization Under the National Response Framework

The U.S. Department of Homeland Security coordinates the implementation of the National Response Framework. FEMA is generally responsible for establishing coordination with OES to support state and local operations. Other Federal agencies and the American Red Cross provide support through ESFs.

Which elements of the National Response Framework are activated depends on the type of event. In general, however, the Federal response is organized through the following:

- Deploying an IMAT to the SOC to establish joint operations with OES and state agencies
- Implementing ESFs to provide specialized support to local and state response efforts
- Deploying liaisons to work directly with Operational Areas or local governments to facilitate the flow of information and provide logistical support for Federal teams and resources
- Deploying specialized teams, including Disaster Medical Assistance Teams, Disaster Mortuary Operational Response Teams, and Urban Search and Rescue Teams, to the incident scene and to work under the direction of the local Incident Commander
- Coordinating the use of U.S. Department of Defense resources to support the response through the Defense Coordinating Officer
- During a catastrophic event, immediately mobilizing resources to Federal facilities in or near the region, even if the state has not yet requested resources
- Coordinating with state officials to move resources to staging areas and points of distribution throughout the region
- Establishing a JFO to coordinate continued Federal support for the response and recovery
- In coordination with the state and with local government representatives, conducting a preliminary damage assessment to determine requirements for Federal assistance
- In coordination with the state, implementing recovery programs, including:
  - Disaster housing and other human services programs to assist individuals and families who have been displaced
  - Small Business Administration programs to help individuals and businesses recover from their losses



- The Public Assistance Program, under which FEMA provides funding to state and local governments and certain non-governmental organizations for extraordinary costs associated with debris removal, emergency response, and the restoration of buildings and infrastructure damaged in an event (to implement this program, FEMA works with OES and local government representatives to evaluate damage and determine the scope of assistance required)
  - The Emergency Relief Program for the restoration of roads, bridges, and other facilities associated with Federal aid routes (to implement this program, the Federal Highway Administration works with Caltrans and local government representatives to evaluate damage and determine the scope of assistance required)
- In coordination with the state, implementing long-term recovery planning operations under ESF #14 – Long-Term Recovery.

For declared emergencies and disasters, the President appoints a Federal Coordinating Officer to coordinate Federal support in response to, and recovery from, an event. The Federal Coordinating Officer coordinates with the State Coordinating Officer, who is appointed by the Governor, and executes Stafford Act authorities, including commitment of FEMA resources and the mission assignment of other Federal departments or agencies, in response to state requests for assistance. The Federal response organization may also include other senior officials, as follows.

- **Principal Federal Official:** During a catastrophic event or unusually complicated incident, the Secretary of Homeland Security may elect to designate a single individual to serve as his or her primary representative and as the lead Federal official in the field. A Principal Federal Official is generally appointed only for the most complex incidents.
- **Senior Federal Law Enforcement Official:** This official is appointed by the Attorney General during an incident that requires a coordinated Federal response to all law enforcement, public safety, and security operations with intelligence or investigative law enforcement operations or directly related to the incident. The Senior Law Enforcement Official ensures that allocation of law enforcement requirements and resources is coordinated with other elements of Federal response.

If direct Federal assistance during an event is significant, the Federal Coordinating Officer and other senior Federal officials, along with the State Coordinating Officer and other senior state officials, may be part of the Unified Coordination Group established at the JFO.





## RESOURCE PROVISION

To respond effectively to an emergency event in the Bay Area, emergency response organizations must work together to optimize the use of available regional resources and to obtain resources from outside of the region. Resources may be obtained to support emergency response through the following mechanisms:

- Mutual aid, including discipline-specific mutual aid and emergency services mutual aid
- Mission tasking of state agencies
- Direct Federal assistance
- EMAC.

Additional methods of attaining resources that are not elaborated upon in this plan include:

- Mutual assistance and auto-aid agreements between neighboring jurisdictions (typically not coordinated by the traditional mutual aid systems)
- Contracting with private-sector and nonprofit entities
- Managing volunteer, donated, or spontaneous resources.

### Mutual Aid

Mutual aid may be requested from other jurisdictions when a resource to support emergency response cannot be provided or procured quickly through field response or local government. Under the Master Mutual Aid Agreement, mutual aid is provided at no cost to a requesting jurisdiction, and local governments may provide resources as long as the provision of these resources will not “deplete unreasonably its own resources, facilities, and services.” As listed on Table 3 and described in Section 3, discipline-specific mutual aid systems and sub-systems exist for fire and rescue, law enforcement and coroner/medical examiner, and medical and health services.

The EOC Logistics or Operations Section at each SEMS level fills resource requests that do not fall within the discipline-specific mutual aid systems. Resources provided through emergency services mutual aid may include:

- Communications assets
- Transportation resources
- Care and shelter resources
- Commodities such as food, water, and ice
- Public works resources
- Emergency management personnel to support EOC operations.

## Discipline-Specific Mutual Aid

In general, discipline-specific mutual aid proceeds as follows. (Refer to the appropriate RECP subsidiary plan for additional detail.)

- To facilitate the mutual aid process, Mutual Aid Coordinators at the Operational Area, regional, and state levels coordinate the provision of mutual aid within Fire and Rescue, Law Enforcement, and Medical and Health mutual aid systems. The Mutual Aid Coordinators receive mutual aid requests, coordinate the provision of resources from within that coordinator's geographic area of responsibility, and pass on unfilled requests to the next SEMS level.
- Requests for resources that are normally within the inventories of a discipline-specific mutual aid system go from a local Mutual Aid Coordinator to the Operational Area Mutual Aid Coordinator and to the Regional Mutual Aid Coordinator.
- Regional Mutual Aid Coordinators for Law Enforcement and Coroner/Medical Examiner and Medical and Health elevate resource requests to the REOC. Branch Directors for Law Enforcement and Medical Health coordinate the provision of state resources or forward the request to the State Mutual Aid Coordinator at the SOC. The State Mutual Aid Coordinator, in coordination with the SOC Operations Section, coordinates the provision of resources from other regions, states, or the Federal Government.
- The Region II Fire Mutual Aid Coordinator requests resources directly from the State Fire Mutual Aid Coordinator.
- The State Mutual Aid Coordinators may mission task state agencies to fill resource requests.

## Emergency Services Mutual Aid

In general, emergency services mutual aid proceeds as follows.

- The REOC Director approves all mission taskings.
- If the Operational Area needs a resource to complete an emergency response task and cannot locate that resource within its jurisdiction, the Operational Area Logistics Section contacts the REOC Operations Section Chief and prepares a mission request (see Appendix F for a REOC Mission Request form) in the Response Information Management System (RIMS)<sup>10</sup> or other available systems.
- The REOC Operations Section Chief assigns the request to a mission coordinator who manages the request until the need is met. If the request is for a resource or mission that is specific to a certain response discipline, the REOC Operations Section Chief assigns the request to the branch responsible for that



<sup>10</sup> RIMS is a web-based emergency management system used to assist in the management of disasters throughout the State of California. RIMS is used at Operational Level EOCs, the REOC, and the SOC, where most (not all) emergency services resource requests are entered, updated, and tracked.



discipline. For example, the Operations Section Chief would assign to the Public Works Branch a request for assistance in moving debris.

- The mission coordinator works with the requestor to confirm that resources could not be provided within the Operational Area, either from a jurisdiction in the Operational Area, or through a vendor.
- If an unaffected Operational Area has a resource available, the mission coordinator matches the provider with the requesting Operational Area. Once the Operational Areas are matched, the mission coordinator monitors the status of the request until it is filled.
- If the Operational Area cannot fill the request expeditiously, a REOC Branch Director may task a state agency or elevate the request to the SOC.

The REOC Director may approve mission tasking to other state agencies if the OES Director has delegated that authority. (Mission tasking of state agencies is described in more detail later in this section.) However, the SOC retains responsibility for coordinating the provision of all air assets.

Figures 3 and 4 illustrate the flow of emergency services resource requests and the coordination of mutual aid systems, respectively.

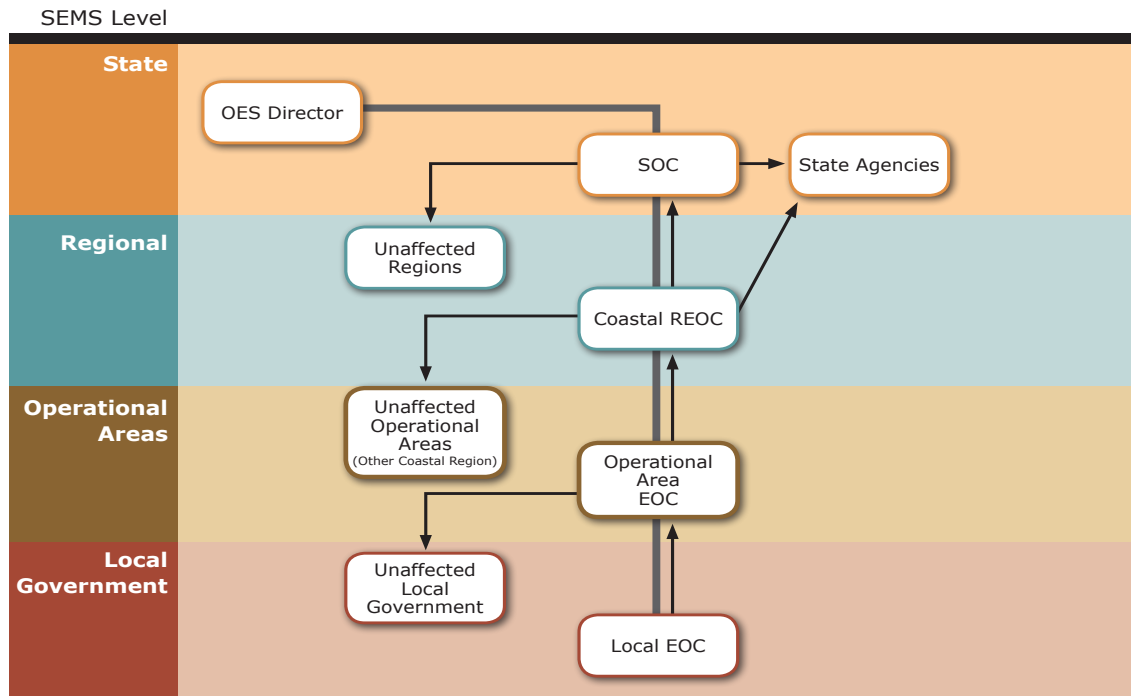
### **Other Mutual Aid/Assistance Systems**

In addition to mutual aid from other jurisdictions, emergency response resources may be provided through other mutual aid systems such as the Water Response Network, coordinated by the CUEA, and Public Transit Mutual Aid, coordinated by MTC. These mutual aid/assistance systems do not have elected or appointed Mutual Aid Coordinators at the Operational Area, regional, or state level. In addition, representatives from these mutual aid systems do not have authority to mission task state agencies.

Table 5 matches the designated Target Capabilities List for response and recovery functions with the appropriate SEMS section/branch responsible for coordinating that function, as well as the mutual aid system or systems used to provide resources. Table 5 also includes a reference to the RECP subsidiary plan that addresses relevant capabilities in more detail.

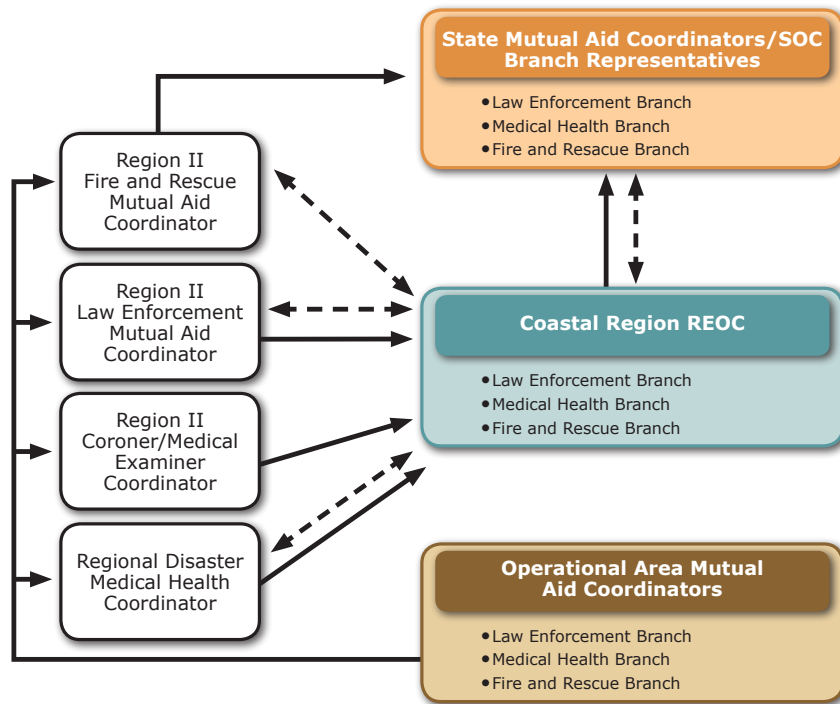
### **Mission Tasking**

OES may task state agencies to conduct emergency operations to support an affected jurisdiction. The OES Director has authority to task state agencies, and may delegate this authority to the REOC



— Information Flow and Coordination  
 — Resource Request

**Figure 3**  
Emergency Services Resource Request Flow



— Resource Requests  
 - - - - - Coordination and Information Sharing

**Figure 4**  
Mutual Aid Resource Requests

**Table 5: Regional Responsibilities for Resource Coordination**

Target Capability	SEMS Section	Mutual Aid System	RECP Subsidiary Plan	Comments
On-Site Incident Management	N/A	N/A	N/A	Field-level capability
EOC Management	Management	Emergency Services (EMMA)	RECP	
Critical Resource Logistics and Distribution	Management, operations, and logistics	Emergency Services	<ul style="list-style-type: none"> <li>• RECP</li> <li>• Communications</li> </ul>	
Volunteer and Donations Management	Logistics	N/A	N/A	Local capability
Responder Health and Safety	N/A	N/A	N/A	Field-level capability
Public Safety and Security Response	Operations: Law Enforcement and Coroner Branch	Law Enforcement	Law Enforcement and Coroner	
Animal Health Emergency Support	Operations: Care and Shelter Branch	Emergency Services	Care and Shelter	
Environmental Health	Operations: Medical Health Branch	Medical and Health	<ul style="list-style-type: none"> <li>• Medical and Health</li> <li>• Hazardous Materials</li> </ul>	
Explosive Device Response Operations	Operations: Fire and Rescue Branch	<ul style="list-style-type: none"> <li>• Law Enforcement and Coroner</li> <li>• Fire and Rescue</li> </ul>	<ul style="list-style-type: none"> <li>• Fire and Rescue</li> <li>• Law Enforcement and Coroner</li> </ul>	
Firefighting Operations and Support	Fire and Rescue Branch	Fire and Rescue	Fire and Rescue	Multi-agency coordination group for fire makes decisions regarding allocation of fire resources
Weapons of Mass Destruction/Hazardous Materials Response and Decontamination	Operations: Hazardous Materials Branch, Fire and Rescue Branch, and Law Enforcement and Coroner Branch	<ul style="list-style-type: none"> <li>• Fire and Rescue</li> <li>• Law Enforcement and Coroner</li> </ul>	<ul style="list-style-type: none"> <li>• Fire and Rescue</li> <li>• Hazardous Materials</li> </ul>	
Citizen Protection, Evacuation, and/or In-Place Protection	Operations: Transportation Branch, Mass Care Branch, and Law Enforcement	<ul style="list-style-type: none"> <li>• Public Transit</li> <li>• Emergency Services</li> <li>• Law Enforcement</li> </ul>	<ul style="list-style-type: none"> <li>• Transportation</li> <li>• Care and Shelter</li> </ul>	Evacuation task force may be convened to coordinate multidisciplinary response activities
Isolation and Quarantine	Operations: Medical Health Branch	Medical and Health	Medical and Health	
Urban Search and Rescue Operations	Operations: Fire and Rescue Branch	Fire and Rescue	Fire and Rescue	
Emergency Public Information and Warning	<ul style="list-style-type: none"> <li>• Logistics: Communications Unit</li> <li>• Management: Public Information Officer</li> </ul>	Emergency Services (EMMA)	<ul style="list-style-type: none"> <li>• RECP</li> <li>• Communications</li> </ul>	

**Table 5: Regional Responsibilities for Resource Coordination (Continued)**

Target Capability	SEMS Section	Mutual Aid System	RECP Subsidiary Plan	Comments
Triage and Pre-Hospital Treatment	Operations: Medical Health Branch	<ul style="list-style-type: none"> <li>• Medical and Health</li> <li>• Fire and Rescue</li> </ul>	Medical and Health	
Medical Surge	Operations: Medical Health Branch	Medical and Health	Medical and Health	A regional coordinating group of medical health officials will address regional medical treatment issues
Medical Supplies Management and Distribution	Operations: Medical Health Branch	Medical and Health	Medical and Health	
Mass Prophylaxis	Operations: Medical Health Branch	Medical and Health	Medical and Health	
Mass Care	Operations: Care and Shelter Branch	Medical and Health	Care and Shelter	A task force may be established to coordinate multidisciplinary response activities
Fatality Management	Operations: Law Enforcement Branch, and Mass Fatality Unit	Law Enforcement and Coroner	Law Enforcement and Coroner	
Structural Damage and Mitigation Assessment	Operations: Construction and Engineering Branch	Emergency Services	Recovery	
Restoration of Lifelines	<ul style="list-style-type: none"> <li>• Operations: Construction and Engineering Branch</li> <li>• Operations: Utilities Branch</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Services</li> <li>• Public Transit</li> <li>• Water Agency Response Network</li> </ul>	<ul style="list-style-type: none"> <li>• Transportation</li> <li>• Recovery</li> </ul>	<ul style="list-style-type: none"> <li>• CUEA and/or regional utilities staff the Utilities Branch; CUEA coordinates utility resources</li> <li>• MTC, Caltrans, and California Highway Patrol staff the Transportation Branch; MTC coordinates public transit mutual aid</li> </ul>
Economic and Community Recovery	Management	N/A	Recovery	A task force may be established to coordinate community and economic recovery





Director before, during, or after an emergency event. Agencies assigned a mission task receive a mission number for time and cost tracking purposes. This number does not guarantee reimbursement, although under a state declaration of emergency or Presidential declaration of emergency or disaster, the providing agency may receive reimbursement for services.

