



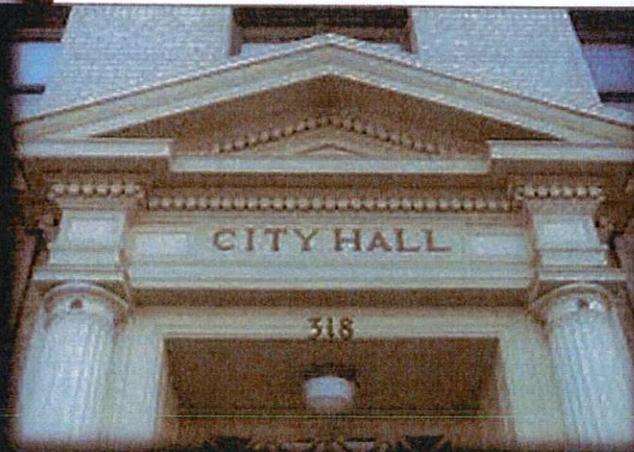
This document outlines the responsibilities of the Emergency Management Organization for the City of Winters

# City of Winters Emergency Operations Plan

Basic Plan

Version 2.0

Revised: March 2017



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## LETTER OF PROMULGATION

March 2016

To: Officials and Employees of the City of Winters

The preservation of life and property is an inherent responsibility of all levels of government. As disasters occur in devastating form at any time, the City of Winters must provide safeguards, which will save lives and minimize property damage through planning, preparedness measures and training. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize losses.

The City of Winters Emergency Operations Plan establishes an Emergency Management Organization and assigns functions and tasks consistent with California's Standardized Emergency Management System and the National Incident Management System. It provides for the integration and coordination of planning efforts of multiple jurisdictions within the City.

This plan was developed for each City of Winters department and local special districts with emergency services responsibilities within the City. The content is based upon guidance approved and provided by the California Office of Emergency Services and the Federal Emergency Management Agency. The intent of the Emergency Operations Plan is to provide direction on how to respond to an emergency from the onset, through an extended response and into the recovery process.

Once adopted, this plan is an extension of the County of Yolo's Emergency Operations Plan and the California Emergency Plan. It will be reviewed and tested periodically and revised as necessary to meet changing conditions.

The Winters City Council gives its full support to this Emergency Operations Plan and urges all public employees and individuals to prepare for times of emergency before they occur.

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Mayor,

City of Winters

## APPROVAL AND IMPLEMENTATION

### FOREWORD

The City of Winters Emergency Operations Plan addresses the City's planned response to extraordinary emergency situations associated with natural disasters, technological incidents and national security emergencies in or affecting the City of Winters. This plan does not apply to normal day-to-day emergencies or the established departmental procedures used to cope with such emergencies. Rather, this plan focuses on operational concepts and would be implemented relative to large-scale disasters, which can pose major threats to life, property and the environment requiring unusual emergency responses.

This plan accomplishes the following:

- Establishes the Emergency Management Organization required to mitigate any significant emergency or disaster affecting the City of Winters.
- Identifies the roles and responsibilities required to protect the health and safety of Winters residents, public and private property and the environmental effects of natural, technological and human-caused emergencies and disasters.
- Establishes the operational concepts associated with a field response to emergencies, the City of Winters Emergency Operations Center activities and the recovery process.

### PLAN APPROVAL AND IMPLEMENTATION

Upon concurrence of the City Council, the plan will be officially adopted and promulgated. The approval date will be included on the title page. The plan will be distributed to those City departments, supporting allied agencies and community organizations having assigned primary functions or responsibilities within the Emergency Operations Plan as necessary.

### PLAN MODIFICATIONS

Upon the delegation of authority from the Director of Emergency Services, specific modifications can be made to this plan without the signature of the City Council. This Emergency Operations Basic Plan, it's Functional Annexes and Attachments supersede all previous versions of the City of Winters Emergency Operations Plan.

## RECORD OF CHANGES

(Note: File each revision transmittal letter behind this record page.)

Version Number	Implemented BY	Date	Approved By	Approval Date	Description of Change
1	City Winters Director of Emergency Services	2010	City Council	04/14/2010	Initial Version
2	City of Winters Director of Emergency Services	2016	City Council	03/21/2017 4/4/2017	Revision to ESF Format
3					
4					
5					
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## SECTION 1.0: PURPOSE, SCOPE, SITUATION AND ASSUMPTIONS

### 1.1 PURPOSE

The purpose of the City of Winters Emergency Operations Plan is to provide the basis for a coordinated response before, during and after a disaster incident affecting the City of Winters.

This plan is the principal guide for the City's response to, and management of real or potential emergencies and disasters occurring within its designated geographic boundaries. Specifically, this plan is intended to:

- Facilitate multi-jurisdictional and interagency coordination in emergency operations, particularly between the City, other local governments, private sector, operational, and state response levels and appropriate federal agencies.
- Serve as a City plan, a reference document, and when possible, may be used for pre-emergency planning in addition to emergency operations.
- To be utilized in coordination with applicable local, state and federal contingency plans.
- Identify the components of an Emergency Management Organization and establish associated protocols required to effectively respond to, manage and recover from major emergencies and/or disasters.
- Establish the operational concepts and procedures associated with field response to emergencies, and Emergency Operations Center activities.
- Establish the organizational framework of the California Standardized Emergency Management System and the National Incident Management System within the City of Winters.

Allied agencies, special districts, private enterprise, and volunteer organizations having roles and responsibilities established by this plan are encouraged to develop operating protocols and emergency action checklists based on the provisions of this plan.

#### 1.1.1 PLANNING ORGANIZATION AND FORMAT

The plan is divided into several elements that contain general and specific information relating to City emergency management operations. Those elements are as follows:

##### **Basic Plan**

The basic plan provides an overview of the City of Winters's emergency management system. It briefly explains the hazards faced, capabilities, requirements, and the city's emergency management structure. It also identifies how the City integrates the Standardized Emergency Management System and the National Incident Management System into their emergency management organizations.

### Emergency Support Function Annexes

The ESF Executive Summaries identify the ESF coordinator(s) and the primary support agencies for each function. The ESF Executive Summaries outline expected mission execution for each emergency phase and identify tasks and plans assigned to members of the ESF. An ESF annex can be a culmination of Plans, Standard Operating Guides/ Procedures (SOPs/SOGs) and/or Field Operations Guide (FOGs).

### Support Annexes

The support annexes focus on critical operational functions and who is responsible for carrying them out. These annexes clearly describe the policies, processes, roles and responsibilities that agencies and departments carry out before, during, and after any emergency.

### Hazard Specific Annexes

Hazard specific annexes identify hazard-specific risk areas and evacuation routes, specify provisions and protocols for warning the public and disseminating emergency public information, and specify the types of protective equipment and detection devices for responders.

A graphic representation of how the city's emergency plans relate to each other can be viewed in the figure below:

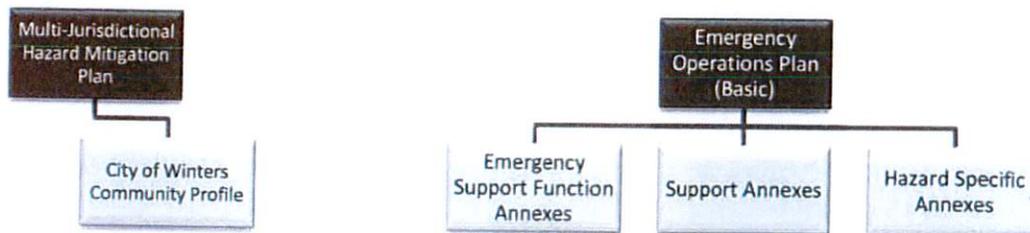


Figure 1 - Plans Relational Structure

## 1.2 SCOPE

The scope of this plan applies to any extraordinary emergency situation associated with any hazard, natural, technological or human caused which may affect the City of Winters that generates situations requiring planned, coordinated responses by multiple agencies or jurisdictions.

The provisions, policies, and procedures of this plan are applicable to all agencies and individuals, public and private, having responsibilities for emergency preparedness, response, recovery, and/or mitigation in the City. The other governmental agencies within the City of Winters maintain their own emergency operations plans and those plans are consistent with the policies and procedures established by this plan.

Incorporating the Federal Emergency Management Agency Comprehensive Preparedness Guide 101v. 2 and State of California Emergency Plan best practices, in addition to the County's

Emergency Operations Plan, this plan is designed to be read, understood and exercised prior to an emergency and establishes the framework for implementation of the Standardized Emergency Management System and National Incident Management System for the City. The City Emergency Operations Plan is intended to facilitate multi-agency and multi-jurisdictional coordination, particularly between the City of Winters and its jurisdictions, as well as special districts, utilities, major businesses, non-profit agencies, community groups, state agencies, and federal agencies. Emergency operations in the City of Winters will be coordinated through the structure of the Emergency Operations Center. This plan will be used in coordination with the *State Emergency Plan* and the *National Response Framework*.

This plan is part of a larger framework that supports emergency management within the State. Through an integrated framework of emergency plans and procedures involving all stakeholders in the emergency management community, the City of Winters together with the County of Yolo, it's political subdivisions, the Inland Region of the State of California Office of Emergency Services and the Federal government will promote effective planning and coordination prior to an emergency, thereby ensuring a more effective response and recovery.

### 1.3 SITUATION OVERVIEW

This chapter describes a number of potential hazards that could affect the City of Winters, which would warrant the activation of the Emergency Management Organization. The map provided in *Figure 2 - Base Map of Winters*, details the City of Winters.

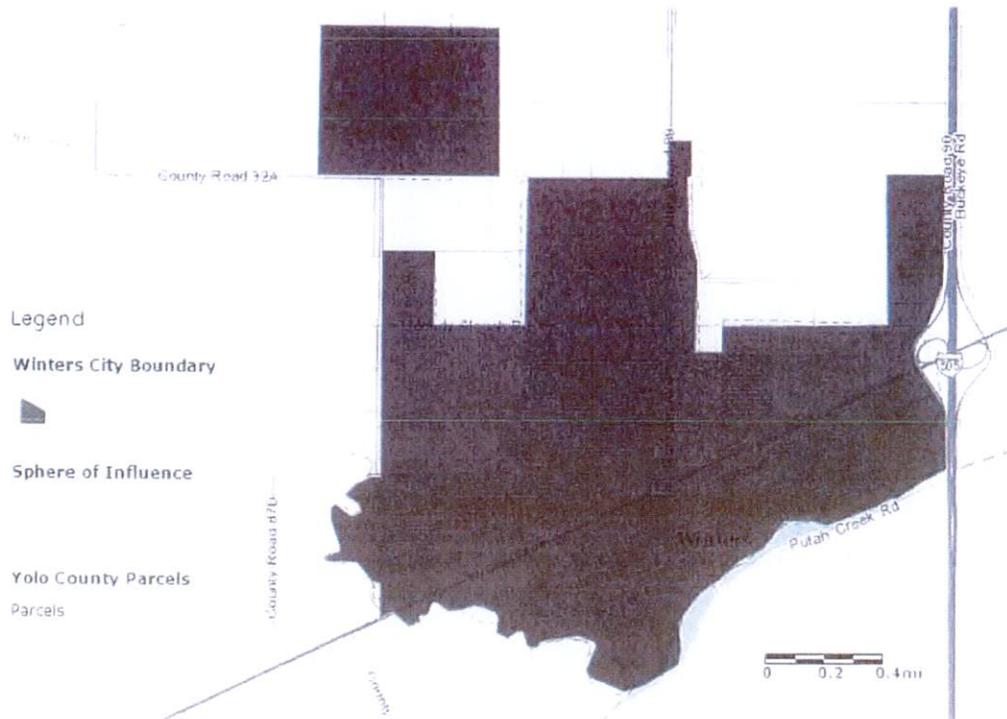


Figure 2 - Base Map of Winters

### 1.3.1 HAZARD ANALYSIS SUMMARY

In 2013, the County of Yolo's Office of Emergency Services and a consortium of community stakeholders worked to complete the County of Yolo Multi-Jurisdictional Hazard Mitigation Plan, which included the City of Winters. The purpose of this analysis was to identify and discuss the natural hazards confronting the communities and the mitigation efforts that have taken place or are underway that might address those threats. For more in-depth details, please refer to the County of Yolo Multi-Jurisdictional Hazard Mitigation Plan.

The City is vulnerable to a wide range of threats. An all-hazards threat perspective must include a complete range of threats including emerging and increasing technological factors. It is important to consider past events for future planning, with the consideration that the location and scope of hazards change over the years.

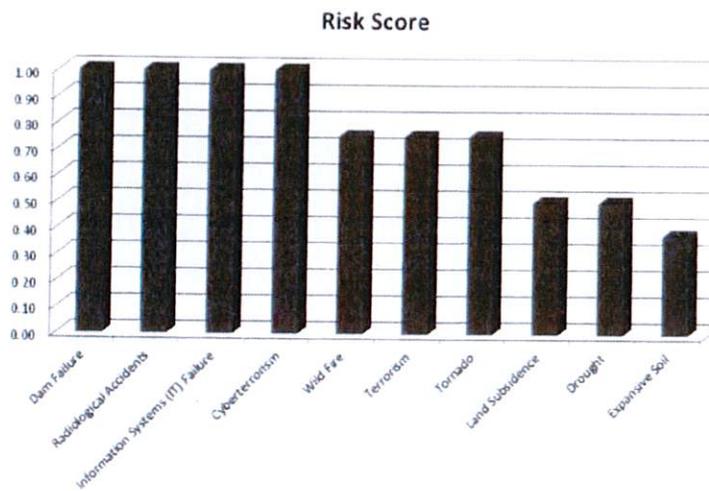


Figure 3 - Winters Hazards

### 1.3.2 CAPABILITY ASSESSMENT

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

As an established organization, the Winters Emergency Organization has the capabilities to perform the necessary emergency response duties outlined in this Emergency Operations Plan.

The City of Winters has completed the following to increase the City's capabilities:

- Development of City of Winters Hazard Annex to the County of Yolo Local Hazard Mitigation Plan
- A Hazard-specific Flood Response Annex highlighting the City's capabilities in a flood event
- Emergency Operations Center position specific training

In light of the City's susceptibility and vulnerability to disasters, continuing emphasis will be placed on emergency planning, training of full time personnel, public awareness and education, and assuring the adequacy and availability of sufficient resources to cope with such emergencies. The City is involved in ongoing public education programs. The programs focus on the need of individuals to be knowledgeable about the nature of disasters and proper responses to those disasters. They also encourage citizens to make the necessary preparations for disasters and emergencies.