Mission tasking proceeds as follows:

- OES directs a state agency to provide a service outside their normal statutory responsibility during a state of emergency or state of war emergency
- The SOC and REOC issue OES state agency mission numbers, which are valid only for state agencies
- OES analyzes and coordinates requests that cannot be filled within the region, and tasks an appropriate state agency (or requests mutual aid from another region)
- The tasked and requesting agencies report daily to OES the number and status of resources deployed on a mission, and the state agency provides continuous updated information to OES via RIMS, including the number, type, and status of resources and any change in status
- An OES state agency mission number does not guarantee reimbursement, nor does it imply that OES will cover the costs of the mission; rather, it means that OES will endorse claims by the tasked agency for reimbursement from appropriate state and Federal agencies
- After a mission is approved, the requesting and tasked agencies, together with OES, establish a completion date.

The California State Emergency Plan contains more information on mission tasking.

Branch Directors or designees at the REOC serve as mission coordinators for mission tasking requests within their respective disciplines. Mission coordinators are responsible for ensuring that resources are provided expeditiously. If the tasked agency cannot meet the deadline for providing the resource, the mission coordinator, in coordination with the Operations Section Chief, may reassign the tasking request. Appendix G – Critical Action Sheet for Resource Management – contains more detailed information on requesting and providing mutual aid resources.

### **Direct Federal Assistance**

The Federal Government may provide resources to support the response to a regional emergency or disaster. Federal agencies responding under their own authorities may initially coordinate directly



with local jurisdictions. However, once the Federal Government implements the National Response Framework, OES is the lead agency for coordinating all requests for Federal assistance.

Coordination between the state and Federal governments during a major disaster or catastrophic event proceeds as follows:

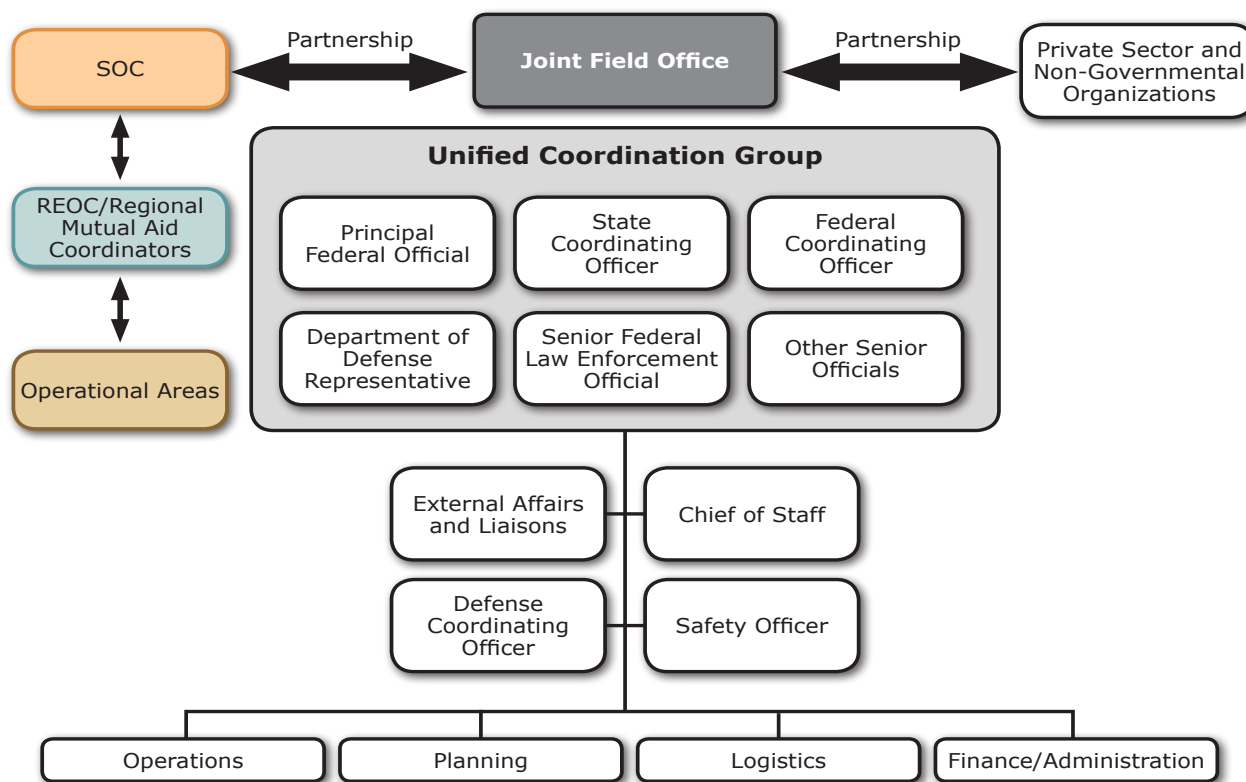
- The SOC and REOC initiate state operations
- FEMA's Region IX office initially coordinates the Federal response from the Regional Response Coordination Center in Oakland until the Federal IMAT can be mobilized
- The Federal Government deploys the IMAT to the SOC, which is responsible for coordinating all requests for Federal resources.

If direct Federal assistance for an event is significant, the Federal and state governments establish a joint operation at the JFO. The Governor and OES Director determine whether a joint operation is suitable for a particular incident. A Unified Coordination Group, consisting of the Federal Coordinating Officer, State Coordinating Officer, and other Federal and state officials, as appropriate, may be established to oversee JFO operations. The Unified Coordination Group is initially established at the SOC to direct the provision of resources, but command transitions to the JFO after that operation is established.

- If implemented, the joint State/Federal operation:
  - Coordinates the mobilization and prioritization of Federal resources to meet state and local needs
  - Establishes staging areas for pre-positioning, receipt, support, and distribution of teams, equipment, and materials
  - Assesses the need for, and coordinates the deployment of resources, to support state and local response
- FEMA works with the state to establish a JFO in or near the affected area, preferably within 72 hours of an incident
- Once FEMA and OES establish a JFO, it becomes the central point for Federal and state coordination of continued response and recovery activities
- Following the establishment of the JFO, resource requests continue to flow directly from the Operational Areas through OES to the JFO.

Figure 5 illustrates the potential makeup of the joint State/Federal operation at the JFO.





**Figure 5\***  
Joint State/Federal Operation

\* National Response Framework, U.S. Department of Homeland Security, January 2008.

For situations in which the Federal Government is providing response resources, but Unified Command is not established, requests for resources flow from the Operational Area to the REOC and the SOC. As previously described, the SOC assumes responsibility for all coordination with the Operational Areas if the REOC is not functional.

In addition to the organizational structure, FEMA may assign personnel to work directly with local jurisdictions. FEMA's representatives, who may work as individual liaisons or be organized into Federal Incident Response Teams, provide the Federal Coordinating Officer with situational awareness, facilitate the provision of resources to the Operational Area, and provide logistical support for Federal resources once they are deployed. Although these representatives work closely with local jurisdictions, the jurisdictions must stay within the system guidelines and appropriately request resources (including Federal resources) through the proper channels.

As described in Section 1, the need for Federal assistance may be imperative following a catastrophic incident that results in significant casualties or damage to infrastructure. In such a situation, the Secretary of Homeland Security may direct that the Catastrophic Incident Supplement be implemented. Under the Catastrophic Incident

Supplement, the Federal Government may mobilize or “push” pre-identified teams, equipment, and personnel to Federal mobilization centers and staging areas in or near the region even before the state requests assistance. This operation, which is carried out in anticipation of both the need for resources and the declaration of a major disaster by the President, is conducted within the first 48 hours of an incident. Potential resources include, but are not limited to, the following:

- Bottled Water Quality Control Board
- Food, such as Meals Ready to Eat
- Generators
- Urban search and rescue teams
- Transportable shelters
- Medical teams
- Medical facilities
- Preventive and therapeutic pharmaceutical prophylactic caches
- Mobile communications.

Once these resources have arrived at the Federal mobilization center or Federal staging area, they will not be released until specifically requested by the state. OES coordinates the designation and setup of staging areas and points of distribution to facilitate movement of resources to the jurisdictions affected by the event. The Regional Logistics Subsidiary Plan outlines the procedures for receiving, shipping, and distributing Federal resources to affected Operational Areas.

### **Emergency Management Assistance Compact**

EMAC offers state-to-state assistance during Governor-declared states of emergency. OES, through the SOC, may request resources through EMAC if resources cannot be provided by state agencies or other jurisdictions within the state. The requesting state is responsible for reimbursing the provider for resources requested through EMAC. Resources provided through EMAC are placed under the direction of the Incident Commander or local government. OES works with the local government to coordinate the delivery and pickup of the resources.

### **REGIONAL DECISION-MAKING AND ALLOCATION OF RESOURCE REQUESTS**

In a regional multidisciplinary or catastrophic event, regional decision-making may be required when:

- Resources are not sufficient to immediately fulfill a request
- Actions taken by multiple Operational Areas must be consistent or coordinated to be effective





- Response actions taken by an Operational Area may affect another Operational Area; for example, the decision to evacuate a city will likely have an effect on neighboring jurisdictions.

### **Responsibility for Making Decisions**

In general, the REOC Director or designee is responsible for making decisions regarding the issues listed above, and when necessary, convening an appropriate group to make recommendations.<sup>11</sup>

Region II Mutual Aid Coordinators are responsible for allocating resources within their respective disciplines. However, during a regional multidisciplinary or catastrophic event, the REOC Director may work with the respective Branch Director to ensure that the allocation of discipline-specific resources is consistent with regional priorities. This may result in requests that the Region II Mutual Aid Coordinators re-allocate resources appropriately.

During an event affecting multiple regions, the SOC makes decisions regarding the allocation of state resources among the affected regions, based on situation status (see Appendix H for a REOC situation status form) and input received from REOC Directors. During an event in which the Federal Government plays a significant role in response (such as a catastrophic event) the SOC works directly with the Federal Government to prioritize requests.

### **Regional Coordination Group**

Appendix I describes in detail the protocol for conducting the Regional Coordination Group. During a regional multi-disciplinary or catastrophic event, the REOC Director may convene the Regional Coordination Group to provide input on regional decisions. This group, which meets via conference call, is organized as follows:

- The REOC Director, or designee, represents the REOC and facilitates the meeting
- The EOC Director, or a designee who has the authority to make decisions and commit Operational Area resources, represents the operational areas—the EOC Director may invite other EOC staff, such as Section Chiefs, to listen to the call and provide information
- Depending on the nature and severity of the event, all Operational Areas in the Bay Area may be represented; however, the REOC Director may determine that a smaller group is appropriate
- Depending on the circumstances, the REOC Director may expand the Regional Coordination Group to include other participants, such as a severely affected jurisdiction or a

<sup>11</sup> In a discipline-specific regional event, regional decisions (particularly with regard to resource allocation) are generally made within the responding discipline. For example, decisions regarding resources necessary to respond to a wildland fire are made within the Fire and Rescue Mutual Aid System.

regional agency (for example, an event that has severely disrupted transportation may warrant the participation of MTC)

- The REOC Director decides whether to expand the call beyond the REOC and Operational Area EOC: representatives of other organizations should not be invited to participate without coordination with the REOC Director.

In general, the Regional Coordination Group:

- Allows the REOC Director to initiate a dialogue with Operational Area EOC Directors
- Gives the Operational Areas an opportunity to provide input to important decisions
- Focuses on the allocation of resources and decisions regarding major regional issues, such as scarce resources, and identifies key, unmet Operational Area priorities (priorities defined by the Operational Area)
- Provides a forum for discussion among affected jurisdictions on this topic
- Is intended to address specific local government priorities and resource gaps (the Regional Coordination Group is distinct from the regular Operational Area situation status calls, which are generally held once during every operational period).

Regional Coordination Group meetings may be held at various times, such as:

- At the initiation of response activities to establish contact with the EOC Directors (for example, following a major earthquake once the SOC has handed responsibility for coordination with the Operational Areas over to the REOC)
- When it is necessary to focus on a specific topic and regular contact between the REOC and the Operational Areas would occur via situation status calls
- When the situation dictates regular contact between the REOC Director and the EOC Directors (for example, during a severe event when it is important to meet daily to address ongoing critical issues)
- When one or more Operational Area EOC Directors requests that the group be convened, but the decision to convene the group lies with the REOC Director or designee.

### Task Forces

The REOC Director may convene a Task Force to address complex, multidisciplinary issues, such as evacuation, mass care, and recovery. In general, a Task Force:





- May be composed of representatives from local, state, Federal, and non-governmental organizations, and subject matter experts (a Task Force convened to determine how best to transport displaced residents to temporary shelter sites, for example, may consist of representatives of the Department of Social Services, American Red Cross, Caltrans, MTC, affected Operational Areas, and a liaison from FEMA)
- May be convened for circumstances in which an immediate solution is required, or to develop a solution that will be implemented over time
- Provides analysis and recommends action to the REOC Director, or for consideration by the Regional Coordination Group.

### Process

The process for regional decision-making and allocation of resources is outlined below. Although these steps pertain to resource prioritization, they could be applied to other situations for which regional decisions must be made. It must be emphasized that the imperative to provide resources quickly during emergency situations may preclude some or all of these steps. The REOC Director or designee should immediately make decisions regarding resource allocation when the urgency of the situation demands immediate action.

- Inputs to the decision-making process include the following:
  - Overarching priorities, as articulated in Section 1 of the RECP and in the California State Emergency Plan
  - Regional priorities for the operational period, as articulated in the REOC Action Plan
  - Situation status provided by the Operational Areas
  - Requests for resources submitted by the Operational Areas
  - Input from the Regional Coordination Group and/or Task Forces.
- To the extent practicable, the REOC continues to fill resource requests using available mechanisms – through unaffected Operational Areas, the discipline-specific mutual aid systems, mission tasking of state agencies, or requests to the SOC for extra-regional, state, or Federal support.
- The REOC Operations Section conducts ongoing analysis of demands and available resources, and informs the REOC Director of circumstances in which shortfalls are developing or immediate requirements are in conflict.
- If it is apparent that demands cannot be met, or that a decision must be made with regard to the prioritization of resources, the REOC Director may make a unilateral decision, or if the situation

warrants, convene the Regional Coordination Group or a subset of the group that is directly affected by the decision.

Once a decision is made, the REOC Director directs implementation of the decision via the appropriate branch. Decisions that affect mutual aid are conveyed via the appropriate branch. In cases in which resource allocation decisions are made at the SOC or JFO, the REOC Director may employ this regional decision-making process to provide recommendations to the SOC Director or State Coordinating Officer.

## REGIONAL INFORMATION SHARING

The success of a regionally coordinated response depends on effectively collecting information, converting the information into actionable intelligence, sharing the intelligence with emergency response partners, and translating the intelligence into effective response activities. (See the RECP Communications Subsidiary Plan for information on communications and warning systems.) Table 6 contains a summary of information shared between and among organizations in the region.

### Emergency Warning

The State Warning Center at OES Headquarters in Sacramento may transmit warnings to the Operational Area EOCs, REOC, and SOC via:

- Operational Area Satellite Information System (OASIS)
- California Law Enforcement Telecommunications System
- California Warning Alert System, which is a party line telephone system that disseminates warning information from Federal and state warning points to county warning points, and is a component of the National Warning System, which is a landline network for transmitting and receiving emergency information to Federal, state, and local agencies
- Telephone, cellphone, or pager.

The State Warning Center may receive warnings from:

- National Weather Service
- Federal/State Joint Flood Operations Center
- National Earthquake Information Center and the seismological laboratories at the University of California, Berkeley, and California Institute of Technology
- Pacific and Alaska tsunami warning centers
- Reports from emergency responders at the scene of an event
- Reports from fire/public safety agencies that receive 911 calls.

Terrorism threat information is conveyed to Federal, state, and local law enforcement officials and emergency managers through:





**Table 6: Information Matrix**

Provider	Information	Target	Methods	Timing/Frequency
DOCs or Incident Commanders, organized by SEMS levels	Information on a single event or occurrence, such as incident type, location, date and time, incident status, incident prognosis, lead agency, fatalities, injuries, casualties, and building damage	Operational Area EOCs	Incident Report; RIMS (Operational Areas incorporate incident reports into a situation summary that is provided to the REOC)	Usually provided in the first 2 hours after occurrence
EOC Operations Branches at each SEMS level	Discipline-specific information, to include critical issues, requests for assistance, and resources deployed	EOC Operations Chiefs and EOC Directors at each SEMS level	Branch Report	Once per operational period, or as requested by Operations Section Chief
Operational Area EOC (Logistics or Operations)	Resource needs and logistical requirements	REOC (Operations)	Mission Tasking Request; RIMS	As needed
Operational Area (Planning/Intelligence)	Critical situation information, to include incident type, status, casualties, damage, EOC activations, evacuation	REOC (Planning/Intelligence)	Operational Area Situation (Summary) Report; RIMS	As needed
Operational Area (Operations) Utilities	Loss-of-service type and location	REOC (Operations)	Utilities Incident/Problem Report	Every 6 hours
Operational Area	Time-sensitive information outside of the normal reporting cycle	REOC	Flash Reports; RIMS	As needed
Operational Area	Estimated damage to infrastructure used to support disaster declaration	REOC and SOC	Initial Damage Estimate; RIMS	Every 12 hours
Operational Area	Operational period, overall objectives (responsibility, percentage complete, estimated completion date), section objectives, and organizational chart	REOC and City and County DOCs	REOC Action Plan; RIMS	Every operational period
Operational Area REOC	Current situation, projected situation (for next 36 to 72 hours), planning priorities, constraints, resource needs, recommendations, and section reports	REOC and SOC	Advance Planning Report; RIMS	Every operational period
REOC Operations Section/ Management or SOC Operations Section/Management	Mission assignment	State Agency	Mission Tasking; RIMS	As needed
REOC (Planning/Intelligence)	Critical situation information, to include incident type, status, casualties, damage, EOC activations, evacuation; includes all affected Operational Areas	SOC (Planning/Intelligence) Operational Areas	Regional Situation (Summary) Report; RIMS	Every 6 hours
REOC (Director and Planning/Intelligence)	High-level incident and response information, impact, progress, and assistance needed	SOC (Director and Planning/Intelligence)	Phone	Every 6 hours
REOC	Operational period, overall objectives (responsibility, percentage complete, estimated completion date), section objectives, and organizational chart	SOC and Operational Area EOCs	REOC Action Plan; RIMS	Every operational period



- U.S. Department of Homeland Security, Homeland Security Operations Center
- Northern California Regional Terrorism Threat Assessment Center
- Regional Terrorism Early Warning Groups.

Law-enforcement sensitive information regarding terrorist threats is shared only within the intelligence network. Non-sensitive information that would affect a public safety response is transmitted from law enforcement agencies to the appropriate response agency or to an EOC. The Regional Law Enforcement and Coroner/Medical Examiner Subsidiary Plan contains additional information about these entities.

OES and local emergency management agencies may convey emergency warnings to the public through:

- Emergency Digital Information System, which allows agencies to deliver emergency public information and advisories directly to the news media via the OASIS communications system
- Emergency Alert System, which is a network of public broadcast stations and interconnecting facilities that can be operated in a controlled manner during an emergency when immediate action is required
- Siren alert systems to notify the public of an emergency event
- Voice or text message warning systems to convey emergency warning information to residents.

The California State Emergency Plan contains more information about state and national warning systems.

### Situation Assessment

Developing a common operating picture during an incident is critical to the coordination of an effective regional response. At the Operational Area, REOC, and SOC, critical information is collected from a variety of sources and aggregated to form a comprehensive assessment of the emergency situation, including the nature of the emergency, damage sustained, response activities initiated, and resources needed. The Planning/Intelligence Section at each Operational Area EOC is responsible for gathering and validating information, summarizing key validated information in situation reports, distributing that information to regional response organizations, and continuously updating that information.

The OES Geographical Information System (GIS) Unit, which is responsible for collecting data from the U.S. Geological Survey, the National Weather Service, and other sources to create GIS maps and models, supports the Planning/Intelligence Section. The GIS Unit is staffed by OES at the SOC and the REOC.





The SOC, the REOC, and the Operational Area EOCs develop situational awareness by gathering and validating information from a variety of sources, including:

- Situation reports, flash reports, incident reports, and action plans from local EOCs and state DOC Branch Director's reports, which link to the discipline-specific mutual aid systems and responding agencies within each discipline
- Regional Coordination Group conference calls
- Event information provided by state and Federal agencies, such as the National Weather Service and U.S. Geological Survey
- Maps and models developed by the OES GIS unit
- Reports from on-the-scene observers and EOC liaisons
- Media accounts of the emergency event.

### Information Sharing

The collection and dissemination of information is a critical aspect of effective emergency response. Specific relationships for sharing information among regional organizations are as follows.

- **Operational Areas and REOC.** The Operational Area EOC serves as the central information gathering and dissemination center within the Operational Area. The Operational Area EOC serves as a link in the system of communication and coordination between the REOC and local governments. The Planning/Intelligence Section is responsible for collecting, evaluating, and disseminating information and developing the Operational Area EOC Action Plan in coordination with other SEMS functions. The REOC also provides preliminary damage assessment information to the SOC to inform the declaration process.

The primary conduit for status information is the Planning/Intelligence Section. The Operational Area provides regularly updated situation reports to the REOC via RIMS. In some cases, OES may assign a liaison to the Operational Area EOC to facilitate the flow of information.

The REOC aggregates status information from affected Operational Areas and provides the Operational Areas with regional situation reports to convey a comprehensive view of the regional emergency and response. The REOC uses this information to develop the regional response strategy, which is communicated through the REOC Action Plan.

- **REOC and SOC.** The REOC serves as the critical communication and coordination link between the Operational Areas and the SOC. The REOC provides situation status,

planning, and resource information to the SOC using RIMS, OASIS, and other telecommunication systems. The REOC integrates status information from affected Operational Areas and provides the SOC with regional situation reports, which provide a comprehensive view of the regional emergency and response. The SOC and REOC Planning/Intelligence Sections coordinate to develop the regional and state action plans.

- **REOC and Mutual Aid Coordinators.** The REOC Operations Branch Directors are responsible for the flow of communication and coordination between the REOC Operations Section branches and the Mutual Aid Coordinators for their respective disciplines. The REOC Branch Directors are responsible for providing REOC Action Plans and Situation Status Reports to Mutual Aid Coordinators. Mutual Aid Coordinators provide the REOC with information on the number, type, and source of resource requests. Mutual Aid Coordinators forward to REOC Branch Directors resource requests that may be filled or augmented by resources from another mutual aid system. In return, the REOC provides Action Plans and situation reports.
- **REOC and State Agencies.** In most cases, state agencies serve in staff positions at the REOC to facilitate efficient two-way flow of communication. The REOC may request specific state agencies to provide a liaison to the REOC to facilitate the two-way flow of information and to facilitate mission-tasking requests. The REOC requests state agency liaison support through the SOC.
- **REOC, MTC, and CUEA.** MTC and CUEA have specific emergency response functions under the RECP. During a regional emergency or disaster, each of these organizations sends a representative to the REOC to staff the Transportation and Utilities Branches, respectively. MTC and CUEA participate in Operations Section meetings, provide input to the action planning process, coordinate the provision of resources in response to requests from transit agencies and utility organizations, and provide links to transportation organizations and utilities in the Bay Area.

## ACTION PLANNING

The REOC Action Plan is a key document that establishes the overall strategy for regional response, drives decision-making, and facilitates regional coordination by providing a framework for collective action. The key to a successful regional action plan is obtaining input from primary stakeholders, making informed decisions about priorities, and ensuring that the action plan is read and implemented.

The EOCs at each SEMS level prepare action plans that articulate priorities, responsibilities, resource needs, and response actions for each operational period. The action planning process incorporates





incident and response information from jurisdictions and disciplines at a specific SEMS level, and translates this information into a response strategy. REOC action plans are shared among SEMS levels via RIMS.

REOC action plans are updated during each operational period and contain a statement of objectives from each SEMS section, a description of the organization, an outline of tactics and assignments, a summary of available resources, and other supporting material such as communication and health and safety plans. (See Appendix J – REOC Action Plan.)

Inputs to a REOC Action Plan include Operational Area situation assessments, Regional Coordination Group conference calls; Operational Area action plans; branch reports from SEMS branches within Operations; data from FEMA's HAZUS loss estimation model and the National Weather Service; and directives from the OES Director or the SOC. GIS information on the incident, including reach and damage, are also valuable inputs to a REOC Action Plan.

A REOC Action Plan includes:

- Event name
- Operational period
- Relevant mapping
- Summary of priorities and objectives by section
- Organization assignments listed by section
- Summary of resources
- Communications plan
- Health and safety plan.

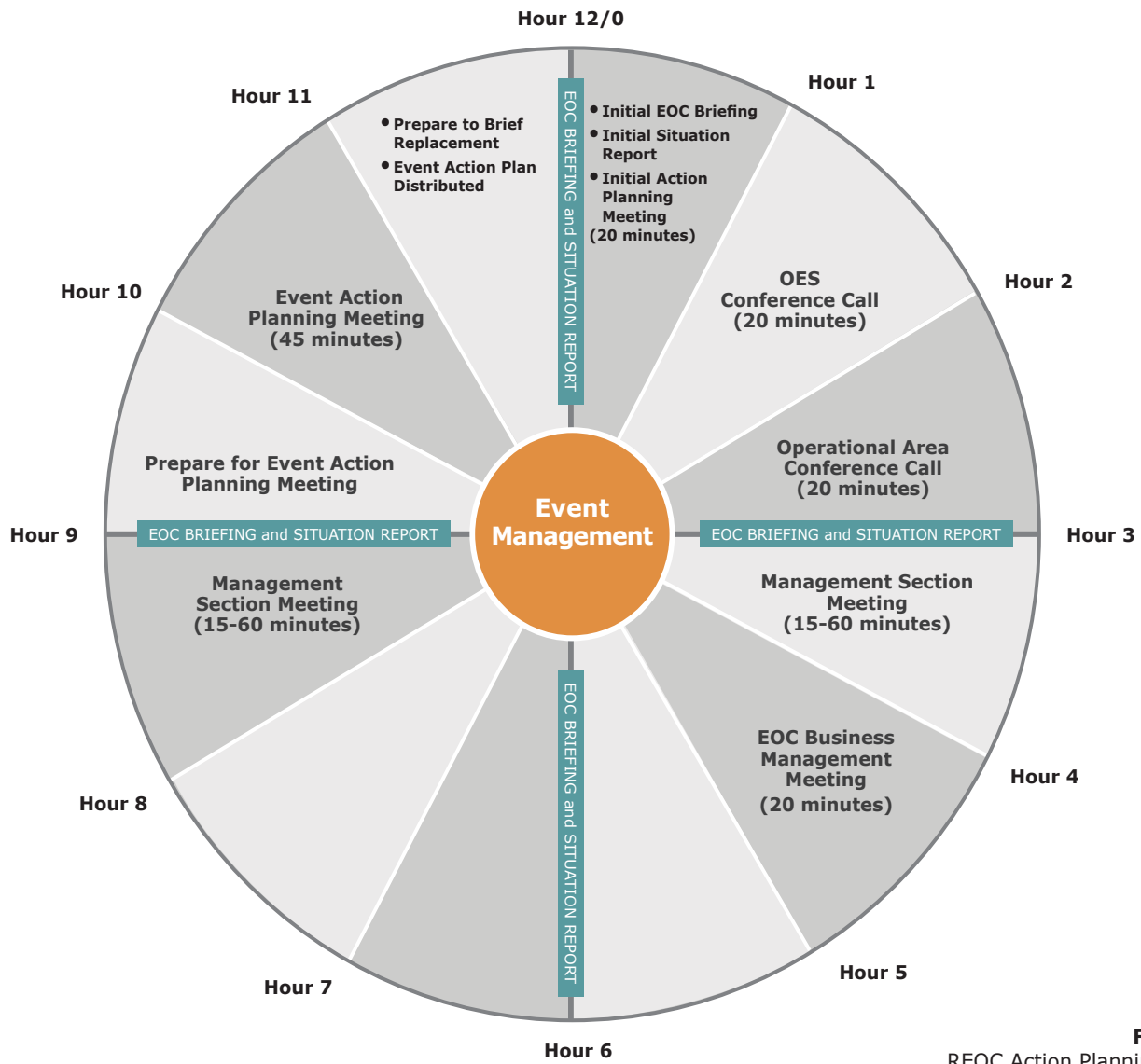
The REOC Action Plan is distributed via RIMS to all Operational Area EOCs and the SOC. Operational priorities are placed on a message board in the REOC. The regional action planning process includes the following steps.

1. **Initial Action Meeting and Plan.** The REOC holds an initial planning meeting, generally within the first hour of REOC activation. This meeting establishes the first Operational Period. Attendees include the REOC Director, Section Chiefs, and Situation/Analysis Unit Leader (if activated). The objectives of the meeting are to establish overall situation status and objectives, establish the operational period, and develop an Initial Action Plan. The initial planning meeting is an abbreviated version of the action-planning meeting. The initial planning meeting should be held in the first hour of the first operational period, and the plan should be finalized and distributed within the first 2 to 3 hours.

2. **Section Meetings.** Each section develops objectives, assignments, timeframes for completion, and staff and resource needs to accomplish those objectives. The section meetings take place prior to, and form the basis for the action planning meeting. The Intelligence/Planning Section meeting involves the review of Operational Area situation reports and other data. In the Operations Section, each Branch Director uses information gathered from mutual aid systems and Operational Areas to develop their priorities.
3. **Operational Area Conference Calls.** Operational Area conference calls, which are held mid-way through the Operational Period, provide input to the REOC Action Plan. They include Operational Area priorities and Operational Area resource needs.
4. **Action Planning Meeting.** The action planning meetings occur three-quarters of the way into the Operational Period (hour 8 of a 12-hour operational period). Attendees include the REOC Director, Section Chiefs, Situation/Analysis Unit Leader, other management staff, and branch directors/staff, as appropriate. The purpose of these meetings is to develop event priorities, objectives, and strategies, and identify resources needed during the next operational period.
5. **Action Planning Development.** The Situation Analysis Unit Leader creates the REOC Action Plan based on the results of the action-planning meeting. The draft should be created within 2 hours of the conclusion of the Operational Area planning meeting. Upon completion, the Planning/Intelligence Section Chief and the REOC Director review and approve the REOC Action Plan.
6. **Action Planning Implementation.** The REOC Action Plan is finalized in RIMS and made available to Operational Areas and SOC staff. Operational Area EOCs, Mutual Aid Coordinators, and REOC staff uses priorities and actions articulated in the Action Plan to implement response strategy.
7. **Assessment/Revision.** The REOC Action Plan is implemented throughout the Operational Period. The REOC Planning Section Chief, in coordination with the REOC Director, determines whether revisions need to be made during the Operational Period. This determination is made only if a significant event requires revision of the Plan.

Figure 6 illustrates a typical action planning cycle.





**Figure 6**  
REOC Action Planning Cycle

## Advance Planning

The advance planning process is intended to identify situations that affect emergency operations beyond the current operational period. The Planning/Intelligence Section of each EOC is responsible for advance planning, which should begin during the first Operational Period. Advance planning activities are captured in the RIMS Advance Planning Report, which includes such information as:

- Summary of projected emergency situation for the next 36 to 72 hours
- Projected weather for the next 36 to 72 hours
- Potential resource needs
- Planning priorities
- Critical constraints.

The Advance Planning Unit within the Intelligence/Planning Section prepares the Advance Planning Report. The SOC Advance Planning Unit handles advance planning for the state and the region during the first two operational periods, in coordination with the REOC Intelligence/Planning Section Chief. The SOC Advance Planning Unit also initiates the planning process for recovery. (See the Regional Recovery Subsidiary Plan for more information.)

## REGIONAL COORDINATION OF PUBLIC INFORMATION

OES protocol for coordinating public information centralizes state efforts in the Office of Public Information at OES Headquarters in Sacramento. The Office of Public Information provides support directly to the regional offices and the REOC, and works with other state agencies to ensure proper coordination, exchange, and dissemination of information. During activations for emergencies and disasters, public information functions are carried out through the SOC. During a catastrophic event, these functions may be transferred from the SOC to the JFO.

In general, each local and regional government agency in the Bay Area maintains a Public Information Officer as part of its EOC organization. To facilitate coordination and exchange of information at the regional level, the public information offices of a number of agencies in the Bay Area have voluntarily formed the Bay Area Emergency Public Information Network (BAEPIN). This year-round initiative provides a forum and functional platform of support for the coordination of public information and risk communication between Operational Areas, key cities, and regional stakeholders. The network provides a framework that supports engagement with public information efforts of OES. The BAEPIN works alongside the RECP information sharing process.







Operationally, the BAEPIN serves as the primary forum for ongoing communication exchange, specific to local and Operational Area level public information points of contact. Stakeholder representatives communicate during quarterly meetings and through a virtual exchange.<sup>12</sup> The quarterly meetings serve as a forum for stakeholders to:

- Maintain relationships
- Coordinate ongoing campaign efforts
- Exchange best practices, templates, and public information plans
- Pursue opportunities for professional development through exercises and training.