### *1.3.3 MITIGATION OVERVIEW*

The City of Winters has taken a number of mitigation measures for each identified hazard to minimize the impact that is likely to result from an emergency. The approved, Yolo County Hazard Mitigation Area plan identifies mitigation efforts to reduce the occurrence and impact of identified hazards in the City of Winters. As the cost of damage from natural disasters continues to increase nationwide, the City of Winters recognizes the importance of identifying effective ways to reduce their vulnerability to disastrous events.

For detailed information on the City of Winters's mitigation strategies, please refer to *County of Yolo Multi-Jurisdictional Hazard Mitigation Plan, City of Winters Community Profile*.

## **1.4 PLANNING ASSUMPTIONS**

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

- Emergencies or disasters may occur at any time, day or night, in populated as well as remote areas of the City of Winters.
- Major emergencies and disasters will require a multi-agency, multi-jurisdictional response. For this reason, it is essential that the Standardized Emergency Management System and in many cases a Unified Command, be implemented immediately by responding agencies and expanded as the situation dictates.
- The City of Winters is primarily responsible for emergency actions within the City boundaries and will commit all available resources to save lives, minimize injury to persons and minimize property damage.
- Large-scale emergencies and/or disasters may overburden local resources and necessitate mutual aid from neighboring jurisdictions.
- Large-scale emergencies and/or disasters and the complex organizational structure required to respond to them pose significant challenges in terms of warning and notification, logistics, and agency coordination.

- Major emergencies and/or disasters may generate widespread media and public interest. The media is a partner in large-scale emergencies and/or disasters; this relationship can provide considerable assistance in emergency public information and warning.
- Large-scale emergencies and disasters may pose serious long-term threats to public health, property, the environment, and the local economy. While responding to significant disasters and/or emergencies, all strategic decisions must consider each of these consequences.
- Disasters and/or emergencies may require an extended commitment of personnel and other resources from involved agencies and jurisdictions.
- The Emergency Management Organization is familiar with this plan and with the Standardized Emergency Management System and the National Incident Management System.

It is the City's intent to fulfill the policies described herein, within the capabilities and resources available at the time of an emergency or disaster event.

## 1.5 WHOLE COMMUNITY APPROACH

The whole community concept is a process by which residents, emergency management representatives, organizational and community leaders, and government officials can understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their resources, capacities, and interests. Engaging in whole community emergency management planning builds a more effective path to societal security and resilience. This plan supports the following whole community principles:

- Understand and meet the needs of the entire community, including people with disabilities and those with other access and functional needs.
- Engage and empower all parts of the community to assist in all phases of the disaster cycle.
- Strengthen what works well in communities on a daily basis.

In keeping with the whole community approach, this plan was developed with the guidance of representatives from the Yolo OA and representatives from City departments and various other stakeholders. The effectiveness of the emergency response is largely predicated on the preparedness and resiliency of the community.

Community Resiliency Consists of Three Key Factors:

1. The ability of first responder agencies (e.g. fire, law and Emergency Medical Services (EMS)) to divert from their day-to-day operations to the emergency effectively and efficiently.
2. The strength of the emergency management system and organizations within the region, to include Emergency Operations Centers (EOCs), mass notification systems and communication systems.
3. The civil preparedness of the region's citizens, businesses and community organizations.

Focusing on enhancing all three of these components constantly focuses the City on improving the region's resiliency.

## SECTION 2.0: CONCEPT OF OPERATIONS

### 2.1 GOALS, PRIORITIES AND STRATEGIES

During the response phase, emergency managers set goals, prioritize actions and outline operational strategies. This plan provides a broad overview of those goals, priorities and strategies, and describes what should occur during each step, when and at whose direction.

#### 2.1.1 OPERATIONAL GOALS

During the response phase, the agencies charged with responsibilities in this plan should focus on the following five goals:

- Mitigate hazards.
- Meet basic human needs.
- Address needs of the People with Access and Functional Needs.
- Restore essential services.
- Support community and economic recovery.

#### 2.1.2 OPERATIONAL PRIORITIES

Operational priorities govern resource allocation and the response strategies for the City of Winters and its political subdivisions during an emergency. Below are operational priorities addressed in this plan:

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

#### 2.1.3 OPERATIONAL STRATEGIES

To meet the operational goals, emergency responders should consider the following strategies:

- **Mitigate Hazards** - As soon as practical, suppress, reduce or eliminate hazards and/or risks to persons and property during the disaster response. Lessen the actual or potential effects and/or consequences of future emergencies.
- **Meet Basic Human Needs** - All possible efforts must be made to supply resources to meet basic human needs, including food, water, shelter, medical treatment and security during the emergency. Afterwards provisions will be made for temporary housing, general needs assistance, and support for re-establishing employment after the emergency passes.

- **Address Needs of People with Access and Functional Needs** – People with access and functional needs are more vulnerable to harm during and after an emergency. The needs of people with access and functional needs must be considered and addressed.
- **Restore Essential Services** – Power, water, sanitation, transportation and other essential services must be restored as rapidly as possible to assist communities in returning to normal daily activities.
- **Support Community and Economic Recovery** – All members of the community must collaborate to ensure that recovery operations are conducted efficiently, effectively and equitably, promoting expeditious recovery of the affected areas.

## 2.2 PLAN ACTIVATION

The City of Winters Emergency Operations Plan may be activated by the Director of Emergency Services or designated alternates under any of the following circumstances:

- By order of the Director of Emergency Services as designated by the City of Winters local ordinance no. 74-03 or as needed on the authority of the Director of Emergency Services or designee based on incident complexity.
- Upon proclamation by the Governor that a STATE OF EMERGENCY exists in an area of the state.
- Automatically on the proclamation of a STATE OF WAR EMERGENCY as defined in the California Emergency Services Act (Chapter 7, Division 1, Title 2, California Government Code.)
- Upon declaration by the President, of the existence of a National Emergency.
- Automatically, on receipt of an attack warning or actual attack on the United States, or upon occurrence of a catastrophic disaster that requires immediate government response.

## 2.3 PROCLAIMING AN EMERGENCY

The California Emergency Services Act provides for three types of emergency proclamations in California: (1) Local Emergency, (2) State of Emergency, and (3) State of War Emergency.

Emergency proclamations expand the emergency powers and authorities of the State and its political subdivisions. They also provide a mechanism for unaffected jurisdictions to provide resources and assistance to the affected jurisdictions. Although emergency proclamations facilitate the flow of resources and support to the affected jurisdictions and local government, they are not prerequisite for rendering mutual aid and assistance under existing agreements or requesting assistance from other agencies such as Yolo County, the American Red Cross or the State of California.

### 2.3.1 LOCAL EMERGENCY PROCLAMATION

A Local Emergency may be recommended by the Director of Emergency Services as specified by City of Winters local ordinance no. 74-03 and issued within 10 days after the actual occurrence of a disaster if assistance will be requested through CDAA.

A Local Emergency proclaimed by these individuals must be ratified by the Winters City Council within seven (7) days.

The governing body must review the need to continue the proclamation at least every thirty (30) days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant. A Proclamation is normally made when there is an actual incident, threat of disaster, or extreme peril to the safety of persons and property within the City of Winters, caused by natural, technological or human-caused situations.

The Proclamation of a Local Emergency provides the governing body with the legal authority to:

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

**Request for a California Office of Emergency Services Director's Concurrence:** The City of Winters can request cost reimbursement from the State for certain disaster-related repair costs under the California Disaster Assistance Act following the Proclamation of a Local Emergency. The Director's concurrence with the local proclamation is required for this reimbursement. This step is not required if a Governor's Proclamation of a State of Emergency is received for the same event.

**Request for the Governor to Proclaim a State of Emergency:** When emergency conditions exceed or have the potential to exceed, local resources and capabilities, local government may request the Governor Proclaim a State of Emergency. The formal request may be included in the original emergency proclamation or as a separate document. The request must be received within ten (10) days of the event. In addition to providing access to reimbursement for eligible disaster related response and recovery expenditures, a Governor's proclamation can facilitate other actions, such as waiver of state regulations impacting response or recovery operations.

- **Initial Damage Estimate (IDE):** The request for a Director's Concurrence or a Governor's Proclamation should include a copy of the proclamation document and

an IDE that estimates the severity and extent of the damage caused by the emergency. An IDE may not be immediately required for sudden emergencies with widespread impacts, emergencies of significant magnitude, or during fast moving emergencies where immediate response assistance is necessary.

- **Analysis of Request:** The California Office of Emergency Services Region reviews the request, the IDE, and makes a recommendation to the Governor through the Director of the California Office of Emergency Services.

### *2.3.2 PROCLAMATION OF A STATE EMERGENCY*

The Governor proclaims a State of Emergency based on the formal request from the City of Winters City Council and the recommendation of the California Office of Emergency Services. If conditions and time warrant, the Governor drafts and signs a formal State of Emergency Proclamation. The Governor has expanded emergency powers during a proclaimed State of Emergency. The Governor:

- Has the right to exercise police power as deemed necessary, vested in the State Constitution and the laws of California within the designated area.
- Is vested with the power to use and commandeer public and private property and personnel, to ensure all resources within California are available and dedicated to the emergency when requested.
- Can direct all state agencies to utilize and employ personnel, equipment and facilities for the performance of any and all activities designed to prevent or alleviate actual and threatened damage due to the emergency and can direct them to provide supplemental services and equipment to political subdivisions to restore any services in order to provide for the health and safety of the residents of the affected area.
- May make, amend, or rescind orders and regulations during an emergency and temporarily suspend any non-safety-related statutes, ordinances, regulations, or rules that impose restrictions on the emergency response activities.

**Governor's Proclamation without a Local Request:** A request from the local governing body is not always necessary for the Governor to proclaim a State of Emergency. The Governor can proclaim a State of Emergency if the safety of persons and property in California are threatened by conditions of extreme peril or if the emergency conditions are beyond the emergency response capability and capabilities of the local authorities. This situation is, however, unusual.

### *2.3.3 PROCLAMATION OF A STATE OF WAR EMERGENCY*

In addition to a State of Emergency, the Governor can proclaim a State of War Emergency whenever California or the nation is attacked by an enemy of the United States, or upon receipt by California of a warning from the federal government indicating that such an enemy attack is probable or imminent. The powers of the Governor granted under a State of War Emergency are commensurate with those granted under a State of Emergency.

## 2.4 PRESIDENTIAL DECLARATIONS

When it is clear that State capabilities will be exceeded, the Governor can request federal assistance, including assistance under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The Stafford Act authorizes the President to provide financial and other assistance to state and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts following Presidential emergency or major disaster declarations.

- **Preliminary Damage Assessment:** Upon submission of the request, the Federal Emergency Management Agency coordinates with the State to conduct a Preliminary Damage Assessment and determine if the incident is of sufficient severity to require federal assistance under the Stafford Act. This process could take a few days to a week depending on the magnitude of the incident. The Federal Emergency Management Agency uses the results of the Preliminary Damage Assessment to determine if the situation is beyond the combined capabilities of state and local resources and to verify the need for supplemental federal assistance. The Preliminary Damage Assessment also identifies any unmet needs that may require immediate attention. The Preliminary Damage Assessment may not be required if immediate response assistance is necessary.
- **Federal Analysis of the State's Request:** The Federal Emergency Management Agency Regional Administrator assesses the situation and the request, then makes a recommendation to the President through the Federal Department of Homeland Security on a course of action. The decision to approve the request is based on such factors as the amount and type of damage, the potential needs of the affected jurisdiction and the State, availability of state and local government resources, the extent and type of insurance in effect, recent disaster history and the State's hazard mitigation history.
- **Federal Declarations without a Preliminary Damage Assessment:** If the incident is so severe that the damage is overwhelming and immediately apparent, the President may declare a major disaster immediately without waiting for the Preliminary Damage Assessment process described above.
- **Declaration of Emergency or Major Disaster:** The President of the United States can declare an Emergency or Major Disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC §5121 et seq.), thereby providing federal government resources to support the States' response and recovery activities. While Presidential Declarations under the Stafford Act release federal resources and funding to support response and recovery, federal agencies may also provide assistance under other authorities or agreements that do not require a Presidential Declaration.

The sequence of activities occurring for the emergency response and the proclamation process is illustrated in *Figure 4 – Response Phase Sequence of Events*.

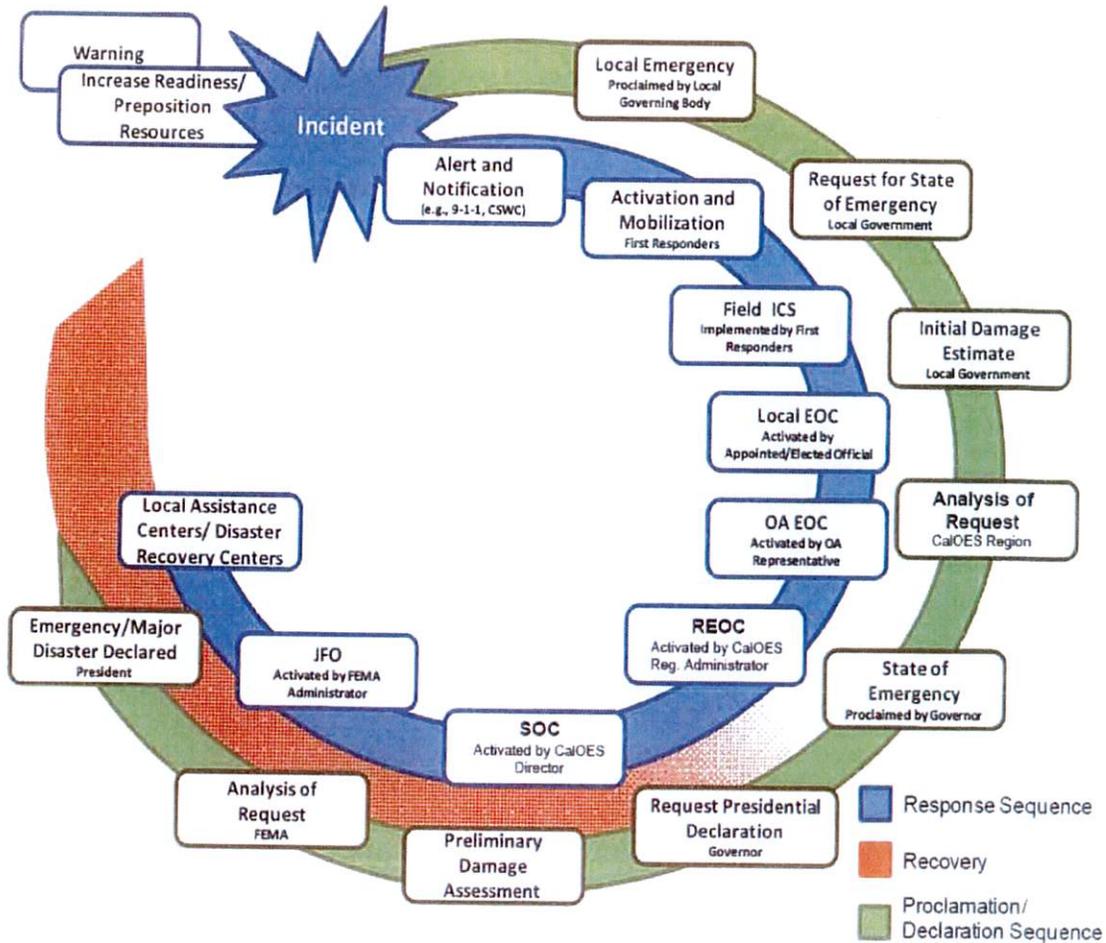


Figure 4 - Response Phase Sequence of Events

## 2.5 EMERGENCY MANAGEMENT RESPONSE LEVELS

The City of Winters Emergency Operations Plan will be activated when an emergency occurs or threatens to exceed capabilities to adequately respond to and mitigate an incident(s). The scope of an emergency, rather than the type, will largely determine whether the Emergency Operations Plan and Emergency Operations Center will be activated, and to what level.

For planning purposes, the California Office of Emergency Services has established three "levels" of response to emergencies. The City of Winters also employs this system to guide local response to emergencies as noted in the table below:

Event/Situation	Activation Level	Minimum Staffing
Events with potential impacts on the health and safety of the public and/or environment	Three (Low)	EOC Director  Other Designees
Severe Weather Issuances		
Significant incidents involving 2 or more departments		
Major wind or rain storm		
Power Outages and Stage 1 and 2 power emergencies		
Two or more large incidents involving 2 or more departments	Two (Medium)	EOC Director  Section Chiefs/Coordinators  Branches and Units as appropriate to situation  Liaison/Agency Representatives as appropriate  Public Information Officer
Major wind or rain		
Major scheduled event		
Large scale power outages and Stage 3 power emergencies		
Hazardous Materials incident involving large scale or possible large scale evacuations		
Events with potential impacts on the health and safety of the public and/or environment		
Major County/City or Regional emergency – multiple departments with heavy resource involvement	One (High)	All EOC as appropriate
Events with potential impacts on the health and safety of the public and/or environment		

### 2.5.1 NATIONAL EMERGENCY

In the event of a declared National Emergency, the City Emergency Operations Center could be activated and all elements of local government organized to respond to the indicated threat. A National Emergency may occur due to a real or potential act of terrorism or other catastrophic event that affects the country, including the City of Winters, Yolo County and surrounding jurisdictions.

For additional information regarding the City of Winters Emergency Management response and Emergency Operations Center Functions, refer to the *City of Winters EOC Support Annex*.

### 2.6 SEQUENCE OF EVENTS DURING DISASTERS

Two sequences of events are typically associated with disasters: one involves the response and the other involves emergency proclamations. The response sequence generally describes the emergency response activities to save lives, protect property and preserve the environment. This

sequence describes deployment of response teams, activation of emergency management organizations and coordination among the various levels of government. The emergency proclamation sequence outlines the steps to gain expanded emergency authorities needed to mitigate the problem. It also summarizes the steps for requesting state and federal disaster assistance.

### *2.6.1 BEFORE IMPACT*

**Routine Monitoring for Alerts, Watches and Warnings:** Emergency officials constantly monitor events and the environment to identify specific threats that may affect their jurisdiction and increase awareness level of emergency personnel and the community when a threat is approaching or imminent.

**Increased Readiness:** Sufficient warning provides the opportunity for response agencies to increase readiness, which are actions designed to increase an agency's ability to effectively respond once the emergency occurs. This includes, but is not limited to:

- Briefing government officials.
- Reviewing plans and procedures.
- Preparing and disseminating information to the community.
- Updating resource lists.
- Testing systems such as warning and communications systems.
- Activating Emergency Operations Centers even if precautionary.

**Pre-Impact:** When a disaster is foreseen as highly likely, action is taken to save lives and protect property. During this phase, warning systems are activated, resources are mobilized and evacuation begins.

### *2.6.2 IMMEDIATE IMPACT*

During this phase, emphasis is placed on control of the situation, saving lives and minimizing the effects of the disaster. Below is a partial list of actions to be taken:

**Alert and Notification:** Local response agencies are alerted about an incident by the public through 9-1-1, another response agency, or other method. First responders are then notified of the incident. Upon an alert, response agencies notify response personnel.

**Resource Mobilization:** Response agencies activate personnel and mobilize to support the incident response. As the event escalates and expands, additional resources are activated and mobilized to support the response. Activation and mobilization continue for the duration of the emergency, as additional resources are needed to support the response. This includes resources from within the County, or, when resources are exhausted, from surrounding unaffected jurisdictions.

**Incident Response:** Immediate response is accomplished within the City by local responders. First responders arrive at the incident and function within their established field level plans and

procedures. The responding agencies will manage all incidents in accordance with the Incident Command System organizational structures, doctrine and procedures.

**Establishing Incident Command:** Incident Command is established to direct, order, and/or control resources by virtue of some explicit legal agency or delegated authority at the field level. Initial actions are coordinated through the on-scene Incident Commander. The Incident Commander develops an initial Incident Action Plan, which sets priorities for the incident, assigns resources and includes a common communications plan. If multiple jurisdictions or agencies are involved, the first responders will establish a Unified Incident Command Post to facilitate multijurisdictional and multiagency policy decisions. The Incident Commander may implement an Area Command to oversee multiple incidents that are handled by separate the Incident Command System organizations or to oversee the management of a very large or evolving incident that has multiple incident management teams engaged.

**Activation of the Multiagency Coordination System:** Responding agencies will coordinate and support emergency management and incident response objectives through the development and use of integrated Multiagency Coordination Systems and Multiagency Coordination System Groups. This includes developing and maintaining connectivity capability between the Incident Command Post, local 9-1-1 Centers, local Emergency Operations Centers, Regional Emergency Operations Center, the State Operations Center and federal Emergency Operations Center and National Response Framework organizational elements.

**Local Emergency Operations Center Activation (EOC):** Local jurisdictions activate their local Emergency Operations Center based on the magnitude or need for more coordinated management of the emergency. When activated, local EOCs help form a common operating picture of the incident by collecting, analyzing and disseminating emergency information. The local Emergency Operations Center can also improve the effectiveness of the response by reducing the amount of external coordination of resources by the Incident Commander by providing a single point of contact to support multiagency coordination. When activated the local Emergency Operations Center notifies the Operational Area lead that the local Emergency Operations Center has been activated.

**Communications between field and the Emergency Operations Center:** When a jurisdiction Emergency Operations Center is activated, communications and coordination are established between the Incident Commander and the Department Operations Center to the Emergency Operations Center, or between the Incident Commander and the Emergency Operations Center.

**Operational Area Emergency Operations Center Activation:** If one or more Local EOCs are activated, or if the event requires resources outside the affected jurisdiction, the Operational Area Emergency Operations Center activates. The Operational Area Emergency Operations Center also activates if a Local Emergency is proclaimed by the affected local government. The Operational Area Emergency Operations Center then coordinates resource requests from the affected jurisdiction to an unaffected jurisdiction, or if resources are not available within the Operational Area, forwards the resource request to the Regional Emergency Operations Center and mutual aid coordinators.

**Regional Emergency Operations Center Activation:** Whenever an Operational Area Emergency Operations Center is activated the California Office of Emergency Services Regional Administrator will activate the Regional Emergency Operations Center within the affected region and notifies the California Office of Emergency Services Headquarters. The Regional Emergency Operations Center will then coordinate resource requests from the affected Operational Area to unaffected Operational Areas within the affected region, or, if resources are not available within the affected region, resource requests are forwarded to the State Operations Center for coordination.

**State Level Field Teams:** The State may deploy Field Teams (Emergency Services Regional Staff) to provide situation reports on the disaster to the Regional Emergency Operations Center in coordination with the responsible Unified Command.

**State Operations Center Activation:** The State Operations Center is activated when the Regional Emergency Operations Center activates in order to:

- Continuously monitor the situation and provide situation reports to brief state officials as appropriate.
- Process resource requests between the affected regions, unaffected regions and state agency Department Operation Centers.
- Process requests for federal assistance and coordinate with Federal Incident Management Assistance Teams when established.
- Coordinate interstate resource requests as part of the Emergency Management Assistance Compact or Interstate Disaster and Civil Defense Compact.
- The State Operations Center may also be activated independently of a Regional Emergency Operations Center to continuously monitor emergency conditions.

**Joint Information Center Activation:** Where multiple agencies are providing public information, the lead agencies will work together to analyze the information available and provide a consistent message to the public and the media. Where practical, the agencies will activate a Joint Information Center to facilitate the dissemination of consistent information.

**Department Operations Center Activation:** Each state agency may activate a Department Operations Center to manage information and resources assigned to the incident. If a Department Operations Center is activated, an agency representative or liaison may be deployed to facilitate information flow between the two facilities.

**Federal Emergency Management Agency Regional Response Coordination Center Activation:** The Federal Emergency Management Agency Regional Response Coordination Center may deploy a liaison or Incident Management Assistance Team to the State Operations Center to monitor the situation and provide situational awareness to federal officials.

### 2.6.3 SUSTAINED OPERATIONS

As the emergency situation continues, further emergency assistance is provided to victims of the disaster and efforts are made to reduce the likelihood of secondary damage. If the situation

demands, mutual aid is provided, as well as activities such as search and rescue, shelter and care, and identification of victims.

#### 2.6.4 TRANSITION TO RECOVERY

As the initial and sustained operational priorities are met, emergency management officials consider the recovery phase needs. Short-term recovery activities include returning vital life support systems to minimum operating standards. Long-term activity is designed to return to normal activities. Recovery planning should include reviews of ways to avert or mitigate future emergencies. During the recovery phase, damage is assessed, Local Assistance Centers and/or Disaster Recovery Centers are opened and hazard mitigation surveys are performed.

**Local Assistance Centers:** Local governments open Local Assistance Centers to assist communities by providing a centralized location for services and resource referrals for unmet needs following a disaster or significant emergency. Local, state and federal agencies, as well as non-profit and voluntary organizations normally staff and support the Local Assistance Center. The Local Assistance Center provides a single facility at which individuals, families and businesses can access available disaster assistance programs and services. As more federal resources arrive, a federal Disaster Recovery Centers may be collocated with the state/local Local Assistance Centers.

**Joint Field Office:** The State coordinates with the Federal Emergency Management Agency as necessary to activate a Joint Field Office to coordinate federal support for the emergency. The State will appoint a State Coordinating Officer to serve as the state point of contact. A Federal Coordinating Officer is appointed upon a Presidential Declaration of an Emergency or Major Disaster.

**Demobilization:** As resources are no longer needed to support the response, or the response activities cease, resources are demobilized. Demobilization includes provisions to address and validate the safe return of resources to their original location and include processes for resource tracking and ensuring applicable reimbursement. Where applicable, the demobilization should include compliance with mutual aid and assistance provisions. For more information on the Recovery effort before, during and after a disaster, refer to the *Yolo Operational Area Recovery Support Annex*.

### 2.7 CONTINUITY OF OPERATIONS AND GOVERNMENT

A critical component of the City emergency management strategy involves ensuring that government operations will continue during and after a major emergency or disaster. The ability to maintain essential government functions, including the continuity of lawfully constituted authority is a responsibility that must be provided for to the greatest extent possible.

A major disaster could result in great loss of life and property, including the death or injury of key government officials, the partial or complete destruction of established seats of government, and/or the destruction of public and private records essential to continued operations of government and industry.

In the aftermath of a major disaster, during the reconstruction period, law and order must be preserved and, so far as possible, government services must be maintained. The civil government can best complete these services. To this end, it is particularly essential that the local units of government continue to function.

Applicable portions of the California Government Code and the State Constitution provide authority for the continuity and preservation of state and local government.

For additional information regarding the City of Winters Continuity of Operations and Continuity of Government, refer to the *City of Winters COOP/COG Support Annex*.

## SECTION 3.0: ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

For the City of Winters, this basic plan establishes the operational organization that is relied on to respond to an emergency situation. This plan includes a list of the kinds of tasks to be performed, by position and organization.

The City of Winters uses the Standardized Emergency Management System, the National Incident Management System and the Incident Command System and has elected to use the Federal Emergency Support Function format to be consistent with the National Response Framework concepts and to be coordinated with other jurisdictional partners within Yolo County. Specific functional and/or hazard specific responsibilities are detailed in those support, emergency function or hazard specific annexes.

### 3.1 SUPPORTING PLAN DEVELOPMENT

Each element of the Emergency Management Organization is responsible for assuring the preparation and maintenance of appropriate response plans and current Standard Operating Procedures resource lists and checklists that detail how assigned responsibilities will be performed to support implementation of this plan and to ensure successful response during a major disaster.

Elements to be addressed in Standard Operating Procedures are:

- Arrangements for the provision of direction and control within the department/agency.
- Specific emergency authorities that may be assumed by a designated successor during emergency situations.
- Circumstances under which successor emergency authorities would become effective, and when they would be terminated.
- Current internal personnel notification/recall rosters and procedures to implement them. This should include a 24-hour communication system with the capability to notify and call-out personnel designated by the agency for emergency response.
- Designation and establishment of a work/control/dispatch center or Department Operations Center to manage organizational resources and response personnel and, to maintain contact with the Emergency Operations Center during emergencies.
- Designation of a representative to report to the Emergency Operations Center during an emergency to advise decision makers and coordinate the agency's response efforts with other responding entities.
- Reporting of appropriate information (casualties, damage observations, evacuation status, shelter status, chemical exposure, etc.) to the Emergency Operations Center during an emergency.
- Support of cleanup and recovery operations during disasters.
- Training of assigned response staff to perform emergency functions.