The virtual exchange offers stakeholders a repository and clearinghouse for data and a discussion site. The virtual element is designed to provide an accessible, distributed platform that supports the vetting of time-sensitive information and the creation of unified messages (for example, coordination of boil water orders) during an event.

The BAEPIN emergency response level goes into effect when the RECP is activated, or two or more Operational Areas are involved in a response. Public Information Officers upload relevant documents for use by other Public Information Officers that have ready access to the password-protected portal. The Operational Areas also upload documents for use, verification, and editing in order to create uniform information. Public Information Officers may regularly provide:

- Public information situation summaries
- General key messages
- Media messages and releases
- Outreach methodologies
- State and Federal response updates
- Informal mutual aid
- Situational forecasts on communications for the next operational period.

Specific information regarding the BAEPIN, including public information tools and templates for use during a regional emergency or disaster, can be found in Appendix K, the BAEPIN Guide.

### **SUPPORT FOR INCAPACITATED JURISDICTIONS**

During a catastrophic event, local jurisdictions may be unable to carry out their emergency response functions due to loss of facilities, personnel, and communications. If a local jurisdiction is unable to perform its emergency response duties, the Operational Area is

<sup>12</sup> As of March 2008, both the BAEPIN and the virtual exchange mechanism are in final development.



responsible for assisting and supplementing the local jurisdiction's capacity to respond effectively. The Operational Area may request additional resources to support the emergency response through discipline-specific mutual aid resources and/or the REOC. If additional personnel are needed, the REOC and/or SOC may use the EMMA system to provide resources from unaffected Operational Areas, or the Fire and Rescue Mutual Aid System may be used to mobilize overhead teams.

If an Operational Area is unable to perform its emergency management functions, the REOC supports the Operational Area by providing emergency management personnel through the EMMA system or overhead support teams through the Fire and Rescue Mutual Aid System, or both. If the Operational Area is unable to request resources, the REOC Director, in coordination with the SOC, may provide resources to the Operational Area, even in the absence of an official request.

If the Operational Area is incapacitated to the point that it has temporarily lost command and control capacity, the REOC alerts the SOC, and OES may mobilize an Incident Management Team to support the affected Operational Area. OES deploys the Incident Management Team at the request of either the Operational Area EOC Director, or the County Executive, or at the direction of the OES Director. The REOC Logistics section coordinates the assembly and deployment of this team.

The Incident Management Team supports the Operational Area by taking on all or some of the functions of the Operational Area emergency management team, and serves in the Operational Area EOC or alternate EOC. The Incident Management Team is a multi-disciplinary team of emergency management professionals who have the ability to support first responders. The team is mobilized under the terms of EMMA. The Incident Management Team is pre-established and all members of the team are required to obtain and maintain certification. When assigned to assist an affected Operational Area, the Incident Management Team must work within the constraints of local legal authority.

## CONTINUITY OF OPERATIONS

Depending on the nature and severity of an event, the REOC building may be destroyed, severely damaged, inaccessible, or uninhabitable. If 1300 Clay Street is not operational, and conditions exist under which the REOC would normally be activated, the SOC would be responsible for all REOC functions until the REOC functions can be re-established. The process through which the SOC hands off operations to the REOC is described in greater detail in Section 5.

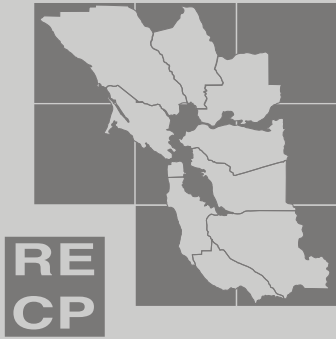




In the initial stage of a no-notice event, Operational Areas contact the State Warning Center and provide all information and resource requests that normally would be handled by the REOC.

### TRAINING AND EXERCISES

Regional planning for training and exercises is currently being implemented by the SUASI Management Team. The SUASI Management Team, working with OES Coastal Region, the Operational Area lead agencies, and various stakeholders, will develop and implement a training and exercise program focused on regional preparedness, including implementation of the RECP and its subsidiary plans. The training and exercises program will familiarize emergency managers and staff with the regional coordination and response concepts and processes described in this document. This training will complement the statewide Homeland Security Exercise and Evaluation Program, and preparedness training and exercises programs conducted by individual jurisdictions within the region.



## Section 5 | Base Plan

### REOC Activation, Staffing, and Organization



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## Section 5 – REOC Activation, Staffing, and Organization

OES Coastal Region activates and manages the REOC during a regional emergency or disaster. OES activates the REOC under the following circumstances:

- When any Operational Area EOC in the region is activated
- When ordered by the Regional Administrator (or designee) or higher authority
- When a local emergency is proclaimed or state emergency is declared.

### REOC ACTIVATION LEVELS

OES has established three levels of activation, depending on the severity of an event.

#### Level 1: Minimum Activation

Level 1 activation is used for situations that initially only require minimal staff (for example, alerts of storms or monitoring of a low-risk, planned event). Level 1 staffing usually consists of the REOC Director, one or more Section Chiefs, and a situation assessment component in the Planning/Intelligence Section.

#### Level 2: Partial Activation

During a Level 2 activation, most of the REOC functional elements are activated, but at a reduced staffing level. A Level 2 activation is normally a transition state up to, or down from, a full activation at Level 3. It is likely that in a Level 2 partial activation, all sections would be activated, with the REOC Director determining which branches to activate based on the type and severity of the event.

#### Level 3: Full Activation

The REOC activates to Level 3 during a regional or catastrophic event. In a Level 3 activation, all of the functional elements of the REOC are activated. The REOC Director activates branches and units in accordance with the type of event and the support that may be required by the Operational Areas. The Finance/Administrative Section is activated and may, if necessary, operate from the SOC.

### ACTIVATION PROCESS

As described in Section 4, the State Warning Center generally receives warnings and notifications that an event has occurred. In the initial stage of a no-notice event, Operational Areas contact the State Warning Center and provide initial information and resource requests.





The State Warning Center notifies the following individuals:

- Coastal Region Duty Officer
- Coastal Region Administrator
- OES Executive Duty Officer
- OES Fire and Law Duty Officers
- Designated state and county officials.

In the initial 1 to 2 hours following a no-notice event, the Executive Duty Officer, the Coastal Region Duty Officer, and State Warning Center staff coordinate the state's response. It is expected that the SOC will be staffed within 1½ hours, at which time the SOC will assume responsibility for coordinating information and resource requests until the REOC is fully staffed. For a major no-notice event, this may take 4 to 24 hours depending on the time of day, the day of the week, staff availability, and disruption to the transportation and communication systems of the state and the region.

Depending on the nature and severity of the event, designated REOC personnel may be injured, killed, or unable to reach the REOC. Each REOC position should have three designated staff, which will enable the REOC to staff 24-hour operations with an alternate for each position. If one of the two primary designees is unable to cover their shift, the alternate will take their place. The Logistics Section of the REOC is responsible for contacting alternate personnel when necessary. If more than one of the designated staff is unable to perform their duties, the REOC Logistics Section locates additional staff from OES, unaffected Operational Areas from within OES Coastal Region, OES Southern and Inland Regions, and non-affected Operational Areas from the Southern and Inland regions.

The Coastal Region Administrator officially activates the REOC at Level 1, Level 2, or Level 3, and notifies pre-designated REOC staff. The REOC Duty Officer convenes a conference call with pre-designated staff, at which time they are asked to do one of the following:

- Report directly to the REOC
- Report to EOCs in the nearest Operational Areas or an affected Operational Area until the status of the REOC can be determined
- Report to the SOC if the REOC is determined to be severely damaged or inaccessible.

REOC staff temporarily assigned to an affected Operational Area serve as liaisons between the Operational Area and the SOC.

The SOC transfers the regional coordination functions back to the REOC when the REOC Director advises that it is ready. The REOC Director convenes a conference call with Operational Area EOC Directors to explain the transfer of functions from the SOC to the REOC. If the REOC is not accessible or is severely damaged, the SOC will retain REOC functions.

## REOC ORGANIZATIONAL STRUCTURE

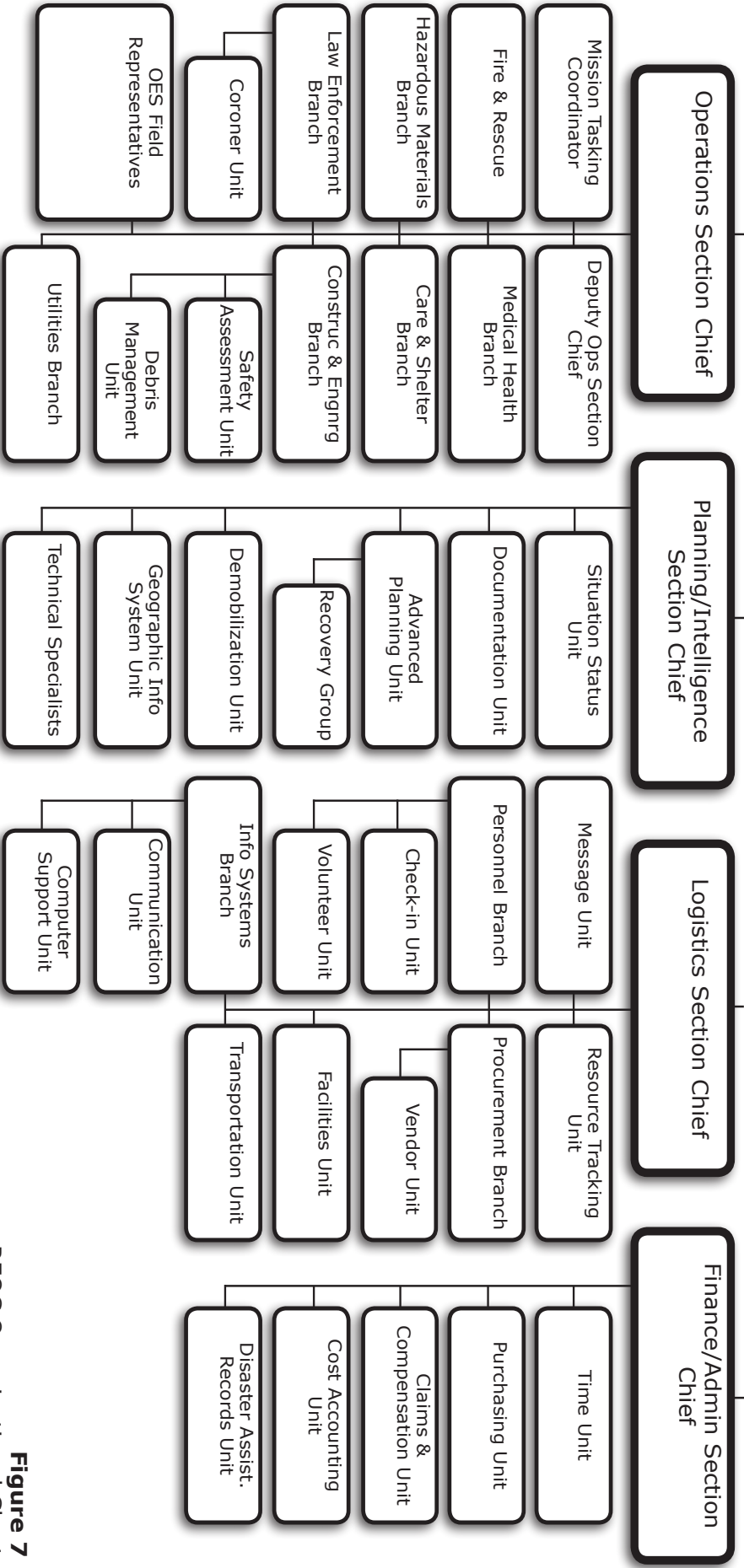
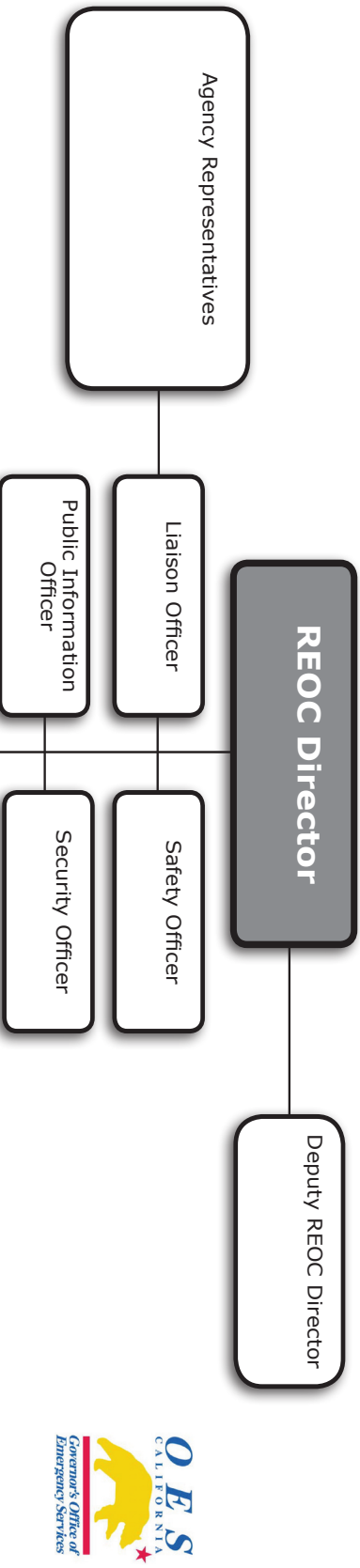
The REOC is organized according to the Incident Command System and SEMS. Not all REOC sections, branches, or units are activated for every event or phase of an emergency. Depending on the scale of the event and the number of functions that need to be activated, functions may be grouped under one branch. For example, transportation, utilities, and construction and engineering may be organized as units under an infrastructure branch. Figure 7 is an example of how the REOC could be organized to respond to an emergency event; however, many structures could be employed.

## REOC Management

Management is responsible for overall emergency policy, procedures, and coordination, as follows.

- REOC Director:
  - Manages the activity of the Section Chiefs
  - Coordinates with the SOC Director
  - Convenes Operational Area briefings and other interagency meetings
  - Signs off on mission tasking of state agencies
  - Is responsible for allocation of resources and regional response strategy
  - May activate the Deputy Director position based on the size and scope of an event.
- REOC Public Information Officer: As described in Section 4, the Office of Public Information at OES Headquarters handles the Public Information Officer function.
- REOC Safety Officer: Monitors REOC activities and takes steps to maintain a safe work environment.
- REOC Security Officer: Manages access to ensure that only authorized staff enters the REOC.
- REOC Liaison Officer: Provides coordination among agency representatives and ensures that adequate support is provided to them, as well as assisting the REOC Director in coordinating the assignment of OES Field Representatives sent to Operational Areas or other locations, as necessary.





**Figure 7**  
REOC Organizational Chart



- REOC Agency Representatives: Representatives from state agencies, non-governmental organizations, private companies, and other organizations, who may provide liaisons to facilitate communication between the REOC and their respective organizations.

### REOC Planning/Intelligence Section

The REOC Planning/Intelligence Section is responsible for:

- Collecting and analyzing information
- Producing and distributing intelligence that informs the planning process and ultimately determines the organizational level's response strategy
- Managing the action planning process.

Units within REOC Planning/Intelligence include the following.

- REOC Situation Status and Analysis Unit:
  - Collects, evaluates, and disseminates information
  - Manages the action planning process, develops the action plan in coordination with other functions, and develops the REOC situation report
  - The Planning Section Chief may activate a Situation Status Subunit and an Action Plan Subunit, which assist with the two primary functions of this unit, and report to the Situation Status and Analysis Unit leader.
- REOC Advance Planning Unit:
  - Identifies situations that may affect emergency operations beyond the current operational period
  - Develops the advance planning report
  - Begins recovery planning and provides liaison to recovery activities.
- REOC Documentation Unit:
  - Compiles records and data pertaining to an event from all sections of the REOC.
- REOC GIS Unit:
  - Collects data from a variety of sources, including FEMA's HAZUS loss estimation model, local governments, Operational Area EOCs, state agencies such as Caltrans and the California Department of Forestry and Fire Protection, and Federal agencies such as the U.S. Geological Survey and FEMA





- Compiles incident-specific information, such as location, and quantity of factors, such as building damage, displaced households, debris, and road closures
- Prepares maps and analytical tools for decision making.
- REOC Technical Specialists:
  - Provide specialized skills and knowledge relevant to a critical aspect of the disaster
  - Are usually state agency employees, although they may be from Operational Areas or local governments
  - May participate in the action planning process, provide technical assistance to Operational Areas, help make resource allocation decisions, and staff regional task forces
  - May include seismic engineers or geologists for earthquakes; epidemiologists or other health professionals for pandemics or other public health threats; or biologists for biological terrorist incidents.

### REOC Operations Section

The REOC Operations Section is responsible for coordinating and supporting all jurisdictional operations in support of the emergency response. The REOC Operations Section is staffed with the following positions.

- REOC Operations Section Chief: Responsible for coordinating the activities of various functional branches, when activated.
- REOC Branch Directors: Responsible for providing support to their corresponding branch. Also responsible for providing branch reports to the REOC Operations Section Chief that detail status, priorities, and resource needs, and for representing the particular discipline in section meetings.
- Mission Coordinators: The REOC Operations Section Chief may request additional staff to assist the Branch Directors and unit leaders to coordinate mission tasks. Those staff may be assigned to individual branches or units within the Operations Section, or may report directly to the REOC Operations Chief or Deputy Operations Chief, if one is assigned.
- Fire and Rescue Branch:
  - Monitors fire mutual aid activities
  - Serves as liaison to the Region II Fire and Rescue Mutual Aid Coordinator, California Department of Forestry and Fire Protection, and Operational Area fire branches
  - Provides support to Urban Search and Rescue efforts

- During regional multidisciplinary events, conveys resource allocation requests and any other information through the Branch Director to the Region II Fire and Rescue Mutual Aid Coordinator, who then makes resource allocation decisions accordingly
- May activate additional units, depending on the type of event, to include Urban Search and Rescue, hazardous materials, and/or Emergency Medical Services
- OES is the lead agency for this branch (see the RECP Fire and Rescue Subsidiary Plan for more information).
- Law Enforcement Branch:
  - Coordinates and monitors law enforcement and coroner activities
  - Provides support for search and rescue activities
  - Serves as a liaison to the Region II Law Enforcement and Coroner Mutual Aid Coordinator
  - During regional multidisciplinary events, conveys resource allocation requests and any other information through the Branch Director to the Region II Law Enforcement and Coroner Mutual Aid Coordinator, who makes resource allocation decisions accordingly
  - May activate additional units, depending on the type of event, to include coroner, search and rescue, terrorism, and/or waterborne
  - OES is the lead agency for this branch (see the RECP Law Enforcement and Coroner/Medical Examiner Subsidiary Plan for more information).
- Medical and Health Services Branch:
  - Serves as liaison to the Regional Disaster Medical Health Coordinator
  - Elevates medical health resource requests to the SOC and/or Joint Emergency Operations Center
  - Convenes medical health operational area coordinators, the Public Health Officer, and other regional decision-makers for regional medical health decision-making conference calls
  - During regional multidisciplinary events, the Branch Director works with other disciplines in the REOC Operations Section and/or the Regional Coordination Group to coordinate regional resource allocation decisions





- EMSA and the California Department of Public Health are the lead agencies for this branch (see the RECP Medical and Health Subsidiary Plan for more information).
- Care and Shelter Branch:
  - Coordinates the provision of regional mutual aid resources to support care and shelter operations
  - Coordinates the activities of agencies providing care and shelter services
  - Coordinates the provision of emergency services mutual aid resources with the region to support care and shelter operations
  - Coordinates with the REOC Operations Section Chief and the REOC Director to elevate requests to the SOC to mission task state agencies
  - The California Department of Social Services and the American Red Cross are lead agencies for this Branch (see the RECP Care and Shelter Subsidiary Plan for more information).
- Construction and Engineering Branch:
  - Provides construction and engineering support to the affected Operational Areas during an emergency event
  - Coordinates with the Structural Engineers Association of California and the Engineers Board to support the building inspection and damage assessment activities of the local governments
  - OES is the designated lead for this branch with support from Caltrans and other state agencies.
- Transportation Branch:
  - Coordinates requests for transportation resources
  - Monitors the status of critical transportation infrastructure and provides information to the Section Chief on damage, inaccessible routes and/or inoperable systems, and projected restoration timelines
  - Coordinates with the REOC Operations Section Chief through the Branch Director to mission task state agencies and/or elevate requests to the SOC
  - MTC, Caltrans, and the California Highway Patrol staff this branch (see the RECP Transportation Subsidiary Plan for more information).

- Utilities Branch:
  - Coordinates information and resources for utility providers, including water, wastewater, power, and telecommunications
  - Provides information to the Operations Section Chief on service loss, projected restoration timelines, and resource needs
  - Coordinates with other branch directors to provide utilities access to critical infrastructure
  - Coordinates the provision of assistance through the Water Area Response Network mutual assistance to support restoration of services
  - Works with the Operations Section Chief if mission taskings for state agencies are required
  - CUEA, which assigns representatives from various utility service types (water, wastewater, power, and telecommunications) to serve as liaisons and to inform regional decision making at the REOC, is the designated lead for this branch
  - At the request of the REOC Director, regional utilities such as the East Bay Municipal Utility District, the San Francisco Public Utilities Commission, and the Pacific Gas and Electric Company, may provide liaisons to the REOC to facilitate the two-way flow of information.
- Hazardous Materials Branch/Unit:
  - Coordinates and monitors hazardous materials incidents, as well as the provision of resources for response to such incidents, including CBRNE incidents
  - OES is the lead agency for the Hazardous Materials Branch: a Hazardous Materials Unit also may be established under the REOC Fire and Rescue Branch (see the RECP Hazardous Materials Subsidiary Plan for more information).
- Logistics Section:
  - The Logistics Section is responsible for the logistical needs of the REOC. Coordinates the provision of resources and tracking requests that are not handled by the REOC Operations Branches. OES is the lead agency for this section. In addition to the Section Chief, the following branches may be activated (see the RECP Logistics Subsidiary Plan for more information).





- Information Systems and Communications: Coordinates all aspects of telecommunications to include computer systems, telephones, radios, fax, and satellite communications.
- Facilities: Responsible for ensuring that the REOC and all supporting facilities are completely operational with required supporting infrastructure.
- Personnel: Coordinates the provision of staff from other state agencies and develops a staffing plan and shift assignments (in coordination with the REOC Director). Arranges for travel and lodging for staff from other areas. The Logistics Section Chief may also activate a Check-In Unit to record the position, shift, and the time-in/time-out of all staff assigned to the REOC. The Personnel Unit also coordinates the provision of resources under EMMA.
- Procurement: Procures goods and services to support emergency operations. This function is generally conducted from the SOC.

### **Finance/Administration Section**

The Finance/Administration Section is responsible for financial activities and EOC administrative functions. OES is the lead agency for this section. Units that may be activated within the Finance/Administration Section include a:

- Time Unit, which ensures that employees maintain and submit accurate records of their time and expenses
- Cost Accounting Unit, which maintains records of costs associated with response activities.

Finance and administrative functions may be managed from the SOC.

### **STAFFING**

The REOC Director/Deputy Director, in coordination with the Logistics Section Chief and/or Personnel Unit, develops a staffing plan based on the type and severity of the event. The staffing plan is based on pre-event staffing plans, and includes the sections, branches, and units that will be activated, the positions that will be activated, and the number of personnel in each position. If possible, the name of the designee for each position will be listed. The State Warning Center and the SOC have access to the pre-event staffing plan to facilitate the activation process. The SOC may assist in the assignment of state agency personnel to the REOC, per the request of the REOC.

OES personnel and/or personnel from other state agencies staff the REOC Director and Section Chief positions. The OES Coastal Region Administrator or designee serves as the REOC Director. Other

REOC staff positions may be filled by emergency managers from Operational Areas within the region, outside of the region, from agency representatives, or by representatives from nonprofit organizations, such as the American Red Cross and CUEA.

### **Emergency Managers Mutual Aid**

Under the authority of the Master Mutual Aid Agreement, OES may work through EMMA to provide experienced emergency managers from unaffected areas to support EOCs in affected areas during proclaimed emergencies. The Coastal Region uses EMMA to supplement state staffing of the REOC and to provide additional staff as needed for affected Operational Area EOCs. It is expected that affected jurisdictions will use all available resources from within their jurisdiction before accessing EMMA. Likewise, unaffected agencies are encouraged to provide EMMA resources when called upon.

The Logistics Section of the EOC at each SEMS level coordinates the provision of emergency management resources within their respective jurisdiction. The Logistics Section of the REOC coordinates the provision of EMMA resources from unaffected Operational Areas to support affected Operational Areas and the REOC. The SOC coordinates the provision of EMMA resources from other regions to staff the REOC and/or the SOC, as needed.

The primary source of EMMA resources is state or local government emergency management professionals. EMMA personnel are able to fill a variety of positions, to include EOC management, public information officers, administrative support, section chiefs, and branch directors.

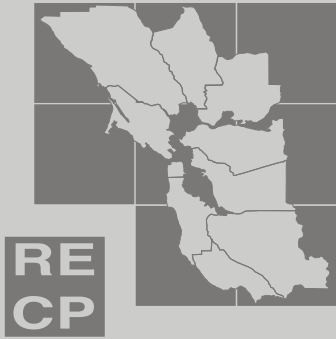
The terms of emergency management mutual aid are outlined in the Emergency Managers Mutual Aid Plan.





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# Appendix A | Base Plan List of Acronyms



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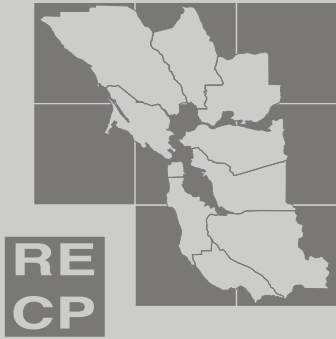
## Appendix A – List of Acronyms

BAEPIN	Bay Area Emergency Public Information Network
BENS	Business Executives for National Security
Caltrans	California Department of Transportation
CBRNE	Chemical, Biological, Radiological, Nuclear, and Explosive
CUEA	California Utilities Emergency Association
DOC	Department Operations Center
EMAC	Emergency Management Assistance Compact
EMMA	Emergency Manager's Mutual Aid
EOC	Emergency Operations Center
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
IMAT	Incident Management Assistance Team
JFO	Joint Field Office
MARAC	Mutual Aid Regional Advisory Committee
MTC	Metropolitan Transportation Commission
NIMS	National Incident Management System
OASIS	Operational Area Satellite Information System
OES	Governor's Office of Emergency Services
RECP	Regional Emergency Coordination Plan
REOC	Regional Emergency Operations Center
RIMS	Response Information Management System
SEMS	Standardized Emergency Management System
SOC	State Operations Center
SUASI	Super Urban Area Security Initiative
UASI	Urban Area Security Initiative





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## Appendix B | Base Plan

### Potential Effects of an Emergency Event in the Bay Area



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## Appendix B – Potential Effects of an Emergency Event in the Bay Area

Appendix B presents several of the hazards specific to the Bay Area and briefly summarizes their potential impacts. For the purposes of the Regional Emergency Coordination Plan (RECP), any of the hazards presented herein could be categorized at the local, operational area, regional, state, or federal levels—depending on the magnitude of the events. Therefore, emergency response may require multidisciplinary coordination among various systems, including incident command, multiple operational areas, the Regional Emergency Operations Center (REOC), or various mutual aid systems.

As discussed in Section 1, the RECP does not reflect incident-specific assumptions and contingencies associated with an influenza pandemic. However, information regarding such an event is provided herein for informational purposes.

### NATURAL DISASTERS

#### Earthquake

The probability that at least one magnitude 6.7 or greater earthquake will strike the San Francisco Bay Area before 2032 is 62 percent. Possible scenarios include a repeat of the 1906 earthquake on the San Andreas Fault (estimated to be about 7.8 magnitude), or an earthquake on the combined (north and south) Hayward Fault. The San Andreas Fault runs along the coast through moderately developed areas, whereas the Hayward Fault runs through densely populated and highly developed areas in the East Bay. Based on past earthquakes, and estimates from the Association of Bay Area Governments and the U.S. Geological Survey, a magnitude 6.9 earthquake on the combined Hayward Fault would cause nearly 6,000 deaths, and hundreds of thousands would be injured. Damage would be substantial: 155,000 dwellings would be destroyed, leaving 360,000 people displaced and about a third of those requiring public shelter, and about 1 million buildings would be damaged. The earthquake would be felt throughout the entire Bay Area, with the greatest shaking occurring in the most densely populated areas of the region. Economic impacts could reach \$100 billion, and recovery would take years.

#### Flood

The most common and damaging natural disaster in California, floods have caused more economic damage to the state than all other natural disasters combined. All fifty eight counties have been declared under a “state of emergency” at least three times since 1950 because of flooding. Between 1992 and 1998, floods caused nearly \$5 billion in damage statewide, and every county declared a flood-related disaster.





In the last decade, several major floods caused severe damage in northern California — the New Year’s storms in 1997; the El Niño events in 1997 and 1998; and the winter storms in 2006, which affected thirteen counties in Northern California and caused about \$200 million in damage in Sonoma and Marin counties alone.

In a severe flood, 100,000 or more people may need to be evacuated, with at least a third of those needing public shelter, and between 25,000 and 30,000 buildings would be damaged or destroyed. The economic impact could be as high as \$2 to 3 billion, with recovery taking months to years, depending on the extent of the damage. Floods could easily lead to other disasters, including mudslides and breaks in levees and dams. Depending on the location of the flood, the entire Bay Area could be affected, as well as areas outside the region.

### Fire

A seasonal occurrence in many parts of California, wildland fires are mostly contained by local fire services, often with assistance from other municipal and/or state fire services through mutual aid. Occasionally, an urban/wildland interface fire causes significant damage and casualties. For example, the 1991 Oakland Hills Firestorm, also known as the Tunnel Fire, the Oakland-Berkeley Hills Fire, and the East Bay Hills Fire, burned about 1,520 acres, caused 25 deaths and 150 injuries, and destroyed over 3,000 dwellings. The estimated loss was about \$1.5 billion. The fire, which occurred on October 20, 1991, began as a brush fire that quickly ignited surrounding trees and engulfed houses and apartments along the outskirts of Oakland.

The 1906 earthquake in San Francisco caused the worst urban fire in history, outside of war. This 4-day event burned more than 28,000 buildings, took more than 3,000 lives, and displaced more than 200,000 people. It is estimated that of the structures that were destroyed in the disaster, 80 percent were lost due to the conflagrations that occurred following the earthquake.

More recently, fires caused by the earthquake in Kobe, Japan, destroyed an additional 7,500 homes. The Kobe earthquake is significant because of the similarities between the Kobe area and the Bay Area.

The State of California’s mutual aid system for fire events is robust. For an urban/wildland interface fire similar to that of the Oakland Hills scenario, fire services would take the lead in combating the fires, and the Fire and Rescue Mutual Aid System would be responsible for allocating resources. Coordination with Operational Area Emergency Operations Centers and the REOC is important for non-fire activities, such as evacuation, care and shelter, and provision of medical services, with firefighting activities. Although the Fire and Rescue Mutual Aid System would provide most of the resources to support the firefighting efforts, other mutual aid systems would support these efforts, as necessary.



## HUMAN-CAUSED EVENTS

### Detonation of Improvised Nuclear Device

Depending on the type of attack, device used, and the location, the impacts of a human-caused event vary widely. The worst-case scenario for a human-caused event is an improvised nuclear device detonated in the downtown area of a major city. The National Planning Scenarios describe a 10-kiloton improvised nuclear device detonation scenario that can be used to estimate the impact of a similar device detonated in the Bay Area (presumably in one of the major cities). The damage from this scenario would be catastrophic: the explosion would severely damage buildings within a 1,000-meter radius; tens of thousands of people would likely die from the initial blast, radiation, and subsequent fallout of radioactive material; hundreds of thousands of people would be injured; nearly half a million people would need to be evacuated; and years later the effects of this scenario would continue to be seen in the rate of cancer and other diseases caused by exposure to contamination. Although the geographic impact of such an event would depend on the movement of the radioactive cloud, radiation would reach areas within a 2 or 3-mile radius of the blast. Upwards of 3,000 square miles would have to undergo some type of decontamination, including the destruction of the most contaminated structures. The economic impact would be in the hundreds of billions of dollars, and recovery would take years.

### Detonation of Radiological Dispersal Device

Another scenario is the detonation of a radiological dispersal device or “dirty bomb” – that is, explosives combined with radioactive material such as Cesium-137. In this scenario, which also is taken from the National Planning Scenarios, a dirty bomb detonates in a downtown metropolitan area, destroys one building and several vehicles, causes varying degrees of damage to surrounding buildings, and spreads radioactive material throughout a 36-block area, with traces of the radioactive cloud reaching a couple of miles away. Although this scenario would cause few deaths and injuries (estimated as 180 and 270, respectively), some 20,000 people would be contaminated with radiation, and years later many of those exposed to radiation would develop cancer. Economic impacts would reach into the billions of dollars, and recovery could take months to years.

### Aerosol Anthrax

Anthrax is a disease caused by *Bacillus anthracis*. There are three types of the disease: cutaneous anthrax, ingested anthrax, and inhalation anthrax. Anthrax spores delivered by aerosol spray cause inhalation anthrax, which in turn causes a progressive infection. In this scenario, a team of attackers sprays 100 liters of wet-fill anthrax from a moving car on a busy metropolitan street during rush hour. Depending on the dissemination efficiency and the weather conditions,



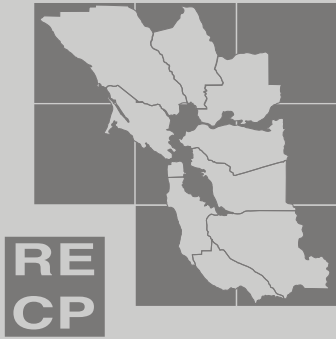


about 330,000 people could be exposed. If untreated, 99 percent of those exposed would die. Tens of thousands of people would require treatment or prophylaxis with ventilators and antibiotics, and many would need advanced critical care due to inhalation anthrax. An estimated 13,000 people could die as a result of inhalation anthrax. Mobilization of the Strategic National Stockpile would be required. Thousands of people would need to be evacuated and treated, and thousands more would be directed to shelter-in-place. The challenges of this scenario include the identification of anthrax symptoms by the medical community, and effective distribution of public information about the signs and symptoms of exposure. The affected area would require extensive decontamination and cleanup. Closure and decontamination of the affected area could cost billions of dollars.