### 3.2 CITY DEPARTMENT/ALLIED AGENCY EOC ORGANIZATION ASSIGNMENTS

In the event of an Emergency Operations Center activation, each City department and selected allied agencies are assigned specific functions to support emergency management operations. These assignments may involve direct participation within the Emergency Operations Center or provide indirect support. See the Responsibility Matrix on the following page for Primary and Support roles for each City department or organization.

	City of Winters						Support Agencies/Jurisdictions						
	Administrative Services	Fire Department	Police Department	Community Development	Finance	Public Works	Yolo County Transportation District	Winters Joint Unified School District	Reclamation Districts	Pacific Gas & Electric	Yolo Emergency Communications Agency	American Red Cross	Yolo Operational Area
ESF1 - Transportation						P	S	S					
ESF2 - Communications		P	P							P			
ESF3 - Public Works & Engineering						P			S				S
ESF4 - Firefighting		P											
ESF5 - Information & Planning	P	S	S	S	S	S							S
ESF6 - Mass Care				P			S	S				S	S
ESF7 - Logistics	S				P	S							
ESF8 - Public Health & Medical		S											P
ESF9 - Search & Rescue		P	P										S
ESF10 - Oil & Hazmat		P											S
ESF 11 - Ag & Natural Resources													P
ESF12 - Energy									P				
ESF13 - Public Safety & Security			P										
ESF14 - Long Term Recovery	S			S	P								S
ESF15 - External Affairs	P												S

**P=Primary**  
**S=Support**

Figure 5 - Emergency Support Function Responsibility Matrix

### *3.2.1 DIRECTOR OF EMERGENCY SERVICES*

As defined by the City of Winters local ordinance no. 74-03, the City Manager is the Director of Emergency Services and also serves as the Emergency Operations Center Director. If the Director is unavailable, the Assistant Director of Emergency Services who is appointed by the Director will assume the role.

Within the City of Winters government organization, the City Manager is responsible to the City Council for the City's Emergency Management program and has the authority to implement the program goals. The City Manager has retained this responsibility. The City has taken the necessary steps and has directed the Fire Chief to perform the overall emergency management program coordination and day-to-day emergency management functions and activities.

### **3.3 ORGANIZATION OF EMERGENCY MANAGEMENT**

As described previously in Section 3.0, the City of Winters prescribes to the following functions:

#### *3.3.1 FEDERAL EMERGENCY SUPPORT FUNCTIONS*

The National Incident Management System identifies through its National Response Framework fifteen (15) Emergency Support Functions. The ESFs provide the structure for coordinating Federal interagency support for a Federal response to an incident. They are mechanisms for grouping functions most frequently used to provide Federal support to State and Federal-to-Federal support, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents.

#### *3.3.2 CALIFORNIA EMERGENCY FUNCTIONS*

The State Emergency Plan establishes the California Emergency Functions as a key component of California's system for all-hazards emergency management. The California Office of Emergency Services initiated the development of the California Emergency Functions in cooperation with California's emergency management community including federal, state, tribal, and local governments, public/private partners and other stakeholders to ensure effective collaboration during all phases of emergency management. The development of the California Emergency Functions involves the organization of the participating stakeholders and gradual development of emergency function components. This development also includes a process to maintain each of the California Emergency Functions as a permanent component of California's emergency management system.

A comparison of Federal Emergency Support Functions and California Emergency Functions is found in *Figure 6 - Federal Emergency Support Function/State Emergency Functions Comparison*.

### 3.3.3 YOLO COUNTY EMERGENCY SUPPORT FUNCTIONS

The Yolo Operational Area maintains the 15 Emergency Support Function Annex Executive Summaries for all partners within the Joint Emergency Management Services Agreement to follow the federal standard. The City of Winters contributes to and operates under the Operational Area's Emergency Support Function Annexes for the purposes of interoperability, consistency and coordination between all Emergency Management and Emergency Response entities throughout Yolo County. California Emergency Functions identified that do not have corresponding Emergency Support Functions from the Federal government are maintained as Support Annexes applicable to all Yolo Operational Area partners.

Federal Emergency Support Function	California Emergency Function
<b>ESF #1 Transportation</b>	<b>CA-EF #1 Transportation</b>
ESF #2 Communications	CA-EF #2 Communications
<b>ESF #3 Public Works and Engineering</b>	<b>CA-EF #3 Construction and Engineering</b>
ESF #4 Firefighting; ESF #9 Search & Rescue <sup>1</sup>	CA-EF #4 Fire and Rescue
<b>ESF #5 Information and Planning</b>	<b>CA-EF #5 Management</b>
ESF #6 Mass Care, Emergency Assistance, Temporary Housing & Human Assistance	CA-EF #6 Care and Shelter
<b>ESF #7 Logistics</b>	<b>CA-EF #7 Resources</b>
ESF #8 Public Health & Medical Services	CA-EF #8 Public Health and Medical
<b>ESF #9 Search and Rescue</b>	<b>CA-EF #9 – Merged into EF# 4 &amp; EF #13 (2013)</b>
ESF #10 Oil and Hazardous Materials	CA-EF #10 Hazardous Materials
<b>ESF #11 Agriculture &amp; Natural Resources</b>	<b>CA-EF #11 Food &amp; Agriculture</b>
ESF #12 Energy	CA-EF #12 Utilities
<b>ESF #13 Public Safety &amp; Security; ESF #9 Search &amp; Rescue<sup>1</sup></b>	<b>CA-EF #13 Law Enforcement</b>
ESF #14 –Superseded by the National Disaster Recovery Framework	CA-EF #14 Long-Term Recovery
<b>ESF #15 External Affairs</b>	<b>CA-EF #15 Public Information</b>
N/A	CA-EF #16 Evacuation – Merged into EF#13

<sup>1</sup> Responsibility for ESF #9 is share between Fire and Law response operations and is dependent on the type of search & rescue required during the incident.

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N/A	CA-EF #17 Volunteer and Donations Management
N/A	CA-EF #18 Cybersecurity

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Figure 6 - Federal ESF/State EF Comparison

### 3.4 ROLE OF PRIVATE SECTOR

#### 3.4.1 WINTERS RESIDENTS

The residents of Winters are the primary beneficiaries of the City's emergency management system. At the same time, residents play an important role in emergency management by ensuring that they and their families are prepared for disasters. Before an emergency, residents can assist the emergency management effort by taking first aid training, maintaining supplies and being prepared to evacuate or shelter in-place for several days.

Many residents join disaster volunteer programs such as Community Emergency Response Teams and remain ready to volunteer or support emergency response and recovery efforts. During an emergency, residents should monitor emergency communications and carefully follow directions from authorities. By being prepared, residents can better serve their family, their community and reduce demands on first responders.

#### 3.4.2 POPULATIONS WITH ACCESS AND FUNCTIONAL NEEDS

Populations with access and functional needs include those members of the community that may have additional needs before, during, and after an incident in functional areas, including but not limited to maintaining independence, communication, transportation, supervision, and medical care.

Individuals in need of additional response assistance may include those who:

- Have disabilities - temporary and/or lifelong;
- Live in institutionalized settings;
- Are elderly;
- Are unaccompanied children;
- Are from diverse cultures;
- Have limited English proficiency or are non-English speaking;
- Have sight or hearing losses (impairments);
- Are transportation dis-advantaged; or,
- Other situations that would require assistance.

Lessons learned from recent emergencies concerning people with disabilities and older adults have shown that the existing paradigm of emergency planning, implementation and response must change to meet the needs of these groups during an emergency. These lessons show four areas that are repeatedly identified as most important to people with disabilities and older adults:

- **Communications and Public Information** – Emergency notification systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind.
- **Evacuation and Transportation** – Evacuation plans must incorporate disability and older adult transportation providers for identifying and the movement of people with mobility impairments and those with transportation disadvantages.
- **Sheltering** – Care and shelter plans must address the access and functional needs of people with disabilities and older adults to allow for sheltering in general population shelters.
- **Americans with Disabilities Act** - When shelter facilities are activated, the State will work with local officials to ensure they accommodate the provisions of the Americans with Disabilities Act.

### 3.4.3 AT-RISK INDIVIDUALS

Another perspective is to consider the needs of people who are not in contact with traditional emergency service providers. These people may feel they cannot comfortably or safely access and use the standard resources offered in preparedness, response and recovery. These include, but are not limited to individuals who are:

- Homeless.
- Without transportation.
- Out of hearing range of community alert sirens / systems.
- Without radio or television to know they need to take action.
- Without access to telephones.
- Visiting or temporarily residing in an impacted region.
- Not familiar with available emergency response and recovery resources.
- Limited in their understanding of English.
- Geographically or culturally isolated.

### 3.4.4 BUSINESSES

Much of Winters's critical infrastructure is owned or maintained by businesses and must be protected during a response to ensure a quick and complete recovery from an emergency. These same businesses provide valuable resources before, during and after an emergency, as well as play a critical role in meeting the needs of those impacted by an emergency.

**Target Hazards:** Some key industries are potential targets for terrorist attacks and must institute measures to prevent attacks and protect their infrastructure and the surrounding community. This requires businesses to coordinate with local, state, and federal governments to ensure that their emergency plans are integrated with government plans.

**Hazardous Materials Area Plans:** Some industries are required by law or regulation to have emergency operations procedures to address a variety of hazards. The *California Office of Emergency Services Hazardous Materials Program* requires businesses that handle hazardous materials that meet certain quantity or risk thresholds must submit Business Program Plans and

Risk Management Plans to the Yolo County Certified Unified Program Agency or Administering Agency. The Administering Agency can then develop Hazardous Materials Area Plans to respond to a release of hazardous material within Yolo County.

**Business Emergency Plans:** This plan recommends that all businesses develop comprehensive emergency plans that include employee injury and illness prevention programs, business resumption and continuity of operations elements. A comprehensive business emergency plan can assist the business and the community at-large by providing:

- Information to the employees to protect themselves and their families from the effects of likely emergencies.
- A business emergency organization with identified positions having clear and specific emergency roles, responsibilities, delegated authority and identified successors.
- An identification of actions necessary to protect company property and records during emergencies.
- A listing of critical products and services.
- Production shutdown procedures.
- A company command post.
- Alternate work sites.
- Methods and channels of communication.
- Contacts with local emergency management officials.
- A method to provide and accept goods and services from other companies.

**Business Operations Centers:** This plan also promotes the use of business operations centers to enhance public and private coordination. Local governments can effectively coordinate with businesses by establishing a business operations center that is linked to their existing emergency operations center.

#### *3.4.5 VOLUNTEER ORGANIZATIONS*

Winters recognizes the value and importance of organizations that perform voluntary services in their community. These organizations have resources, which can augment emergency response and recovery efforts. Some examples of voluntary organizations in Winters are the following:

- American Red Cross.
- Winters Volunteers in Policing Program.
- Armature Radio Groups within Yolo County

### 3.4.6 PUBLIC-PRIVATE PARTNERSHIPS

The private sector provides valuable assistance and resources to support emergency response and recovery activities. The goal of the Public-Private Partnership is to advise on:

- Appropriate agreements to provide for quick access to emergency supplies and essential services in order to minimize the need to stockpile such supplies during normal times.
- Logistic measures required to quickly deliver needed supplies and services to affected areas.
- Methods to utilize non-profit and private sector capabilities to increase the surge capacity of local agencies responding to emergencies.
- Methods to promote the integration of the non-profit and private sectors into the emergency services system so that people can be better informed and prepared for emergencies.
- Systems that aid business and economic recovery after an emergency.

## SECTION 4.0: DIRECTION, CONTROL AND COORDINATION

### 4.1 DIRECTION AND CONTROL

The City of Winters is responsible for coordinating the resources, strategies and policy for any event in the City that exceeds the capacity of field responders. Tactical control remains the responsibility of field Incident Commanders at all time. The City Manager, working through the mechanisms of the Emergency Operations Center, provides direction and control over the coordination of multi department and multi-jurisdictional resources to support the field responders. Policy decisions may be made by the Emergency Operations Center Director that is staffed by the City Manager or designee.

### 4.2 COORDINATION

The City of Winters Emergency Operations Center will coordinate resource requests from the field and other jurisdictions within the City. If requests exceed the supply, the Emergency Operations Center will provide resources based on established priorities.

If resources are not available within the City, requests will be made to the Yolo Operational Area Emergency Operations Center. The Yolo Operational Area Emergency Operations Center will coordinate resources obtained from within the operational area. If resources are not available in the operational area, they will request from the Inland Region Regional Emergency Operations Center located in Sacramento, CA. The Regional Emergency Operations Center will coordinate resources obtained from the operational areas throughout the region. If resources are not available in the region, they will request from the State Operations Center located in Mather, CA. If the state cannot supply the resource, they will request from Federal Emergency Management Agency and other federal agencies.

### 4.3 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM

The Standardized Emergency Management System is the cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. The Standardized Emergency Management System is required by the California Emergency Services Act for managing multiagency and multijurisdictional responses to emergencies in California. The system unifies all elements of California's emergency management community into a single integrated system and standardizes key elements. The Standardized Emergency Management System incorporates the use of the Incident Command System, California Disaster and Civil Defense Master Mutual Aid Agreement, the Operational Area concept and multiagency or inter-agency coordination. State agencies are required to use the Standardized Emergency Management System and local government entities must use the Standardized Emergency Management System in order to be eligible for any reimbursement of response-related costs under the state's disaster assistance programs.

#### 4.3.1 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM ORGANIZATION LEVELS

There are five Standardized Emergency Management System organizational levels, as illustrated in [Figure 7 - Standardized Emergency Management System Organization Levels](#).

**State** – The State Level of the Standardized Emergency Management System prioritizes tasks and coordinates state resources in response to the requests from the Regional Level and coordinates mutual aid among the mutual aid regions and between the Regional Level and State Level. The State Level also serves as the coordination and communication link between the state and the federal emergency response system. The State Level requests assistance from other state governments through the Emergency Management Assistance Compact and similar interstate compacts/agreements and coordinates with the Federal Emergency Management Agency when federal assistance is requested. The State Level operates out of the State Operations Center.

At the **Federal Level**, the National Response Framework identifies the methods and means for federal resources to provide support to the state and local government. Federal resources would be accessed via the Standardized Emergency Management System process through the mutual aid region and State Operations Center.