### **Influenza Pandemic**

Historically, influenza pandemics have occurred every 10 to 60 years. Three have occurred in the last century. Pandemics are caused by genetic shifts in the circulating strain and the emergence of new strains of the influenza virus. Large portions of the population are then vulnerable to these new strains, because they have not been exposed to or immunized against the virus, nor has there been time to create effective vaccines. In an outbreak of pandemic influenza with a 35 percent infection rate, more than 5,000 in the region would die, 1.2 million people would be hospitalized (the vast majority would be outpatients), and 1.4 million people would be able to treat themselves. Economic impacts could be as much as \$4.5 billion, with business operations severely interrupted due to significant portions of the workforce being ill or unwilling to risk exposure. Similarly, government services likely would be interrupted or restricted due to depletion of the public workforce.

The impact of the outbreak would most likely spread beyond the region as well. Evacuations would not be expected, although some populations or communities may need to be quarantined. Recovery would take months or years.



# Appendix C | Base Plan REOC Situation Report Form



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# Appendix C – REOC Situation Report Form

Jurisdiction: \_\_\_\_\_

## SEMS Situation Report

As of: \_\_\_\_\_

Event: \_\_\_\_\_

STATUS	PROGNOSIS	SITUATION SUMMARY
<input type="checkbox"/> = Black Major Asst. Required		
<input type="checkbox"/> = Red: Assistance Required	<input type="checkbox"/> = Worsening	
<input type="checkbox"/> = Yellow: Under Control	<input type="checkbox"/> = Stable	
<input type="checkbox"/> = Green: Normal Ops / Resolved	<input type="checkbox"/> = Improving	
<input type="checkbox"/> = Gray: Unknown	<input type="checkbox"/> = Unknown	
<input type="checkbox"/> = Blue: Closed		

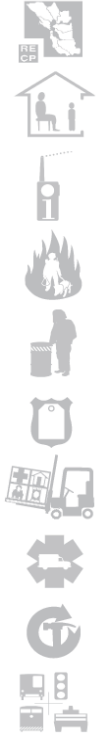
	INFO	LOCATIONS, COMMENTS, CONTACT INFO, ETC.
EOC(S) ACTIVATED		
FATALITIES	ESTIMATED: _____ CONFIRMED: _____	
INJURIES	ESTIMATED: _____ CONFIRMED: _____	
# PEOPLE EVACUATED		
# PEOPLE IN SHELTERS		
COMMO PROBLEMS		
ROAD PROBLEMS		
DAMAGED BUILDINGS		
UTILITY PROBLEMS		
WEATHER ISSUES		

DECLARATIONS	DATE REQUESTED	DATE GRANTED		DATE REQUESTED	DATE GRANTED
LOCAL			DIRECTOR'S CONCURRENCE		
GUBERNATORIAL			PRESIDENTIAL		

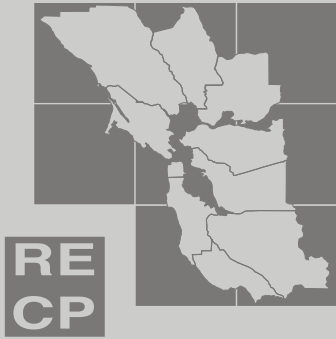
Critical Issues: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Priorities: \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Reported by: Name: \_\_\_\_\_ Agency: \_\_\_\_\_ Phone: \_\_\_\_\_



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# Appendix D | Base Plan Public/Private Interface Concept



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# Appendix D – Public/Private Interface Concept

## PURPOSE AND SCOPE

The roles and responsibilities of the private sector will vary during an emergency response. Businesses can be both victims of a disaster and providers of valuable response resources. For example, a large national company may be the owner of a small local outlet that is damaged by a disaster, or a local company calling the nearest Emergency Operations Center (EOC) to offer support may be the national leader in its industry. Appendix D discusses how the Operational Area EOC, the Governor's Office of Emergency Services (OES), Regional Emergency Operations Center (REOC), and the State Operations Center (SOC) will interact with the private sector to support one another in economic recovery.

## PLANNING ASSUMPTIONS

- A region-wide event will adversely affect the economy of the Bay Area
- Response decisions made by emergency managers will have a direct and long-term economic impact on the community
- Businesses will want information about how response decisions affect them
- The private sector can provide resources to support government
- The resumption of normal business activity will be a major concern for companies located in the Bay Area.

## ROLES AND RESPONSIBILITIES

### Private Sector

Private sector companies may be directly or indirectly affected by a disaster. The facilities of a company may be damaged, endangering employees on the premises or the neighborhood surrounding the facility. Communications or other utility breakdowns can isolate a business. A private company will be immediately concerned with the safety of their employees and facilities. Companies will want to know how employees can return home if the disaster occurs during a weekday and how soon employees can return to work. Damage to transportation routes in other areas can affect employee commuting and the flow of goods to and from a company's production facility. A business must quickly resume shipments and production to remain vital and to contribute to the economic recovery of the community. The company needs accurate information about the infrastructure upon which it depends and the resumption of public services in order to plan its own business recovery.





Even though a company may be directly affected by a disaster, it may still be able to support a government response. For example, government response will benefit from the quick recovery of wireless communication systems in the region. Damage to a private hospital in an Operational Area will clearly influence medical and health decisions made at the EOC. Rapid recovery of business for financial institutions and retail stores can restore a local community and project a reassuring message to the public outside of the region. National owners of local businesses will have information to share with local emergency managers that can support recovery in a local jurisdiction. Through effective collaboration with government, the private sector can help to project an accurate perception of economic recovery in the Bay Area.

Private resources can also directly support government response through contracted services or through the donation of goods or in-kind services. These resources may already be described in the emergency operations plans of state or Operational Area agencies. Government emergency plans describe specialized services or equipment that are activated through contracts or mutual aid agreements. For example, unique vehicles that the government normally does not use could be provided by vendors for clearing unusual amounts of debris.

By law, the private owners of designated regulated facilities or hazardous operations, such as power companies, water utilities, and oil refineries, may be responsible for disaster response. Some of these companies may already be involved in regional or Operational Area disaster planning, and many have a pre-assigned response role. After a disaster, these companies are expected to activate internal operational plans and address the damage to their facilities and the surrounding area. They may be required to respond to related incidents that are under their responsibility. Depending on the extent of the damage, they may request additional support from the government.

Private sector companies designated to support a government response are expected to develop and maintain internal business continuity plans in order to remain operable and provide needed resources. Internal planning of private companies includes systems for internal assessments and the formation of service teams that can be mobilized after a disaster. The emergency teams of private companies use disaster plans that include home preparedness for employees as well as emergency procedures for facilities.

Businesses can approach government EOCs individually, or through an experienced disaster preparedness and response organization such as Business Executives for National Security (BENS). A national organization through which senior business executives support national security, BENS members include representatives from some of the

largest companies in the nation that provide valuable resources and expertise to a disaster response. In the Bay Area, BENS includes representatives from major utilities, financial institutions, retail chains, and telecommunications companies. Bay Area BENS members have business continuity plans in place. They meet regularly with state and Operational Area emergency planners to discuss how they can interact effectively with government using procedures consistent with the Standardized Emergency Management System (SEMS).

### Local Government

The primary response to a disaster is coordinated at the lowest level possible, with immediate coordination taking place at the EOC of the affected jurisdiction. If the jurisdiction requires support from the private sector, EOC emergency services personnel will coordinate closely with private sector representatives.

### Operational Area

Because of the important role that business plays in the recovery of a community through the provision of resources, the Operational Area interacts with the private sector through the EOC Director or his designee. The EOC Director engages businesses regarding operations or other issues that are local in nature. For example, the local operator of small tour vans initially offers its services to the Operational Area EOC Director, who is able to coordinate the various EOC sections that will be involved in the use of the resource, such as the finance, logistics, and operations sections. As manager of the county's response system, the EOC Director is conscious of the political and public relations issues involved in partnering with the private sector. Companies wanting to participate in government response will prefer to negotiate with a leader who can make final decisions. The EOC Director can ensure that a company's support during a disaster will be properly recognized when response operations conclude.

### Region

The OES REOC Director is the point of contact for private companies concerned with operations and resources spanning several Operational Areas. For example, a regional grocery store chain may be concerned about the conditions affecting individual stores in local jurisdictions, but needs regional information to solve logistical issues to support those stores. Because the REOC Director cannot personally respond to dozens of individual companies and prioritize the various needs of the private sector, a designated private sector liaison officer will deal directly with the companies that interact with the REOC.

Businesses can contact the liaison directly, or coordinate their approach to the REOC through an organization such as BENS, which can help to prioritize needs and pre-identify resources before contact is made with the government.





## State

The SOC is the point of contact for national businesses that want to support response in the region. Many national companies are experienced in catastrophic disaster response and may approach the state on their own, through BENS, or through established relationships with the Federal Emergency Management Agency. Just as it coordinates the influx of Federal resources during a disaster, the SOC will coordinate national private resources that may be spontaneously offered after a catastrophe.

## CONCEPT OF OPERATIONS

### Local Government and Operational Area

A business concerned about the local impact of a catastrophic disaster on its facilities and operations will request status information from the EOC of the jurisdiction or Operational Area in which the company is located. A large, local business will want information that is more specific than that which is available to the general public. Demand for clearance of particular transportation routes, or a request for priority in the restoration of power, will be made to the EOC. A large company may also offer the use of space for vehicle staging, or valuable commodities. Interaction with the private sector is complex, requiring EOC management to support the connection between the private businesses and the jurisdiction or Operational Area. The EOC Director can decide how much information should be given to businesses in the jurisdiction or Operational Area. The EOC Director also coordinates the efforts of private businesses that come to the Operational Area through the REOC or the SOC.

When a company wants to offer resources or expertise in support of emergency response operations, the EOC Director reviews the value of the offer, and coordinates the use of the donation with the appropriate EOC branches and local government agencies. A company may offer resources when it knows certain of its resources are not needed to resume regular business. Restrictions on the use of a donated resource must be noted and respected by the EOC branch that ultimately uses the resource. Resources or services accepted by the EOC are tracked and included in situation reports to the REOC. The REOC needs information about Operational Area interactions with the private sector to understand the range of private sector involvement throughout the region. These reports will help the REOC properly allocate similar national resources that may be offered through the SOC.

Because of the rapidly changing conditions following a disaster, private companies will constantly demand the most current information. As conditions permit, the EOC Director will provide that information in such a way that the work of the EOC is not disrupted.

Depending on the number of businesses involved, the EOC Director can contact companies directly, or address their issues as a group, through regularly scheduled meetings. When a company offers valuable resources for use by the Operational Area and wants to personally manage the implementation of the offer, the Director may choose to physically locate the company's representative within the appropriate EOC branch. To minimize disruption, the private business representative is expected to understand SEMS. If assigned a position within the EOC, the business representative must respect the confidentiality of information provided in the EOC.

To coordinate information and the interests of the various businesses likely to be involved in an Operational Area emergency response, BENS plans to work with OES and the EOC Directors to arrange training for dedicated liaisons who can work in an EOC as the representative private sector companies on the outside. BENS plans to organize the various businesses that want to be involved in emergency operations. By organizing the private sector's contact with the EOC, potential duplication of resource offers can be avoided. Requests for information can be coordinated and expressed in a standardized language and delivered at reasonable times throughout an operational period. A separate, private organization can help a jurisdiction or Operational Area EOC Director to manage the complex and varying relationships with the private sector. Such an outside organization, however, will not replace established or contracted relationships that an Operational Area may already have with some private companies.

Businesses whose involvement with government response is activated through contracts or mutual aid agreements will interact directly with the government agency that established the relationship and which has specific oversight over the use of the company's resources. The EOC Director coordinates the best use of the resources to meet jurisdiction or Operational Area needs, but does not directly manage the contractual relationships that exist between jurisdictions of the Operational Area and their private vendors.

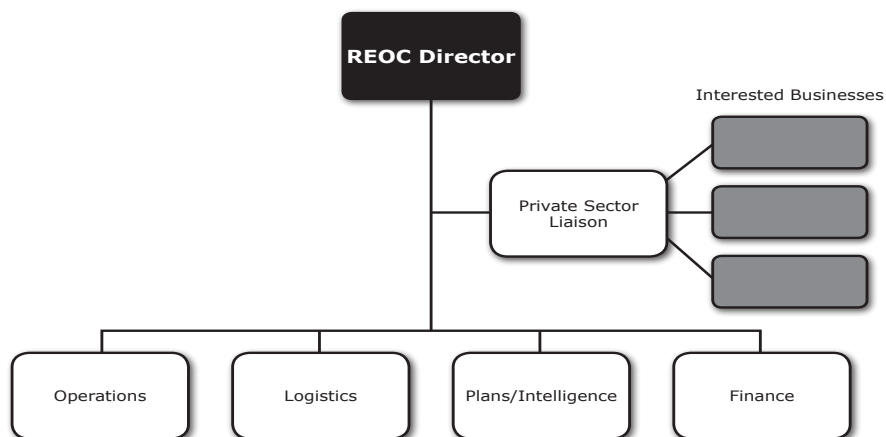
An EOC Director who needs private resources that are based beyond the jurisdictions of the Operational Area sends a request detailing the need, the resource, and the potential source of that asset to the REOC Logistics Section. If an outside coordinating body such as BENS is activated, the REOC Logistics Section can first make that request directly to the group, which will include companies with regional, state, and national headquarters. If a regional or national company can fill the request, it responds through either the REOC or the SOC. BENS will track the request and report back to the originating EOC on the status of the request.





## Regional Emergency Operations Center

The REOC Director or a designated private sector liaison will coordinate interaction with businesses that can support response throughout the Bay Area, or whose need for critical information is regional by nature (see Figure D-1). The REOC Director and private sector liaison broker offers donated resources or requests for information from the private sector. However, the SOC, not the REOC, coordinates the procurement of resources. The REOC will coordinate the interests and resources of national or state-level businesses only after the SOC refers them to the region. If a national business or a company based outside the region offers resources to the regional response operation, the REOC Director will refer the company to the SOC, which coordinates large-scale private donations. Because of the high volume of information to be managed at the REOC level, interactions with the private sector are strictly coordinated.



**Figure D1**  
Private Sector Liaison in the REOC

The REOC Director may convene a meeting with numerous private companies simultaneously via a scheduled conference call. The conference call should include the businesses interested in supporting response activities, the REOC Director, the private sector liaison, and relevant REOC Section Chiefs. Depending on the subject of the meeting, the coordinators of relevant branches also may participate in the call. The REOC Director determines who is invited to the meeting and decides what information about response activities can be given to the private sector. Private companies participating in the coordination meetings are expected to understand SEMS, the role and responsibility of the REOC, and the limits of regional response activities. Participating companies must respect the confidentiality of information used in the REOC.



In the Bay Area, BENS plans to establish trained liaisons for the private sector in the REOC. A private sector liaison would reduce the need for meetings facilitated by the REOC Director. Businesses will communicate regularly via conference calls, or other means, to organize their information needs and coordinate their offers of resources for the private sector liaison. This process will help the REOC Director quickly make effective decisions regarding the involvement of the private sector quickly.

### State Operations Center

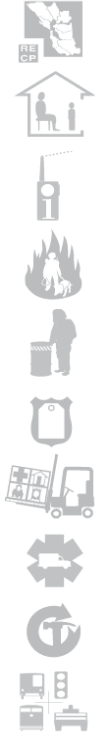
As the coordinating point between Federal response operations and activities in the Region, the SOC is where the information needs and resource offers of national companies are managed. As in the REOC, a liaison for the private sector will be established. The position can be staffed by the state, or provided by a private sector organization such as BENS, if available. Because the SOC is the entity that tasks state agencies, it can effectively bundle private resources with government resources to support regional and Operational Area operations. As the SOC is responsible for public information, it can best manage the kind of information given to private, national companies.

Although the state discourages spontaneous donations from the general public, donations from the private sector of new goods in large, uniform shipments are valued. The SOC will coordinate the logistics necessary to distribute those items in affected jurisdictions.

### PRIVATE SECTOR RESOURCE DATABASE

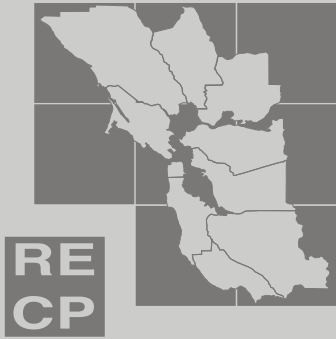
BENS, along with companies in the Bay Area, is evaluating the implementation of a regional database of pre-registered voluntary private sector resources. BENS has built a web database, called the Business Response Network, which is compliant with the National Incident Management System and includes resources such as equipment, facilities, and volunteers. This database will enable EOCs to identify available resources quickly. BENS is also working with a National Emergency Management Association task force to create BEMAC, a business version of the Emergency Management Assistance Compact.





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# Appendix E | Base Plan

## Federal Emergency Support Functions



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## Appendix E – Federal Emergency Support Functions

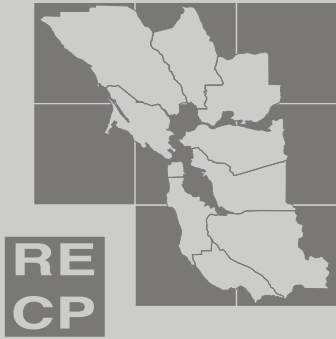
Appendix E describes the Federal Emergency Support Functions (ESFs) under the National Response Framework and the corresponding element under the Standardized Emergency Management System. For more information, see the specific ESF annexes to the National Response Framework.

**Table E-1: Federal Emergency Support Functions**

ESF	Activities	ESF Coordinator	Primary Agency	SEMS
#1 Transportation	<ul style="list-style-type: none"> <li>Federal and civilian transportation support</li> <li>Transportation safety</li> <li>Restoration/recovery of transportation infrastructure</li> <li>Movement restrictions</li> <li>Damage and impact assessment</li> </ul>	U.S. Department of Transportation	U.S. Department of Transportation	Operations: Transportation
#2 Communications	<ul style="list-style-type: none"> <li>Coordination with telecommunications industry</li> <li>Restoration of telecommunications infrastructure</li> <li>Protection, restoration, and sustainment of national cyber and information technology resources</li> </ul>	U.S. Department of Homeland Security	U.S. Department of Homeland Security	Logistics: Information Systems and Communications
#3 Public Works and Engineering	<ul style="list-style-type: none"> <li>Infrastructure protection and emergency repair</li> <li>Infrastructure restoration</li> <li>Engineering services and construction management</li> <li>Critical infrastructure liaison</li> </ul>	Department of Defense/U.S. Army Corps of Engineers	<ul style="list-style-type: none"> <li>Department of Defense/U.S. Army Corps of Engineers</li> <li>U.S. Department of Homeland Security/Federal Emergency Management Agency (FEMA)</li> </ul>	Operations: Construction and Engineering
#4 Firefighting	<ul style="list-style-type: none"> <li>Firefighting on Federal lands</li> <li>Resource support to urban and rural firefighting operations</li> </ul>	U.S. Department of Agriculture/U.S. Forest Service	U.S. Department of Agriculture/U.S. Forest Service	Operations: Fire and Rescue
#5 Emergency Management	<ul style="list-style-type: none"> <li>Coordination of incident management efforts</li> <li>Issuance of mission assignments</li> <li>Resource/human capital</li> <li>Incident action planning</li> <li>Financial management</li> </ul>	U.S. Department of Homeland Security/FEMA	U.S. Department of Homeland Security/FEMA	<ul style="list-style-type: none"> <li>Management</li> <li>Planning/Intelligence</li> </ul>
#6 Mass Care, Housing, and Human Services	Mass care, disaster housing, and human services	U.S. Department of Homeland Security/FEMA	U.S. Department of Homeland Security/FEMA	Operations: Care and Shelter
#7 Resource Support	Resource support (facilities, office supplies, and contracting)	General Services Administration	General Services Administration	Logistics
#8 Public Medical and Health Services	Public and mental health, medical, and mortuary services	U.S. Department of Health and Human Services	U.S. Department of Health and Human Services	Operations: Medical and Health
#9 Urban Search and Rescue	Life saving assistance and urban search and rescue	U.S. Department of Homeland Security/FEMA	U.S. Department of Homeland Security/FEMA	Operations: Fire and Rescue

**Table E-1: Federal Emergency Support Functions (continued)**

ESF	Activities	ESF Coordinator	Primary Agency	SEMS
#10 Oil and Hazardous Materials Response	<ul style="list-style-type: none"> <li>• Oil and hazardous materials response</li> <li>• Environmental safety and short- and long-term cleanup</li> </ul>	U.S. Environmental Protection Agency	<ul style="list-style-type: none"> <li>• U.S. Environmental Protection Agency</li> <li>• U.S. Department of Homeland Security/FEMA</li> </ul>	Operations: Hazardous Materials
#11 Agriculture and Natural Resources	<ul style="list-style-type: none"> <li>• Nutrition assistance</li> <li>• Animal and plant disease/pet response</li> <li>• Food safety/security</li> <li>• Natural and cultural resources; protection and restoration of historic properties</li> </ul>	U.S. Department of Agriculture	<ul style="list-style-type: none"> <li>• U.S. Department of Agriculture</li> <li>• U.S. Department of Interior</li> </ul>	Operations: Mass Care and Shelter
#12 Energy	<ul style="list-style-type: none"> <li>• Energy infrastructure assessment, repair, and restoration</li> <li>• Energy utilities coordination</li> <li>• Energy forecast</li> </ul>	U.S. Department of Energy	U.S. Department of Energy	Operations: Utilities
#13 Public Safety and Security	<ul style="list-style-type: none"> <li>• Facility and resource security</li> <li>• Security planning</li> <li>• Public safety/security response</li> <li>• Support to access, traffic, and crowd control</li> </ul>	U.S. Department of Justice	U.S. Department of Justice	Operations: Law Enforcement
#14 Long-Term Community Recovery	<ul style="list-style-type: none"> <li>• Social and economic community impact assessment</li> <li>• Long-term community recovery assistance to states, local government, and the private sector</li> <li>• Mitigation analysis and program implementation</li> </ul>	U.S. Department of Homeland Security/FEMA	<ul style="list-style-type: none"> <li>• U.S. Department of Agriculture</li> <li>• U.S. Department of Commerce</li> <li>• U.S. Department of Homeland Security/FEMA</li> <li>• U.S. Department of Housing and Urban Development</li> <li>• U.S. Department of Treasury</li> <li>• Small Business Administration</li> </ul>	Advance Planning
#15 External Affairs	<ul style="list-style-type: none"> <li>• Emergency public information and protective action guidance</li> <li>• Media and community relations</li> <li>• Congressional and international affairs</li> <li>• Tribal and insular affairs</li> </ul>	U.S. Department of Homeland Security	U.S. Department of Homeland Security/FEMA	Management: Public Information Officer



Appendix F | Base Plan  
REOC Mission Request Form



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# Appendix F - REOC Mission Request Form

## OES Mission Request

\*Red Label: indicates a required field.

Mission Number:

Priority: Threat:

\*Status:

\*Mission Number:

PRIORITY KEY	
<b>Flash:</b>	Causing death or serious injury
<b>Flash:</b>	Imminent threat of death / serious injury
<b>High:</b>	Potential threat of death / serious injury
<b>High:</b>	Damaging/destroying property/environment
<b>High:</b>	Imminent threat of damage to property/environment
<b>Medium:</b>	Potential threat to property/environment
<b>Low:</b>	Routine

### 1. WHO IS MAKING THE REQUEST?

Operational Area:

\*Requestor's Contact Info: Agency:   
Name:   
Position:   
Phone:   
Fax:   
Pager:   
Cell:

\*Related Event/ Incident/Activity:

Display All resource requests related to:

### 2. WHAT IS BEING REQUESTED?

\*Requested Mission:

\*Type:

Needed By Date:

Resource must come with: Fuel  Meals  Operator(s)  Water  Maint  Lodging  Power

Other:

### 3. ASSIGNED RESOURCES

### 4. DELIVER THIS RESOURCE TO:

Site Name <input type="text"/>	Site Type <input type="text"/>
Street Address <input type="text"/>	Apt or Lot No. <input type="text"/>
City <input type="text"/>	State <input type="text" value="CA"/> Zip <input type="text"/>
Intersection - Street 1 <input type="text"/>	Intersection - Street 2 <input type="text"/>
County <input type="text"/>	Geographic Area <input type="text"/>

Additional Location Information

**5. GEO LOCATION & MAPPING**

Show on Map?

Yes  No

Geo Located By

Latitude

Longitude

Contact on scene:  
(Name, Phone, etc.)

**6. SPECIAL INSTRUCTIONS (E.G. SAFETY MESSAGE, INGRESS/EGRESS ROUTES, ETC.)**

Special Instructions:

**7. STATE OES MISSION COORDINATOR:**

Individual:

Organization/Location:

Position:

Agency:

Summary of OES actions taken:

**8. RESPONDING AGENCY:**

Agency Name:

Agency POC:

Phone:

Fax Number:

Pager/Alt#:

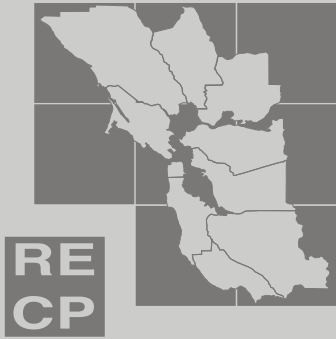
Other:

Summary of actions taken:

Created by:

Date / Time:





# Appendix G | Base Plan

## Critical Action Sheet for Resource Management



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## Appendix G – Critical Action Sheet for Resource Management

### CRITICAL ACTION SHEET FOR RESOURCE MANAGEMENT

**Mission:** To support emergency response operations by efficiently filling resource/mission requests at the Regional Emergency Operations Center (REOC)

#### OBJECTIVES

- Quickly review mission/resource request to determine the most appropriate means of filling that request.
- Fill all reasonable resource requests by brokering the provision of regional mutual aid resources, mission tasking a state agency, elevating the request to the State Operations Center (SOC), or referring the requestor to a vendor.
- Track the status of the request, keep the requestor notified, and if necessary, re-assign the request/tasking to ensure it is filled quickly.

#### USERS

- |   |   |
|---|---|
| <input type="checkbox"/> REOC Operations Branch Directors | <input type="checkbox"/> REOC Logistics Chief |
| <input type="checkbox"/> REOC Mission Coordinators        | <input type="checkbox"/> REOC Duty Officer    |
| <input type="checkbox"/> REOC Operations Chief            | <input type="checkbox"/> REOC Director        |

#### ACTIVATION

- When a resource/mission tasking request is made to the REOC (or to the SOC if the REOC is not operational) by an Operational Area Emergency Operations Center (EOC) or Mutual Aid Coordinator.

#### DECISION MAKING/COORDINATION

- The Branch Director/Mission Coordinators coordinate with other Branches, Mutual Aid Coordinators, Operational Areas, and Operations Section Chief to determine the best way to fill a resource request.
- The REOC Director approves all mission requests.

#### CRITICAL ACTIONS

**Note:** All actions are undertaken by the Branch Director, the Mission Coordinator, or Branch staff, unless otherwise noted.

#### Receive/Review Request

- Mission Coordinator:** Receive resource/mission-tasking request from Operational Area EOC or discipline-specific Mutual Aid Coordinator. Request may come through Regional Information Management System (RIMS), phone, or fax. (All requests made via RIMS or manual forms received via fax should be followed up by a phone call.)
- REOC Branch Director or Designee:** Contact Operational Area to clarify questions regarding the request.
- REOC Branch Director or Designee:** Confirm the request is reasonable — is it for an emergency response activity; has the requestor made a reasonable commitment of resources (have they mobilized their own resources, contracted out if possible/timely)?

- REOC Branch Director or Designee:** Ensure that mission/resource request includes all relevant information:

- Current situation
- Requested mission
- Type and quantity of resource
- Service the resource will provide
- Delivery location
- Local contact at delivery location and means of contact
- Requesting agency and/or Operational Area contact
- Timeframe in which resource is needed and projected duration of need
- Logistical support needs (food, shelter, fuel, maintenance).

- Mission Coordinator:** Enter remaining relevant information into RIMS (the requestor should have already initiated the form).

- Mission Coordinator:** When request is submitted, it will be in "Waiting for Approval" status in RIMS. Once determined that it is a legitimate request, change status to "Coordinating." The goal is to have no request in Waiting for Approval status for more than 20 minutes.

- Branch Director or Designee:** Coordinate with Section Chief before denying a request.

- Branch Director or Designee:** Notify the requestor (Operational Area) that the request is being coordinated, it has been denied because it is not appropriate, or that it has been denied due to lack of information.

### Determine Resource Provider (Coordination Phase)

- Branch Director or Designee:** Review potential resource providers to determine the most efficient manner to fulfill the mission. Options include:

- Operational Area provides resources through mutual aid
- State agency provides resources through mission tasking
- Regional Mutual Aid Coordinator provides resources through discipline-specific mutual aid system
- Federal Government provides resources in response to a request for Federal assistance (must be coordinated with the SOC, and generally occurs only when there is a Stafford Act declaration).

In some cases, it may be apparent that one agency is the best source to provide a resource. In that case it is not necessary to go through the polling and evaluation steps.

- Branch Director or Designee:** Determine resource availability by:

- Verbally polling state agency representatives/liaisons at the REOC
- Verbally polling representatives from discipline-specific mutual aid systems
- Querying Logistics Section of regional Operational Area EOCs via phone.

- Branch Director or Designee:** During the polling process, determine:

- Whether the agency can complete the mission (all or part)
- How long it will take to mobilize the resources to the designated delivery point
- Whether they can provide all the requested logistical support
- Whether they can provide the resources for the required period of time.

- Branch Director or Designee:** Determine whether the mission needs to be split among providers (one provider supplies the asset and one provider supplies logistical support).

- Branch Director/Section Chief:** If a request cannot be met locally, forward the request to the SOC, which can request resources from another region, request resources through the Emergency Management Assistance Compact (EMAC), and/or coordinate requests for Federal assistance.

- Timeline for coordination phase should be between 20 minutes and 1 hour for potential threats, and up to 4 hours for non-threatening situations or non-time-sensitive situations.

**Arrange for Provision of Resource—Mission Task State Agencies**

- Branch Director or Designee:** Determine whether state agency is capable of the mission.
- Branch Director or Mission Coordinator:** Update request in RIMS and request review from REOC Director.
- REOC Director:** Approve or deny request; update request in RIMS; change status from coordinating to mobilizing or enroute; Inform state agency and Operational Area that mission has been approved and provide mission number and estimated time of arrival; and notify Resource Tracking Unit.

**NOTE:** When multiple regions are affected, the SOC will determine how state resources are allocated.

**Arrange for Provision of Resources—Mutual Aid**

- When an Operational Area in the region agrees to provide mutual aid, update request in RIMS—change to mobilizing or enroute.
- Assign a tracking number, notify requesting Operational Area, provide tracking number to both requesting and providing Operational Area, and notify Resource Tracking Unit.

**Arrange for Provision of Resources—Refer to other Mutual Aid System**

- If the resource request is best met through another mutual aid system (fire, law, or medical), contact Branch Coordinator for that discipline and provide relevant information. Confirm that they will handle the request. Inform the REOC Resources Tracking Unit that the request has been handed over to Logistics or to discipline-specific mutual aid system.

**Arrange for Provision of Resources—Refer to the SOC**

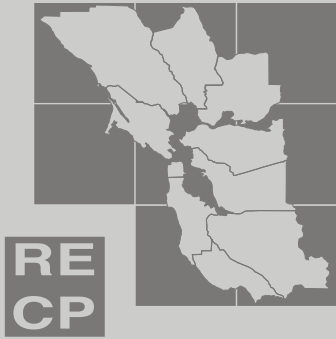
- Determine that regional resources are not available within region.
- Complete RIMS form with available information.
- Obtain approval from Section Chief and REOC Director to contact SOC.
- Contact SOC to inform them that the request cannot be filled with regional resources, and provide relevant information.
- Inform requestor and Resource Tracking Unit.
- SOC will obtain resource from another region, request resources through EMAC, or request Federal assistance.

**Resource Tracking**

- Ensure RIMS forms are complete and status is up to date.
- Follow up with requesting and responding agency to determine status of request. Rough timelines for notifications:
  - Acceptance or denial (within 20 minutes of receipt of request)
  - Responding agency and timeline (within 20 to 45 minutes of request approval)
  - Status of mobilization efforts (within 2 hours of mission acceptance)
  - Time of arrival (within 1 hour of estimated time of arrival).
- If a mission cannot be completed in a timely manner, re-assign the mission.
- Resource Tracking Unit provides Situation Analysis Unit with overall summary of missions and resource requests and their status.
- REOC Director/Operations Chief provides update on requests at daily briefing meeting.