Figure 7 - Standardized Emergency Management System Organization Levels

**Region** – The Regional Level manages and coordinates information and resources among Operational Areas within the mutual aid region and also between the Operational Area and the State Level. The Regional Level also coordinates overall state agency support for emergency response activities within the region. California is divided into three Administrative Regions – Inland, Coastal and Southern – which are further divided into six mutual aid regions. The Regional Level operates out of the Regional Emergency Operations Center. *See Figure 10 – California Mutual Aid Regions.*

**Operational Area** – An Operational Area is the intermediate level of the state’s emergency management organization, which encompasses a county’s boundaries, and all political subdivisions located within that county, including special districts. The Operational Area facilitates and/or coordinates information, resources and decisions regarding priorities among local governments within the Operational Area. The Operational Area serves as the coordination and communication link between the Local Government Level and Regional Level. State, federal and tribal jurisdictions in the Operational Area may have statutory authorities for response similar to that at the local level.

**Local Government (City of Winters)** – The Local Government Level includes cities, counties and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use the Standardized Emergency Management System when their Emergency Operations Center is activated or a local emergency is declared or proclaimed in order to be eligible for state reimbursement of response-related costs.

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

#### 4.3.2 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM FUNCTIONS

Standardized Emergency Management System requires that every emergency response involving multiple jurisdictions or multiple agencies include the five functions identified in *Figure 8 - Standardized Emergency Management System Functions*. These functions must be applied at each level of the Standardized Emergency Management System organization.

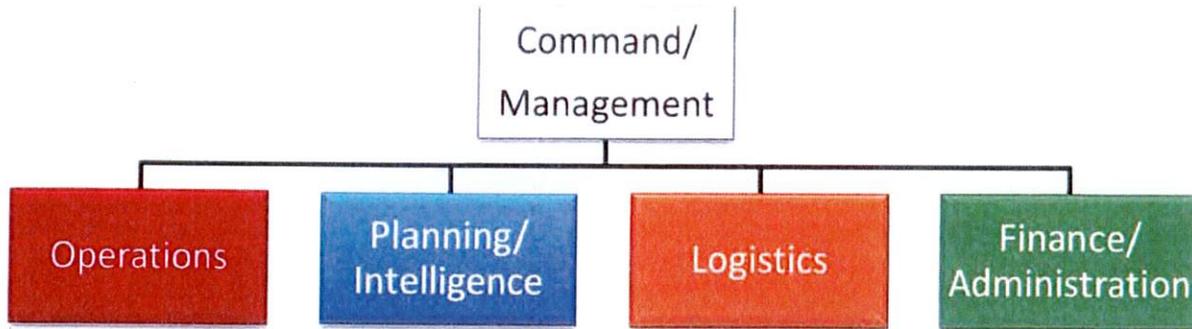


Figure 8 - Standardized Emergency Management System Functions

**Command/Management:** Command is responsible for the directing, ordering, and/or controlling of resources at the field response level. Management is responsible for overall emergency policy and coordination at the Standardized Emergency Management System Emergency Operations Center levels. Command and Management are further discussed below:

- **Command:** A key concept in all emergency planning is to establish command and tactical control at the lowest level that can perform that role effectively in the organization. In the Incident Command System the Incident Commander, with appropriate policy direction and authority from the responding agency, sets the objectives to be accomplished and approves the strategy and tactics to be used to meet those objectives. The Incident Commander must respond to higher authority. Depending upon the incident's size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center or the Emergency Operations Center, when activated.
- **Management:** The Emergency Operations Center serves as a central location from which multiple agencies or organizations coordinate information collection and evaluation, priority setting and resource management. Within the Emergency Operations Center, the Management function:
  - Facilitates multiagency coordination and executive decision making in support of the incident response
  - Implements the policies established by the governing bodies
  - Facilitates the activities of the Multiagency Coordination Group

**Operations:** Responsible for coordinating and supporting all jurisdictional operations supporting the response to the emergency through implementation of the organizational level's Action Plans. At the Field Level, the Operations Section is responsible for the coordinated tactical response directly applicable to, or in support of the objectives in accordance with the Incident Action Plan. In the Emergency Operations Center, the Operations Section Coordinator/Chief manages functional coordinators who share information and decisions about discipline-specific operations.

**Logistics:** Responsible for providing facilities, services, personnel, equipment and materials in support of the emergency. Unified ordering takes place through the Logistics Section Ordering Managers to ensure controls and accountability over resource requests. As needed, Unit Coordinators are appointed to address the needs for communications, food, medical, supplies, facilities and ground support.

**Planning/Intelligence:** Responsible for the collection, evaluation and dissemination of operational information related to the incident for the preparation and documentation of the Incident Action Plan at the Field Level or the Action Plan at an Emergency Operations Center. Planning/Intelligence also maintains information on the current and forecasted situation and on the status of resources assigned to the emergency or the Emergency Operations Center. As needed, Unit Coordinators are appointed to collect and analyze data, prepare situation reports, develop action plans, set Geographic Information Systems priorities, compile and maintain documentation, conduct advance planning, manage technical specialists and coordinate demobilization.

**Finance/Administration:** Responsible for all financial and cost analysis aspects of the emergency and for any administrative aspects not handled by the other functions. As needed, Unit Leaders are appointed to record time for incident or Emergency Operations Center personnel and hired equipment, coordinate procurement activities, process claims and track costs.

The field and Emergency Operations Center functions are further illustrated in *Figure 9 - Comparison of Field and Emergency Operations Center Standardized Emergency Management System Functions*.

Primary SEMS Function	Field Level	EOCs
<b>Command/ Management</b>	Command is responsible for directing, ordering, and/or controlling of resources.	Management is responsible for facilitation of overall policy, coordination and support of the incident.
<b>Operations</b>	The coordinated tactical response of all field operations in accordance with the Incident Action Plan.	The coordination of all jurisdictional operations in support of the response to the emergency in accordance with the Emergency Operations Center Action Plan.
<b>Planning/Intelligence</b>	The collection, evaluation, documentation and use of intelligence related to the incident.	Collecting, evaluating and disseminating information and maintaining documentation relative to all jurisdiction activities.
<b>Logistics</b>	Providing facilities, services, personnel, equipment and materials in support of the incident.	Providing facilities, services, personnel, equipment and materials in support of all jurisdiction activities as required.
<b>Finance/ Administration</b>	Financial and cost analysis and administrative aspects not handled by the other functions.	Responsible for coordinating and supporting administrative and fiscal consideration surrounding an emergency incident.

Figure 9 - Comparison of Field and EOC SEMS Functions

#### 4.4 NATIONAL INCIDENT MANAGEMENT SYSTEM

The terrorist attacks of September 11, 2001, illustrated the need for all levels of government, the private sector, and nongovernmental agencies to prepare for, protect against, respond to, and recover from a wide spectrum of events that exceed the capabilities of any single entity. These events require a unified and coordinated national approach to planning and to domestic incident management. To address this need, the President signed a series of Homeland Security Presidential Directives (HSPDs) that were intended to develop a common approach to preparedness and response. Two Policy Directives that are of particular importance to emergency planners:

- HSPD-5, Management of Domestic Incidents: identifies steps for improved coordination in response to incidents. It requires the Department of Homeland Security to coordinate with other federal departments and/or agencies and state, local, and tribal governments to establish a National Response Framework and a National Incident Management System.
- PPD-8, National Preparedness: describes the way federal departments and agencies will prepare. It requires DHS to coordinate with other federal departments and agencies—and with state, local, and tribal governments to develop a National Preparedness Goal.

Together, the National Incident Management System, National Response Framework, and the National Preparedness Goal define what needs to be done to prevent, protect against, respond to, and recover from a major event; and how well it needs to be done. These efforts align federal, state, local, and tribal entities; the private sector; and nongovernmental agencies to provide an effective and efficient national structure for preparedness, incident management, and emergency response.

The National Incident Management System structure provides a consistent framework for incident management at all jurisdictional levels, regardless of the cause, size, or complexity of the incident. Building on the Incident Command System and the National Incident Management System provides the nation's first responders and authorities with the same foundation for incident management for terrorist attacks, natural disasters, and all other emergencies. The National Incident Management System structure requires the institutionalization of the Incident Command System and its use to manage all domestic incidents.

The National Incident Management System structure integrates existing best practices into a consistent, nationwide approach to domestic incident management that is applicable at all jurisdictional levels and across functional disciplines. Six major components make up the National Incident Management System system's approach:

- Command and Management.
- Preparedness.
- Resource Management.
- Communications and Information Management.
- Supporting Technologies.
- Ongoing Management and Maintenance.

#### 4.5 MUTUAL AID

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

There are four approved, formal Mutual Aid Systems in California. Those systems are:

- Fire and Rescue.
- Law Enforcement.
- Coroner.
- Emergency Management (resources not covered by the other three systems).

Other informal mutual aid involves, but is not limited to the interchange of:

- Public Information.
- Medical and Health.
- Communications.
- Transportation Services.
- Facilities.
- Hazardous Materials Mutual Aid System.
- Volunteer and Private agencies.

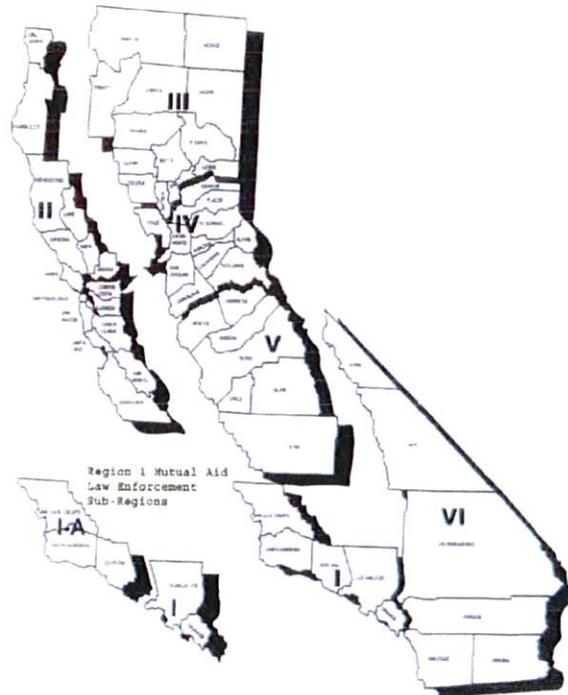


Figure 10 - California Mutual Aid Regions

California is divided into six mutual aid regions, which are subdivisions of the state emergency services organization established to facilitate the coordination of mutual aid and other emergency operations within an area of the State consisting of two or more Operational Areas. A map of the Regions is shown in Figure 10 - California Mutual Aid Regions. The City of Winters is located in Mutual Aid Region IV.

#### 4.5.1 MUTUAL AID COORDINATION

Formal mutual aid requests will follow specified procedures and are processed through pre-identified mutual aid coordinators. Mutual aid requests will follow discipline-specific chains (i.e. fire, law enforcement, emergency manager, etc.) from one level of government to the next. The mutual aid coordinator receives the mutual aid request and coordinates the provision of resources from within the coordinator's geographic area of responsibility. In the event resources are unavailable at one level of government, the request is forwarded to the next higher level of government to be filled.

**Field Level Requests:** Requests for Master Mutual Aid Agreement resources originate from the Field Level and are managed by the Incident Commander. If the Incident Commander is unable to obtain the resource through existing local channels, the request is elevated to the next successive government level until obtained or cancelled.

**Local Government Request:** Local jurisdictions are responsible for the protection of life and property within the municipal geographic boundaries. The local jurisdiction where the incident occurred should assess its resource inventory and existing local agreements to determine if the

requested resource is available. When locally committed resources are exhausted and mutual aid is needed, the local official will request assistance from the Operational Area Mutual Aid Coordinator.

**Operational Area Requests:** The Operational Area is a composite of its political subdivisions, (i.e. municipalities, contract cities, special districts and county agencies). The Operational Area Mutual Aid Coordinator assesses the availability of resources within the Operational Area and fulfills the resource request based upon that assessment. In the event resources are unavailable at the Operational Area level, the request is forwarded to the responsible Region Mutual Aid Coordinator to be filled.

**Region Level Requests:** The state is geographically divided into six Mutual Aid Regions. For Law Enforcement Mutual Aid, Region I is divided into two sub-regions. Each Mutual Aid Region is comprised of multiple Operational Areas and has a Regional Mutual Aid Coordinator. The Region Mutual Aid Coordinator is granted the authority to coordinate the mutual aid response of discipline-specific resources within the Region to support a mutual aid request by a jurisdiction also within the Region. In the event resources are unavailable at the Region Level, the request is forwarded to the State Mutual Aid Coordinator to be filled.

**State Level Requests:** On behalf of the Governor, the Director of the California Office of Emergency Services has the responsibility for coordination of state mutual aid resources in support of local jurisdictions during times of emergency. The Director will analyze and coordinate the request by forwarding the request to an unaffected Regional Emergency Operations Center or tasking an appropriate state agency to fill the need.

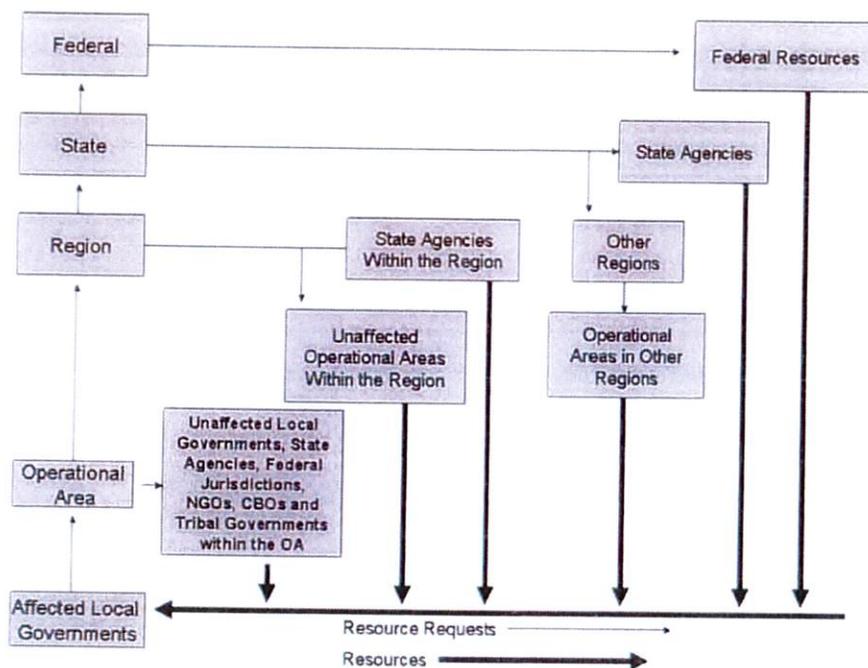


Figure 11 - Flow of Requests and Resources

For additional information regarding the City of Winters Emergency Operations Center Functions, refer to the *City of Winters EOC Support Annex*.