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# Appendix H | Base Plan REOC Situation Status Form

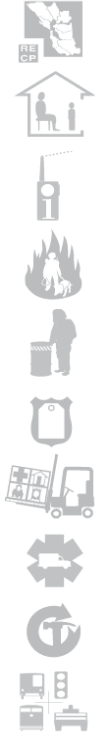


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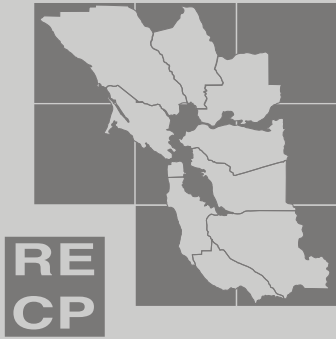


# Appendix H – REOC Situation Status Form

Coastal Region (OES Region II) Situation Status Summary																														
Legend: Overall Prognosis: Worsening Stable Improving EOC Activation Level: 0 = Not open 1 = Monitor / Minimal 2 = Partial Status: Major Assistance Required Assistance Required Under Control Normal Operations / Resolved Unknown Closed	Situation			Procs / Req			Casualties			Evacuation			Facilities			Transportation					Utilities				IDE	Other				
	Overall Prognosis	County / Op Area EOC Activated (Level)	City EOCs Activated within Op Area	Mission Assignments	City Local Emergencies Proclaimed	County Local Emergencies Proclaimed	Requested (Directors / Governor / Presidential)	Initial Casualty Estimates	Official Number of Injuries	Number of Confirmed Fatalities	Evacuations Ordered	Mass Care Centers Opened	Evacuees in Centers	Government Facilities closed	Hospitals closed or reduced service	Schools / colleges closed	Comm Centers closed / reduced service	Bridges closed (Level of Impact)	Roads closed (Level of Impact)	Airports closed (Level of Impact)	Marine Facilities closed (Level of Impact)	Railroads closed (Level of Impact)	Electric Power disrupted (Level of Impact)	Natural Gas & propane disrupted (Impact)	Petroleum Products disrupted (Impact)	Water Supplies disrupted (Impact)	Waste Water disrupted (Impact)	Initial Damage Estimate (\$ )		
Alameda																														
Contra Costa																														
Del Norte																														
Humboldt																														
Lake																														
Marin																														
Mendocino																														
Monterey																														
Napa																														
San Benito																														
San Francisco																														
San Mateo																														
Santa Clara																														
Santa Cruz																														
Solano																														
Sonoma																														
<b>Region Total</b>																														



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# Appendix I | Base Plan

## Protocol for Regional Coordination Group Conference Call



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# Appendix I – Protocol for Regional Coordination Group Conference Call

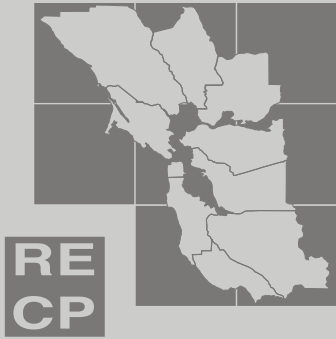
Regional Coordination Group Conference calls are conducted according to the following standard procedure.

1. The Regional Emergency Operations Center (REOC) Director determines participants and announces the conference call by email, Response Information Management System (RIMS), telephone, or radio. Participants may include:
  - Emergency Operations Center (EOC) Directors from the Operational Areas, or designee who has the authority to make decisions and commit resources
  - Section Chiefs or other representatives at the REOC, and EOCs who may provide support to the respective lead for each organization
  - Representatives of other organizations, as determined by the REOC Director.
2. The REOC Director distributes the time, access phone number, access password, and call agenda via email, RIMS, telephone, or radio.
3. The REOC Director assigns a staff person from the Planning/Intelligence Section documentation unit to document the call.
4. A roll call of participants is conducted at the start of the call.
5. The following discussion format is followed during the call:
  - Announce the conference call topic/problem
  - Roll call status on this topic (only) from all participants
  - Announce current situation/problem
  - Operational area identifies priority of resource gaps
  - Discuss options/feedback
  - As appropriate, the REOC Director announces a followup conference call to discuss REOC resource allocation and/or next steps.





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# Appendix J | Base Plan REOC Action Plan



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# Appendix J - REOC Action Plan



**Governor's Office of  
Emergency Services**  
Coastal Region

# REOC Action Plan

**“EVENT NAME HERE”**

*Event photo or related graphic here  
(should vary every Op Period)*

<b>OPERATIONAL PERIOD</b>	
<b>DATE:</b> 00/00/00	<b>TIME:</b> 0000-0000 hrs.
<b>ATTACHMENTS:</b>	
<input type="checkbox"/> Event Briefing	<input type="checkbox"/> REOC Objectives
<input type="checkbox"/> REOC Organization	<input type="checkbox"/> Resource Summary
<input type="checkbox"/> Communications Plan	<input type="checkbox"/> REOC Health & Safety Plan
<input type="checkbox"/> Other:	<input type="checkbox"/> Other:
<b>PREPARED BY:</b>	<b>APPROVED BY:</b>
<b>DATE / TIME PREPARED:</b> 00/00/00 0000 hrs.	

## COASTAL REGION EMERGENCY OPERATIONS CENTER EVENT BRIEFING

EVENT NAME / TYPE:

LOCATION:

OPERATIONAL PERIOD (DATE / TIME):

00/00/00 0000-0000 hrs.

OVERALL SITUATION:

EVENT LOCATION / MAP / SKETCH:

***A MAP THAT  
BESTS DEPICTS EFFECTED  
AREA GOES HERE***

**SUMMARY OF PRIORITIES, OBJECTIVES & ACTIONS**

**OVERALL EVENT PRIORITIES**

**MANAGEMENT SECTION OBJECTIVES**

**OPERATIONS SECTION OBJECTIVES**

**PLANNING & INTELLIGENCE SECTION OBJECTIVES**

**LOGISTICS SECTION OBJECTIVES**

**FINANCE & ADMINISTRATION SECTION OBJECTIVES**

**CURRENT ACTIONS:**

## REOC PERSONNEL LIST

EVENT NAME:	DATE PREPARED:	TIME PREPARED:
-------------	----------------	----------------

CURRENT OPERATIONAL PERIOD (DATE/ TIME):  
**00/00/00 0000-0000 hrs.**

### MANAGEMENT SECTION

EOC POSITION	INDIVIDUAL'S NAME	DEPARTMENT/ AGENCY
REOC Director		
Deputy REOC Director		
Assistant to the REOC Director		
Public Information Officer		
Liaison Officer		
Legislative Officer		
Safety Officer		
Security Officer		

### OPERATIONS SECTION

EOC POSITION	INDIVIDUAL'S NAME	DEPARTMENT/ AGENCY
Operations Section Chief		
Deputy Operations Section Chief		
Mission Coordinator		
Fire & Rescue Branch Coordinator		
Hazmat Branch Coordinator		
Law Enforcement Branch Coord.		
Fatalities Management Unit Leader		
Medical & Health Branch Coordinator		
EMS Unit Leader		
Public Health Unit Leader		
Mental Health Unit Leader		
Care & Shelter Branch Coordinator		
Parks & Open Spaces Unit Leader		
Mass Care Unit Leader		
Construction & Eng. Branch Dir.		
Route Recovery Unit Leader		
Debris Removal Unit Leader		
Utilities Branch Coordinator		
Branch Coordinator		
Unit Leader		

### PLANNING & INTELLIGENCE SECTION

EOC POSITION	INDIVIDUAL'S NAME	DEPARTMENT/ AGENCY
Planning & Intelligence Section Chief		
Deputy Planning & Intel. Section Chief		
Situation Assessment Unit Leader		
Situation Status		
Situation Analysis		
GIS Unit Leader		
Advanced Planning Unit Leader		
Documentation Unit Leader		
Demobilization Unit Leader		
Recovery Planning Unit Leader		
Individual Assistance		
Public Assistance		







## REOC HEALTH & SAFETY PLAN

EVENT NAME:	DATE PREPARED:	TIME PREPARED:
-------------	----------------	----------------

OPERATIONAL PERIOD (DATE/ TIME):  
**00/00/00 0000-0000 hrs.**

SAFETY EQUIPMENT NEEDS				
TYPE	QTY	JUSTIFICATION	POC	PHONE #

EOC DEFICIENCIES			
DEFICIENCIES	ACTION	RESULTS	NOTIFICATION

EOC INJURIES				
NAME/ CLASSIFICATION	INJURY TYPE	EXPLANATION	TIME	ACTION TAKEN
			hrs.	
			hrs.	
			hrs.	
			hrs.	
			hrs.	
			hrs.	
			hrs.	
			hrs.	
			hrs.	

MEDICAL FACILITIES (CONFER W/ MEDICAL & HEALTH BRANCH)							
NAME	ADDRESS	TB	PHONE #	TRAVEL TIME		CENTER TYPE	
				AIR	GRND	TRAUMA	BURN
				min.	min.		
				min.	min.		
				min.	min.		
				min.	min.		
				min.	min.		
				min.	min.		
				min.	min.		
				min.	min.		

**GENERAL HEALTH & SAFETY MESSAGE:**

PREPARED BY (SAFETY OFFICER):	REVIEWED BY (EOC COORDINATOR):
-------------------------------	--------------------------------





# Appendix K | Base Plan

## Bay Area Emergency Public Information Network



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# Appendix K – Bay Area Emergency Public Information Network

## PURPOSE

The Bay Area Emergency Public Information Network (BAEPIN) is an informal network organized to facilitate professional engagement; information sharing, vetting, and processing of information; and training opportunities for public information specialists in the Operational Areas, cities, and key stakeholders participating in the Regional Emergency Coordination Plan (RECP). The BAEPIN complements the goals, mission, and functionality of the existing emergency management public information framework and relationships. A major focus of the BAEPIN is to support the gathering, vetting, processing, and coordination of multihazard risk communications and public information. This focus also extends to improving the distribution of information to the public, intelligence gathering, and accessibility to the media and other key stakeholders.

The BAEPIN advances these goals through three main components—a professional forum of Operational Area representatives that meets regularly; recommended protocols in the form of a Guide; and a secured Internet portal that serves as a year-round virtual information exchange.

The BAEPIN is not tactical and does not address Incident Command; rather, it addresses an interest in and need for the establishment of a Bay Area regional emergency public information framework for ongoing professional engagement, coordination, and access to information.

## OBJECTIVES

The primary objectives of the BAEPIN are to:

- Provide a voluntary system for areawide coordination of emergency management public information efforts at the Operational Area and city level, including:
  - Continual access to relevant public information
  - Protocols and vetted methodologies to share practices, resources, and systems
  - A system to produce consistent messaging during an event in an Operational Area
  - Authority for information processing across jurisdictional lines
- Create a forum for public information points of contact in the Bay Area to share their experiences and best practices and to:
  - Develop sustainable relationships and contact between Operational Area points of contact





- Expand opportunities for the distribution of information, intelligence gathering, and accessibility to stakeholders
- Broaden overall institutional knowledge of informational and media resources in the Bay Area
- Broaden institutional knowledge of existing and developing agency and stakeholder protocols
- Identify information resources in government agencies, relevant non-governmental organizations, and the private sector to keep abreast of technology upgrades, industry issues, and events
- Integrate private-sector resources into Operational Area level public information decision-making and activities
- Identify opportunities for expanding physical and technological resources
- Maintain current knowledge of, and access to, new technologies used by the media, stakeholders, and the community at large.

The BAEPIN is a non-legally binding, voluntary network that complements the RECP and is consistent with the protocols of Standardized Emergency Management System and the National Incident Management System. It does not function as, or use, a Federal- or state-mandated protocol. The BAEPIN uses recommended operational guidelines for its two key components — meeting forums and a virtual exchange.

### SCOPE AND APPLICABILITY

The forum, the recommended protocols outlined in the Guide (which is a working document), and an Internet portal (web site) that will serve as the virtual exchange will be extended to all RECP public information points of contact. Use of the BAEPIN tools (e.g., virtual exchange) is encouraged before, during, and after an emergency response.

Participation in the BAEPIN is open to representatives from, and chosen by, the emergency management agencies for the counties of Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Santa Cruz, Solano, and Sonoma, and the cities of San Francisco, Oakland, and San Jose. Participation in the BAEPIN also is open to OES and other key state and regional stakeholders. Community-based organizations, volunteer organizations active during a disaster, private-sector groups, and other key stakeholders active in public information for emergency management also may be included, as agreed upon by the participating BAEPIN members.

## RELATIONSHIP TO THE REGIONAL EMERGENCY COORDINATION PLAN

The RECP marks the beginning of an increasingly unified and expanded collaboration among the ten counties and three major cities that constitute the Bay Area region. The need for an improved level of communication specific to public information issues among Operational Areas was identified during development of the RECP. This need includes the ongoing exchange of information below the Governor's Office of Emergency Services (OES) Coastal Region level. Although such an exchange is not a mandated planning element, both city and Operational Area stakeholders noted its lack and agreed to establish the BAEPIN as the means to fill that void.

Operational Areas and city emergency managers, Public Information Officers, and key stakeholders will use the BAEPIN as a collateral planning tool to the RECP. It is expected that the BAEPIN will create a robust regional emergency public information system and a sustainable level of joint information exchange.

## PLANNING ASSUMPTIONS AND CONSIDERATIONS

- The BAEPIN does not dictate or mandate the strategic or tactical operations of its participants, but serves as an enhancement to existing operations.
- The BAEPIN Guide is considered a living, working document that will be updated periodically as deemed appropriate by Operational Area(s) and city points of contact, regional managers, and planners.
- The BAEPIN adheres, as appropriate, to existing guidelines, protocols, and frameworks established by the RECP; local, state, and Federal agencies; and non-governmental organizations.
- The BAEPIN expands existing informational approaches to most effectively address issues in the San Francisco Bay Area.
- In the initiating forum meetings, BAEPIN participants will determine the operational framework for the virtual exchange.

## ROLES AND RESPONSIBILITIES

OES protocol for coordinating public information centralizes state efforts in the Office of Public Information at OES Headquarters in Sacramento. The Office of Public Information provides support directly to the OES Coastal Region, and works with other state agencies to ensure the proper coordination, exchange, and dissemination of information. During activations for emergencies and disasters, public information functions are usually carried out through the SOC. During a catastrophic event, these functions may be transferred from the SOC to the Joint Field Office.





In general, each Operational Area and city emergency management agency in the Bay Area maintains a Public Information Officer, or designated point of contact, as part of its EOC organization. Public Information Officers provide information to the media, the private sector, and to the community at large. The BAEPIN provides a year-round forum for the Public Information Officers of Operational Areas, cities, and other stakeholders, and a network of support for the public information efforts of OES.

## CONCEPT OF OPERATIONS

### Professional Forum

To meet the needs of the Bay Area emergency management Public Information Officers, the BAEPIN provides an informal network that will be reinforced in quarterly meetings held throughout the Bay Area. The meetings will provide opportunities for professional networking designed to build personal connections and encourage collaboration. During the meetings, participants will discuss such topics as regional emergency public information issues, professional needs, and training and exercises that may be beneficial to the BAEPIN goals and its participants.

### Virtual Exchange

The BAEPIN must develop the ability to remotely link one member to another and to share resources through a common access point. To meet this need, the BAEPIN is pursuing the development of a virtual exchange — an information, protocol, and plan-sharing web site that will serve as the communication tool designed to link participants before, during, and after a response to a disaster in the Bay Area.

Participants will be encouraged to contribute relevant materials, including fact sheets, graphics, information about special districts and recognized non-governmental organizations, standard messages, chronologies of past events and calendars of expected events, and collections and maps of current alerts (in common alerting protocol format).

The BAEPIN virtual exchange will include a tool kit of sample materials, providing a baseline of electronic, easily accessible boilerplate and guidance materials essential for the delivery of effective risk communications and consistent messages area-wide. This information includes:

- Emergency public information plans
- Media contact protocols and contact lists
- Fact sheets
- Generic and boilerplate press releases, advisories, warnings, resolutions, and declarations

- Historical data and materials
- Other information pertinent to public information activities.

### Role in Response

Through the forum and BAEPIN virtual exchange, the BAEPIN will become an expanded resource with increased value for information sharing and vetting during local incidents or during activation of the RECP. Once the RECP is activated, Public Information Officers are encouraged to upload relevant supportive data and documents from their jurisdiction for viewing or download by other BAEPIN participants, as needed. Because the initiative is not legally binding, a professional commitment to actively implement the exchange of information is critical to increasing the transparency of stakeholders and promoting smoother interagency communication.

Document sharing will allow for unity of the information disseminated to the media and public. Electronic document exchange will expedite the release of non-English advisories, warnings, and time-sensitive materials.

### Regional Coordination and Communication

The BAEPIN is a supportive framework. It is not legally binding and does not have formal decision-making authority. It serves to support efforts at the Operational Area level and complement—not supersede—direction provided by the Coastal Region Regional Emergency Operations Center or the OES State Operations Center during a regional emergency or disaster.

The BAEPIN will coordinate efforts at the Operational Area level on a Bay Area regional scale through Memoranda of Understanding. Such memoranda can be used to indicate where and when meetings will take place, designate responsibility for hosting the BAEPIN virtual exchange, and designate a voluntary coordinator to organize ongoing activities of the BAEPIN.

### SAMPLE OPERATIONAL TOOLS

The BAEPIN Guide provides samples of documents, including press releases, incident-specific language scripts, proclamations, and message mapping tools, that Public Information Officers can use to support varying levels of emergency public information expertise, supplement available resources, and encourage continuity of messaging. More sample materials, particularly related to the use of new technologies (e.g., push technologies and blog sites), will be developed over time and will be shared through the BAEPIN and the virtual exchange.





The materials provided in the Guide serve as a generic starting point for addressing the individualized needs of each political jurisdiction, community sector at risk, and disaster or emergency situation. One size fits all public information is not effective: information should be customized according to each emergency situation. The materials in the tool kit can be easily tailored to address the unique and sometimes challenging socio-cultural needs of high risk, marginalized populations, such as the elderly, disabled, medically fragile, youth, non-English speaking, and low income, in the Bay Area.

Effective risk communication addresses the uniqueness of targeted communities and blends traditional and non-traditional media strategies. The BAEPIN serves as a support system to broaden Public Information Officers understanding of the various populations in the Bay Area, media market, and relevant techniques and technologies to most effectively and appropriately maximize message penetration.