## SECTION 5.0: INFORMATION COLLECTION AND DISSEMINATION

### 5.1 ACTION PLANNING

The use of Action Plans in the Winters Emergency Operations Center provides a clear and measurable process for identifying objectives and priorities for a given event. Action Planning is an important management tool that involves:

- Process for identifying priorities and objectives for emergency response or recovery efforts.
- Plans which document the priorities and objectives, and the tasks and personnel assignments associated with meeting the objectives.

The Action Planning process should involve the Emergency Operations Center Director and Section Chiefs (one from each Section), along with other Emergency Operations Center staff, as needed, such as agency representatives.

#### 5.1.1 PLANNING REQUIREMENTS

The initial Emergency Operations Center Action Plan may be a verbal plan that is developed during the first hour or two following Emergency Operations Center activation. A verbal plan may also be utilized for incidents involving a limited scope, short duration (less than 12 hours) and/or a limited number of response personnel. An Emergency Operations Center Action Plan shall be developed whenever the Emergency Operations Center is activated, either partially or fully. A written Emergency Operations Center Action Plan is required whenever:

- Two or more agencies are involved in the response.
- The incident overlaps more than one operational period.
- All Emergency Operations Center functions are fully staffed.

The Emergency Operations Center Action Plan addresses a specific operational period, which may vary in length from a few hours to days depending on the circumstances. The plan should be regularly reviewed and evaluated throughout the operational period, and revised or updated as warranted.

### 5.2 EMERGENCY OPERATIONS CENTER REPORTING

Information may be sent to City departments, Emergency Operations Center personnel, the Yolo Operational Area and other key agencies using the City's Emergency Operations Center reporting system, OASIS, radio, telephone, email, internet or fax. Regardless of the method of communication, all data should be verified prior to transmission. If unverified data must be transmitted, it should be clearly designated as unconfirmed information. The Winters Emergency Operations Center should transmit reports identified in the *City of Winters EOC Support Annex* to City departments, the Yolo Operational Area Emergency Operations Center, and Department Operations Centers, if activated.

### 5.3 EMERGENCY OPERATIONS CENTER REPORTING SYSTEMS

The Yolo Operational Area uses a number of different systems that are currently in use for reporting specific types of response information. These include:

- The California Common Operating Picture
- Google Docs
- Google Forms
- Dropbox
- ESRI

The City of Winters will use the Yolo OA developed EOC forms to report information to Yolo County in addition to utilizing the systems/applications named above.

### 5.4 EMERGENCY PUBLIC INFORMATION

Emergency Public Information is a priority of utmost importance during emergencies and disasters. City government has a primary responsibility to provide accurate and timely information to the public regarding conditions, threats, and protective measures. To avoid conflicts and confusion, the Emergency Public Information function operates best when centralized and coordinated among all involved jurisdictions, agencies and organizations.

For additional information regarding the City of Winters Emergency Public Information, refer to the ***Yolo Operational Area External Affairs, Emergency Support Function Annex.***

## SECTION 6.0: COMMUNICATIONS

Communication is a critical part of emergency management. This section outlines the City's communications plan and supports its mission to provide clear, effective internal and external communication between the City EOC, all incident response personnel, and the public.

Communication will be coordinated between the City EOC and the OA EOC and all responding supporting agencies through various forms of communications devices, channels and methods. If the City EOC is activated, all incident related information, updates, resource requests, etc. should be shared through methods chosen to communicate.

### 6.1 COMMUNICATIONS SYSTEMS

Both police and fire operate in the VHF spectrum. These departments operate on the YECA System for both police and fire, a voice network which provides a coordinated communications capability for the several agencies and jurisdictions. The dispatching for the City of Winters is done by YECA.

The City of Winters will use personnel specific email addresses while working in the City EOC. The internet connectivity in the EOC is both LAN and through Wi-Fi, which is available for incoming non-City of Winters partners. Telephone connectivity in the EOC is through Voice Over Internet Protocol (VOIP) and analog lines, in addition to the use of cellular phones.

### 6.2 INTERNAL COMMUNICATIONS

All communications should be a two-way flow from City EOC Section Leadership to support staff and field responders, and vice versa. When communicating, all incident response personnel should use plain language to avoid any confusion (no acronyms or abbreviations). All incident related information should be communicated and displayed in the City EOC for everyone to see. This multi-faceted approach for communication provides quick, reliable, and consistent information to all incident response personnel while ensuring that the appropriate information reaches all intended recipients.

Information will be communicated from the field to the City EOC and then to the OA EOC. The Policy Group in the City EOC will make priority decisions and provide guidance and direction to the City EOC General Staff, who will coordinate the management of the incident per the direction of the Policy Group. The City EOC serves as the hub of information for the incident, and will communicate necessary information and response actions to the field.

### 6.3 NOTIFICATION AND WARNING

In addition to an effective communications capability, government must have an effective means to provide warning alerts to the population impacted or at risk as the result of an emergency. There are two alert and warning systems designed to provide City residents with emergency warning information. These systems are the Emergency Alert System (EAS) and the Yolo-Alert System. Police and Fire may be required to disseminate emergency warnings to the public who cannot be reached by primary warning systems.

#### 6.4 NON-EMERGENCY EXTERNAL COMMUNICATIONS

During an incident, the City EOC expects that a high volume of calls for the public seeking incident related information will be placed to 9-1-1 and the City EOC. The City will place information on its website, utilize social media and work with the Yolo County Library (2-1-1) to provide an outlet of information to the public in an effort to relieve call influx to 9-1-1 systems. 2-1-1 personnel can provide incident related information to the inquiring public that is provided by the City of Winters's Public Information Officer.. It is essential that 2-1-1 call centers are activated and staffed as soon as possible to handle anticipated volume of non-emergency calls related to the incident.

For additional information regarding the City of Winters Communications and Warning methods, refer to the *Yolo Operational Area Tactical Interoperable Communications Plan and the Yolo Operational Area Alert & Warning Support Annex*.

## SECTION 7.0: ADMINISTRATION, FINANCE AND LOGISTICS

### 7.1 DOCUMENTATION

The Emergency Operations Center Finance/Administration Section will be responsible for maintaining records on damage assessment expenditure, recovery cost expenditures, insurance related documents, personnel overtime, and other costs associated with the emergency. Guidance is provided in their position guides at the Emergency Operations Center.

The Emergency Operations Center Planning Section will maintain copies of documents that are integral to Emergency Operations Center functions, (such as Emergency Operations Center Action Plans, Situation Status logs, position log) that together make up the history and chronology of the emergency events. Guidance is provided in their Planning Section's position guides at the Emergency Operations Center.

### 7.2 FINANCE

In the case of a major disaster, the Emergency Operations Center will support county, state and federal entities with cost recovery efforts, if requested and as able. City of Winters citizens may benefit from the Small Business Administration, and the city may benefit from the State and or the Federal Emergency Management Agency Public Assistance Program. The City may assist the citizenry with public service announcement regarding support available as unemployment benefits, worker's compensation, and insurance benefits.

### 7.3 EXPENDITURE TRACKING

The City may be reimbursed from insurance, state and/or federal sources for disaster-related expenses. The purpose of this section is to provide guidance on the record keeping requirements for claiming such expenses.

#### 7.3.1 ELIGIBLE EXPENSES

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and which service is the responsibility of the applicant agency. Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy for the emergency service. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

#### 7.3.2 RECORDKEEPING REQUIREMENTS

State and federal governments require detailed information to support claims for reimbursement. Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all costs claimed will be required, and all information must relate back to individual original source records. The following guidelines should be followed when documenting disaster-related reimbursable expenses:

- Costs and revenues associated with emergency operations should be segregated from normal operating expenses.

- Separate records should be maintained for each vehicle and piece of heavy equipment used for emergency operations.
- Vehicle and equipment documentation should include the miles and/or hours operated by location and operator.
- Vehicle operating expenses should include fuel, tires, and maintenance.
- Labor costs should be compiled separate from vehicle and/or equipment expenses.
- Equipment documentation should include exactly where the equipment was used and for what; hours and minutes used; and the name of the equipment operator if applicable.
- Revenues and subsidies for emergency operations must be subtracted from any costs claimed.
- Requisitions, purchase orders, and invoices must be maintained for all supplies, materials and equipment expenses claimed.
- Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.
- All non-competitive procurements must be justified.

Expenditure tracking should commence upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials, and other expenses. The Incident Commander(s), Emergency Operations Center Director, and Emergency Operations Center staff are responsible for maintaining written records of all disaster-related personnel overtime, requests for supplies, equipment and contract personnel, and receipts for emergency purchases of supplies, equipment and other disaster-related expenses. The City may activate a special coding for emergency expenditure tracking which is used for both labor and equipment.

The Finance/Administration Section will compile reports, including total expenditures by category. The Finance/Administration Section Chief will submit a summary report on total costs to the Emergency Operations Center Director as requested. This information will be used for state and federal disaster assistance applications. The expenditure data and documentation is vital to state and federal agencies for requesting financial assistance during and after the disaster.

## **7.4 RESOURCE MANAGEMENT**

### **7.4.1 RESOURCE PRIORITIES**

When activated, the City of Winters Emergency Operations Center establishes priorities for resource allocation during the emergency. All City resources are considered part of a pool, which may be allocated by the Emergency Operations Center to fulfill priority missions. Each department retains control of its non-assigned resources until released for an emergency assignment by the Emergency Operations Center.

#### 7.4.2 RESOURCE REQUESTS

Resource Requests will be made through one of the following processes:

- Discipline-specific (usually Fire and Law) mutual aid systems: Requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to Operational Area Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.
- All other resource requests will be made through the logistics function at each level.

Resource requests from jurisdictions within the City will be coordinated with the Yolo Operational Area Emergency Operations Center to determine if the resource is available internally or other more appropriate sources located within the Operational Area. Emergency Management Mutual Aid Coordinators at each level will keep the Operations Chief informed of the status of resource requests and allocations. Coordinators at each level will communicate and coordinate with each other to maintain current status on resource requests and allocations within the disaster area.

Resource requests from the Winters Emergency Operations Center to the Yolo County Emergency Operations Center may be verbally requested and then documented. Available resources will be allocated to the requesting local government. If requests for a specific resource exceed the supply, the available resources will be allocated consistent with the priorities established through the action planning process. The Section Chiefs in the Emergency Operations Center are responsible for ensuring that priorities are followed.

Resource requests for equipment, personnel or technical assistance not available to the City should be coordinated with the Yolo County Emergency Operations Center to the Inland Region Regional Emergency Operations Center. Once the request is coordinated, approved and resources deployed, Planning, in coordination with various Operations Branches, is responsible for tracking the resources.

#### 7.5 CITY OF WINTERS EMERGENCY OPERATIONS POLICY STATEMENT

**Limitations:** Due to the nature of emergency response, the outcome is not easy to predict. Therefore, it should be recognized that this plan is meant to serve as a guideline and that the outcome of the response may be limited by the scope, magnitude and duration of the event.

**Suspension of Routine Activities and Availability of Employees:** Day-to-day functions that do not contribute directly to the disaster operation may be suspended for the duration of an emergency. Efforts normally required for routine activities may be redirected to accomplish emergency tasks. During an emergency response, City employees not otherwise assigned emergency/disaster related duties will, unless otherwise restricted, be made available to augment the work of their department, or other City departments, if required.

**Households of Emergency Response Personnel:** City employees may not be at peak efficiency or effectiveness during a disaster if the status of their households are unknown or in doubt. Employees who are assigned disaster response duties are encouraged to make arrangements with other employees, friends, neighbors or relatives to check on their immediate families in the event of

a disaster and to communicate that information to the employee through the City of Winters Emergency Operations Center.

**Non-Discrimination:** All local activities will be carried out in accordance with federal nondiscrimination laws. It is the City's policy that no service will be denied on the basis of race, religion, national origin, age, sex, marital status, veteran status, sexual orientation or the presence of any sensory, mental or physical disability.

**Citizen Preparedness:** This plan does not substitute government services for individual responsibility. Citizens are expected to be aware of developing events and take appropriate steps to respond in a safe and timely manner. Since the City's resources and personnel may be overwhelmed at the onset of a disaster event, individuals and organizations should be prepared to be self-sufficient following a disaster. The City will make every effort to provide information to the public, via the media and other sources to assist citizens in dealing with the emergency.

## 7.6 DISASTER SERVICE WORKERS

Under California Government Code, Section 3100-3109, all public employees are obligated to serve as Disaster Service Workers. Public employees (civil service) are all persons employed by any county, city, state agency or public district in the State of California. Disaster Service Workers provide services and support during declared emergencies or disasters.

In the event of a major emergency or disaster, City employees may be called upon to perform certain duties in support of emergency management operations, such as: serve in a position in the Emergency Operations Center, support shelter operations, or work at a logistics base in the field.

- City employees may be required to work at any time during a declared emergency and may be assigned to disaster service work.
- Assignments may require service at locations, times and under conditions other than normal work assignments.
- Assignments may include duties within the Emergency Operations Center, in the field or at another designated location.

Under no circumstances will City employees that do not usually have a response role in their day to day responsibilities be asked to perform duties or functions that are hazardous, that they have not been trained to perform or that are beyond their recognized capabilities.

## SECTION 8.0: PREPAREDNESS, TRAINING, EXERCISES AND AFTER ACTION REPORTING

### 8.1 PREPAREDNESS PLANNING

City government conducts a wide array of emergency planning activities. Planning efforts include development of internal operational documents as well as interagency response plans having multi-jurisdictional participation.

In addition to the planning activities conducted, City departments develop internal preparedness and contingency plans to ensure provision of government services and maintenance of departmental functions during disasters. The Department Operations Plan is an integral supporting component of the master Emergency Operations Plan.

Emergency readiness cannot be conducted within a vacuum. The City is responsible for working with all City departments, special districts and allied agencies that are considered a component of the Winters Emergency Management Organization. Such coordination extends to the following activities:

- Interagency plan development.
- Interagency training coordination.
- Interagency exercise development and presentation.
- Interagency response management.
- Interagency emergency public information activities.

Additionally, the Winters Public Safety Department acts as the City's key representative and lead agent for day-to-day emergency management activities such as: mitigation, preparedness, response, and recovery. Non-emergency functions include planning, training and exercise development, preparedness presentations, interagency coordination, hazard assessment, and development of preparedness and mitigation strategies; grant administration and support to response agencies.

#### 8.1.1 COMMUNITY PREPAREDNESS AND AWARENESS

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and knowledge of what individuals and groups should do to increase their chances of survival and recovery.

Public awareness and education prior to an emergency or disaster will directly affect the City of Winters's emergency operations and recovery efforts. For this reason, the City of Winters will make emergency preparedness information from City, County, state and federal sources available to the member jurisdictions and our citizens upon request.

### 8.1.2 PREPAREDNESS ACTIONS

In identifying general preparedness actions, City government works with community based organizations, faith-based organizations, other local governments/special districts, private industry, preparedness groups, and other entities to provide information relating to individual and group preparedness.

Government is limited in its ability to provide endless services and support during times of disaster, so public preparedness is essential for ensuring individual and organizational safety and protection.

## 8.2 READINESS TRAINING

The Winters City Manager's Office will notify holders of this plan of training opportunities associated with emergency management and operations. Individual departments and agencies within the City of Winters are responsible for maintaining training records. Jurisdictions and agencies having assigned functions under this plan are encouraged to ensure that assigned personnel are properly trained to carry out these tasks.

The Winters City Manager's Office will develop and execute a comprehensive training program for emergency management topics on an annual basis. The established training schedule will include applicable courses of instruction and education that cover management subjects. Such instruction shall meet or exceed the Standardized Emergency Management System and The National Incident Management System training requirements.

## 8.3 EXERCISE AND EVALUATION

Elements of this plan will be exercised regularly. The Winters City Manager's Office will conduct emergency preparedness exercises, in accordance with its annual exercise schedule, following appropriate state and federal guidance. Deficiencies identified during scheduled exercise activities will result in the development of corrective action plans to initiate appropriate corrections.

The planning development and execution of all emergency exercises will involve close coordination between all City departments, allied agencies, special districts, and supporting community and public service organizations.

The primary focus will be to establish a framework for inter-organizational exercise collaboration in coordination with all-hazard response and recovery planning and training activities, conducted within the City of Winters.

Emergency exercise activity will be scheduled as to follow state and federal guidance and program requirements. Exercise activity will follow the *Homeland Security Exercise and Evaluation Program* guidance and may be designed as one or more of the following exercise types:

- Drills.
- Seminars (Workshops).
- Table Top Exercises.
- Functional Exercises.

- Full Scale Exercises.

#### 8.4 AFTER ACTION REPORTING

The Standardized Emergency Management System and National Incident Management System protocols require any city, city and county, or county declaring a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an After-Action Report to Yolo County and California Office of Emergency Services within ninety (90) days of the close of the incident period. The After Action Report will provide, at a minimum, the following:

- Response actions taken.
- Application of the Standardized Emergency Management System.
- Suggested modifications to the Standardized Emergency Management System.
- Necessary modifications to plans and procedures.
- Training needs.
- Recovery activities to date.

The After Action Report will serve as a source for documenting the City of Winters emergency response activities and identifying areas of concern and successes. It will also be utilized to develop a work plan for implementing improvements.

An After Action Report will be a composite document for all the Standardized Emergency Management System levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations. The After Action Report will include an overview of the incident, including attachments, and will also address specific areas of the response, if necessary. It will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the "recovery activities to date" portion of the After Action Report.

The City of Winters City Manager's Office is responsible for the completion and distribution of the After Action Report to county leadership and department directors as well as ensuring that it is sent to the California Office of Emergency Services through Yolo County within the required ninety (90) day timeframe.

For Winters, the After Action Report's primary audience will be the City member jurisdictions, Yolo County, the California Office of Emergency Services and city employees, including management. As public documents, they are accessible to anyone who requests a copy and will be made available.

The After Action Report will be written in simple language, well structured, brief and well presented, and geared to the primary audience. Data for the After Action Report will be collected from debrief reports, other documents developed during the disaster response, and discussions with emergency responders. The most up-to-date form, with instructions, can be obtained from the California Office of Emergency Services.

## **SECTION 9.0: PLAN DEVELOPMENT AND MAINTENANCE**

This section of the City of Winters EOP discusses the overall approach plan development and maintenance responsibilities.

### **9.1 PLAN DEVELOPMENT AND MAINTENANCE RESPONSIBILITY**

This plan is developed under the authority conveyed to the Winters City Manager's Office in accordance with the City's Emergency Organization who has the primary responsibility for ensuring that necessary changes and revisions to this plan are prepared, coordinated, published, and distributed. The City used the planning process prescribed by the Federal Emergency Management Agency and the State of California. This Basic Plan, Annexes, Appendices and Attachments are reviewed and updated on a regular basis. The review and updates are coordinated with City Departments and Yolo County.

### **9.2 REVIEW AND UPDATING**

This plan and its supporting documents will be reviewed annually, with a full document update conducted minimally every two (2) years. Changes to the plan will be published and distributed to all involved departments and organizations. Recommended changes will be received by the Winters City Manager's Office, reviewed and distributed for comment on a regular basis.

Elements of this plan may also be modified by the Winters City Manager's Office any time state or federal mandates, operational requirements, or legal statute so require. Once distributed, new editions to this plan shall supplant older versions and render them inoperable. These documents are included in the regular cycle of training, evaluating, reviewing, and updating as discussed in Section 8.2.

## APPENDIX WIN-1: AUTHORITIES AND REFERENCES

### AUTHORITIES

#### FEDERAL

- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended
- Homeland Security Presidential Directive 5, *Management of Domestic Incidents*, February 28, 2003
- Homeland Security Presidential Directive 8, *National Preparedness*, December 17, 2003
- The Code of Federal Regulations, Title 44, Chapter 1, Federal Emergency Management Agency, October 1, 2007
- Public Law 920, Federal Civil Defense Act of 1950, as amended
- Public Law 84-99, U.S. Army Corps of Engineers - Flood Fighting
- Public Law 93-288, Federal Disaster Relief Act of 1974
- Public Law 107-188, Bio-terrorism Act, June 2002
- Public Law 107-296, Homeland Security Act, January 2002
- Executive Order 13228, Office of Homeland Security, October 8, 2001
- Executive Order 13231, Critical Infrastructure Protection, October 16, 2001
- Executive Order 13234, Citizens Prepared, November 9, 2001
- Presidential Decision Directive 39 - U.S. Policy on Counter-terrorism, June 1995
- Presidential Decision Directive 62 - Combating Terrorism, May 1998
- Presidential Decision Directive 63 - Critical Infrastructure Protection, May 1998
- National Security Presidential Directive 17 - National Strategy to Combat Weapons of Mass Destruction
- Public Law 280

#### STATE

- California Disaster Assistance Act (CA government Code Section 8680 et. seq.)
- California Disaster and Civil Defense Master Mutual Aid Agreement
- CA Government Code (CGC), Title 1, Chapter 4, Division 8, Section 3100, (Disaster Service Workers)
- CGC, Title 2, Division 1, Chapter 7, (California Emergency Services Act)
- California Code of Regulations (CCR) Title 19, Division 2 (Standardized Emergency Management System)
- California Water Code (CWC), § 128 (Department of Water Resources - Flood Fighting)

#### COUNTY

- Yolo County Emergency Services/Ordinance No. 226 (1951) 403, and 894 (1980) (as amended)

*CITY*

- City of Winters Emergency Local Ordinance No. 74-03

**REFERENCES**

*FEDERAL*

- National Response Framework (As revised)
- National Incident Management System
- Comprehensive Preparedness Guide 101 v.2

*STATE*

- California State Emergency Plan, July 2010 edition
- Standardized Emergency Management System
- California Disaster Assistance Act
- Continuity of Government in California (Article IV, Section 21 of the State Constitution)
- Preservation of Local Government

*COUNTY*

- Yolo County Emergency Operations Plan, December 4, 2012
- Yolo County Multi-Jurisdictional Hazard Mitigation Plan, 2013
- Yolo County Joint Emergency Management Services Agreement, 2012

*CITY*

- City of Winters Resolution adopting the California Master Mutual Aid Agreement.
- City of Winters Emergency Operations Plan, 2010

## APPENDIX WIN-2: ACRONYMS

CDAA – California Disaster Assistance Act  
CGC – California Government Code  
COOP – Continuity of Operations  
COG – Continuity of Government  
CWC – California Water Code  
EAS – Emergency Alert System  
EF – Emergency Function  
EMS – Emergency Medical Services  
EOC – Emergency Operations Center  
EOP – Emergency Operations Plan  
ESF – Emergency Support Function  
FOG – Field Operations Guide  
HSPD – Homeland Security Presidential Directive  
IDE – Initial Damage Estimate  
IT – Information Technology  
LAN – Local Area Network  
PPD – Presidential Policy Directive  
SEMS – Standardized Emergency Management System  
SOG – Standard Operating Guide  
SOP – Standard Operating Procedures  
SRRCS – Sacramento Regional Radio Communications System  
VOIP – Voice Over Internet Protocol  
YECA – Yolo Emergency Communications Agency

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## INTRODUCTION

City of Winters Municipal Code, Chapter 8, establishes an emergency management organization (EMO) whose principal tasks are to (1) develop an emergency plan, (2) establish responsibilities for emergency response and emergency management, and (3) authorize designated City officials, by job title, to proclaim a local emergency seeking resource and financial aid under terms of the California Disaster Assistance Act (CDA). In cases of an immediately pending threat to public safety or an actual emergency, City of Winters executes the responsibilities outlined in emergency plans to quickly and efficiently reduce, or "mitigate" that threat. Actions almost always include the deployment of first responder agencies, and activation of the EMO for conduct of *emergency management* activities. The EMO may assemble for work in the Emergency Operations Center and coordinate City resource support (both incoming and outgoing) to those first responding agencies in the field, and to the affected population. All available local, state and federal resources will be committed, as necessary, to protect lives, property and the environment. This annex outlines the response of the EMO and operation of the EOC during an emergency or disaster response as well as the support provided to that response by the City.

### HOW TO USE THIS ANNEX

This Annex should be used in conjunction with the City EOP. It is intended as an operational tool which provides clarity to enhance the City EOP.

### RELATIONSHIP TO HAZARD-SPECIFIC ANNEXES

The EOC Annex provides the overall structure from which the City will operate during a disaster and provides the information needed to carry out the tasks associated with the EOC and its many functions. While the Annex, provides many of the tools, templates, and forms required to run an EOC, more detailed information can be found in the Hazard-Specific Annexes to the City EOP. These Annexes contain unique and regulatory response planning details applying to specific hazards. The information contained in this Annex and in the Hazard-Specific Annexes is meant to be complementary and, when used together, provide a complete tool to be used in an EOC activation.

### DISCLOSURE EXEMPTIONS

Legislation enacting the California Public Records Act (CPRA) was signed in 1968 with the fundamental precept that governmental records shall be disclosed to the public, upon request, unless there is a specific reason not to do so.

There are two recurring interests justifying most of the exemptions from disclosure. First, several CPRA exemptions are based on recognition of the individual's right to privacy (e.g., privacy in certain personnel, medical or similar records). Second, a number of disclosure exemptions are based on the government's need to perform its assigned functions in a reasonably efficient manner (e.g., maintaining confidentiality of investigative records, official information, records related to pending litigation, and preliminary notes or memoranda).

More information can be found at [http://ag.ca.gov/publications/summary\\_public\\_records\\_act.pdf](http://ag.ca.gov/publications/summary_public_records_act.pdf).

## CITY OF WINTERS EMERGENCY MANAGEMENT ORGANIZATION (EMO)

### CITY OF WINTERS STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS) ORGANIZATION

Incident Command in the field coordinates its own logistical support at the Incident Command Post, requesting support through discipline specific mutual aid channels. Support is only requested through the Emergency Operations Center (EOC) when the mutual aid channels do not have the type or numbers of resources needed. The City of Winters Emergency Management Organization supports its own city-level operations, such as setting up a staging area for city resources and coordinates its own logistical support.

Consistent with Standardized Emergency Management System (SEMS), the City's Emergency Management Organization develops in a modular fashion, based upon the type and size of the incident:

- The Emergency Management Organization builds from the top down.
- As the need arises, the five separate SEMS functions can be activated, each with several sub-units that may be established as needed.
- The specific organizational structure established for any given incident, i.e., which positions need to be filled in the Emergency Management Organization to "work the incident" is based on the management and resource needs of the incident as determined by the EOC.

The Emergency Management Organization comprises personnel from city departments and allied agencies. It is organized around the five functions (Management, Operations, Planning/Intelligence, Logistics, and Finance/Administration) of both the SEMS and the National Incident Management System (NIMS). City personnel staff the Emergency Management Organization as it is portrayed in the chart at *Figure 1 - City of Winters EOC Organization.*

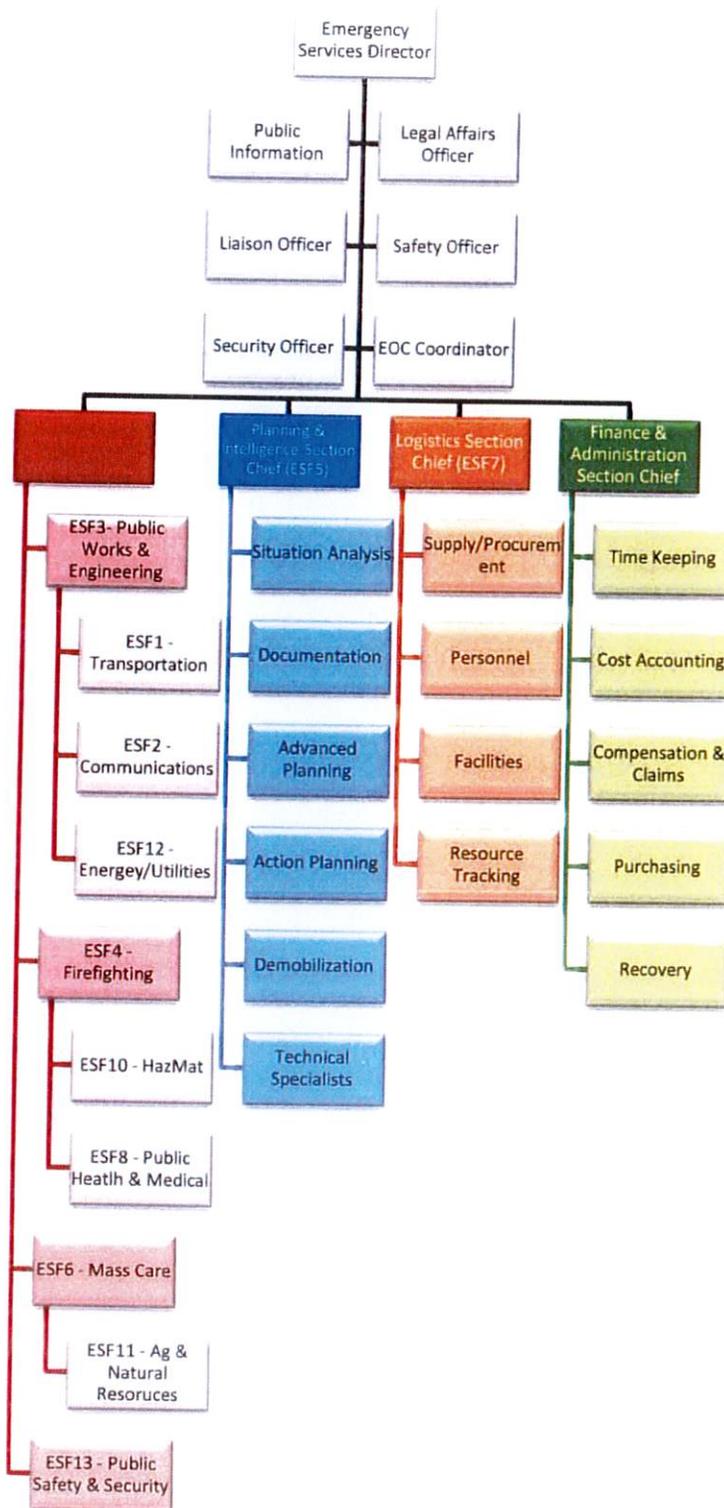


Figure 1 - City of Winters EOC Organization

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## CONCEPT OF OPERATIONS

During a disaster or emergency, the City of Winters EMO supports field response operations within the incorporated areas of the City. The EMO operates using the Standardized Emergency Management System (SEMS) functions, principles, and components. It will use the action planning process to identify and implement specific objectives for each operational period.

### EMO PURPOSE

In normal times, City departments and agencies conduct routine, day-to-day operations. When a major emergency or disaster strikes, the EOC is the location from which centralized emergency management will be performed by the EMO. It facilitates a coordinated response by all the departments and agencies that are assigned emergency management responsibilities. The level of staffing of the EMO will vary according to the needs of the emergency, this can also include a virtual EOC activation in which the functions are coordinated remotely.

The EOC provides a central location for information collection and decision-making, and allows for face-to-face coordination among decision makers. The following emergency management functions are performed in the City EOC:

- Managing and coordinating City support of field operations
- Receiving and disseminating warning information
- Developing emergency policies and procedures
- Collecting intelligence from and disseminating information to representatives of county, state and federal agencies
- Preparing intelligence/information summaries, situation reports, operational reports, and other reports as required
- Maintaining general and specific maps, information display boards, and other data pertaining to emergency operations
- Continuing analysis and evaluation of all data pertaining to the emergency situation
- Controlling and coordinating, within established policy, the operational and logistical support of departmental resources committed to the emergency and requesting resources from outside of the city
- Maintaining contact and coordination with support DOCs, other EOCs, and the Yolo Operational Area EOC
- Providing emergency information and instructions to the public, creating official releases to the news media and scheduling of press conferences as necessary

### EOC FACILITY LOCATION

The Primary EOC is located at the following location:

**City of Winters Public Safety Facility  
700 Main Street  
Winters, CA 95694**

The Primary EOC offers the following facilities for use during major emergencies:

- Dedicated operating space
- Extensive telephone and information management capabilities
- Electronic display processing capabilities
- Radio communications capabilities
- Office support facilities
- Dedicated task work areas
- Auxiliary power generator capability
- Adequate parking for personnel
- Adequate restroom/kitchen facilities

The alternate City of Winters Emergency Operations Center (EOC) is located at:

**City of Winters Council Chambers  
318 First Street  
Winters, CA 95694**

### **EMO ACTIVATION POLICY**

The City of Winters has adopted the Cal OES criteria, shown in *Figure 2 - SEMS EOC Activations Requirements* that identifies the events/situations which may require the EMO to be activated in the EOC.

Shaded areas = not applicable to SEMS levels  Situation identified in SEMS Regulations	SEMS LEVELS				
	Field Level	Local Government	Operational Area	Region	State
Emergency involving two or more emergency response agencies § 2407(a)(1)	Use ICS				
Local Emergency Proclaimed* §2407(a)(2)	Use ICS	Use SEMS			
Local Government EOC Activated §2407(a)(1)	Use ICS	Use SEMS			
Local Government activates EOC and requests Operational Area EOC activation §2407(a)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Two or more cities within an Operational Area proclaim a local emergency §2409 (f)(2)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
County and one or more cities proclaim a local emergency §2409 (f)(3)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
City, city and county, or county requests Governor's State of Emergency proclamation §2409 (f)(4)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims a State of Emergency for county or two or more cities §2409 (f)(5)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Operational Area requests resources from outside it boundaries** §2409 (f)(6)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Operational Area receives resource requests from outside it boundaries**§2409 (f)(7)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
An Operational Area EOC is activated §2411 (a)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
A Regional EOC is activated §2413 (a)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims a State of Emergency §2413 (a)(2)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims and earthquake or volcanic prediction §2413 (a)(3)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC

Figure 2 - SEMS EOC Activation Requirements

This matrix highlights the flow of SEMS activation requirements. Activation of a City with a request of support from the Operational Area triggers the activation of an Operational Area EOC which triggers activation of the Regional EOC which, in turn, triggers activation of the State level EOC.

§ Indicates sections in the California Code of Regulations (CCR) Title 19, Division 2, Chapter 1 (SEMS)  
 \* The EOC is usually activated, but in some circumstances, a local emergency may be proclaimed without the need for EOC activation.  
 \*\* Does not apply for requests for resources used in normal day-to-day operations which are obtained through existing mutual aid agreements providing for the exchange or furnishing of certain types of facilities and services as provided for under the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).

## EOC COORDINATION WITH OTHER GOVERNMENT LEVELS AND THE PRIVATE SECTOR

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

- **Command and Control:** During response to minor or moderate events, the City of Winters may manage the emergency with existing resources. The EOC may not be physically activated under this scenario, but could be activated virtually. Personnel that are part of a field level emergency response will utilize the Incident Command System to manage and direct on-scene operations.
- **Field/Emergency Operations Center Communications and Coordination:** The City of Winters's EOC is activated to support field operations when an emergency requires additional resources, or when requested resources exceed that which is available from within the jurisdiction. Field Incident Command Posts and the City's EOC will establish communications with each other when the center is activated. The City EOC will communicate with the Yolo Operational Area Emergency Operations Center (EOC) when necessary.
- **Multi-agency Coordination:** Larger scale emergencies may involve more than one responsible jurisdiction and/or multiple agencies. Management personnel from the responsible jurisdictions form a Unified Command and/or a Multi-Agency Coordination Group. The provision is made for situation assessment, determining resource requirements, establishing a logistical system, and allocating resources. Various EOCs, dispatch centers and other essential facilities such as DOCs located in or adjacent to the affected area are activated at this time.

### Coordination with Field Response Level

Communications and coordination must be established between the EOC and field responders who are responding within the city boundaries. This is accomplished through coordination with the Department Operations Centers (DOC), when activated, and as necessary through the EOC. If the DOC is not activated, the EOC Operations Section will coordinate directly with the field responders for their respective discipline.

### Coordination with Yolo Operational Area and Member Jurisdictions

Direct communications and coordination will be established between Yolo County and any Operational Area member jurisdictions' activated EOC. Additionally, as time permits, communications will be established by the County with other member jurisdictions that have not activated their EOCs. Initially, communications will be established by any means available and with whoever is available, regardless of their functional EOC position. Ideally, communications and coordination amongst the cities and special district EOCs will occur along functional lines such as between the Planning/Intelligence Sections.

### Coordination with other Cities and Special Districts

The emergency response role of cities and special districts is generally focused on restoring their normal services or functional area of responsibility. During disasters, cities and some types of special districts will be more extensively involved in the emergency response by directly coordinating, communicating, and assisting local governments (for instance utilizing school

districts for incidents involving shelters, school facilities, or the children.) If another city or special district does not send a representative to the EOC, then the Liaison Officer in the EOC will be responsible for establishing communications and coordination with the other city or special district, when applicable.

### **Coordination with State and Federal Field Response**

There are some instances where a state or federal agency will have a field response. State agency field responses may result from a flood fight effort, oil spill, and hazardous materials accident on a highway or other hazard scenarios. Federal field response could result from the same scenarios or a military aircraft accident, and/or terrorism incidents. When a state agency or federal agency is involved in field operations, coordination may be established with the City EOC. State or federal agencies operating in the field may be found in any ICS section, branch, or unit, or part of a Unified Command. The agency's responsibilities in responding to the incident will determine their location in the organization. Per NIMS, any multi-agency response will require the formation of a Unified Command structure.

### **Coordination with Volunteers and the Private Sector**

Within the City of Winters, coordination of response activities with non-governmental organizations may occur. Privately-owned utilities, such as PG&E will frequently send representatives to activated EOCs to facilitate coordination of critical facility restoration. The City EOC will address volunteer requests from the general public by directing them to the Logistics Section, the Volunteer Coordinator in the EOC or to the OA for support, or the Emergency Volunteer Center (EVC) which may be managed by Hands On Superior California, if activated. Other private sector corporate interests may contact the EOC through the appropriate liaisons to express their interest in assisting in response and recovery operations.

### **EOC ACTIVATION RESPONSIBILITY**

The Director of Emergency Services administers and directs the city Emergency Management Organization. During an emergency when the EMO is activated or there is the potential for activation, the Director of Emergency Services manages and directs all aspects of the city's response and recovery operations. The City of Winters City Manager's Office (OES) is responsible for the overall physical set-up, functionality and close-out of the EOC.

### **EOC ACTIVATION LEVELS**

The City of Winters EMO will be activated according to a graduated, three level system that designates specific staffing and tasks based on the approach or impact of an emergency or disaster. There are many activities that may be occurring prior to the actual activation such as pre-activity monitoring with the Yolo OA OES, coordination amongst local jurisdictions, and development of situational awareness briefings. The levels below can be activated virtually or in the actual EOC.

In addition to the following activation levels, the City of Winters may find that activation of the EOC is not warranted, yet monitoring of a developing situation is critical. At that time, the **City Manager or designee** will be the liaison with local emergency operations during business and after duty

hours and will serve as the OES coordinator. This individual will be identified to those agencies affected by the developing situation.

There are several activities that the OES Coordinator will complete in the monitoring phase of an incident or disaster such as:

- Coordination of City Departments,
- Information and analysis on overall situation (situation report),
- Resource needs or potential needs,
- Briefings to City Departments or City Manager/Yolo OA

The OES Coordinator will also be the point of contact for the City of Winters during non-duty hours when a Level 1 Activation of the EOC has been initiated.

**Level Three EMO Activation (Low):** Level One is a minimum activation, this is usually done virtually and does not actually constitute a physical activation of the EOC. This level may be used for situations which initially only require a few people, e.g., a short duration earthquake warning; winter storm alerts; or public safety monitoring of a low risk, planned event. At a minimum, Level One staffing consists of the EOC Director in an enhanced readiness/monitoring posture, but may select other members of the EMO, such as someone from the Planning and Intelligence Section. Based on the threat or the incident, other coordinators, such as a Public Information Officer or Public Works representative may also be involved.

**Level Two EMO Activation (Medium):** Level Two activation is normally achieved as an increase from Level One or a decrease from Level Three. This activation level is used for emergencies or planned events that would require more than a minimum staff but would not call for a full activation of all organization elements, or less than full staffing. One person may fulfill more than one SEMS function. The EOC Director, in conjunction with the General Staff, will determine the required level of continued activation under Level Two, and demobilize functions or add additional staff to functions as necessary based upon event considerations. Under a Level Two activation, representatives to the EOC from other agencies or jurisdictions may be required.

**Level One EMO Activation (High):** Level Three activation involves a complete and full activation with all organizational elements at full staffing. Level Three would normally be the initial activation during any major emergency such as a significant, damage inducing earthquake or widespread flooding.

If EOC activation is warranted, the first EMO staff member to arrive begins set-up procedures. The Director of Emergency Services or designee makes all decisions regarding the level and scope of operations. The scope and nature of the emergency, current conditions, and potential concerns dictate the level of EMO operations and staffing requirements.

### SECURITY AND ACCESS CONTROL

Once the EMO has been activated and the EOC put into operation, only authorized personnel are permitted in the EOC. Access shall be granted to all personnel identified as EOC or EMO staff or city officials, as well as to other individuals having legitimate business in the EOC. EMO staff and visitors shall be issued identification for EOC access that distinguishes the bearer as a member of the EMO or as a visitor.

### COMMUNICATIONS

Communications within the EOC are accomplished using the most expedient and appropriate means possible (usually in person or by phone). The EOC workstations have a telephone with all normal connectivity within the City. Radios may also be used for direct communications with field forces or outside agencies. Key decision-makers and certain EOC staff will be issued portable radios, as needed. Regardless of the medium used, pertinent points of all significant communications shall be recorded on the EOC unit/activity log.

### EOC REPORTING

Information may be transmitted to staff and other key agencies using any one or more of the following means: situational reporting database, satellite data, radio, telephone, email, Internet or FAX. Regardless of the method of communication, all data should be verified for accuracy prior to transmission. If unconfirmed data must be transmitted, it should be clearly designated as unconfirmed.

<b>Preliminary Reports</b>	Preliminary Reports are used during the first two hours of an emergency to provide an initial picture of the scope and magnitude of the emergency.
<b>Situation Reports</b>	A Situation Report (SitRep) is a brief narrative of the emergency situation covering a set period of time and is submitted on a scheduled basis after the submission of any preliminary reports.  At the beginning of an emergency, the EOC Director and the Planning Section staff determine the duration of time to be covered by a SitRep and they designate times for other personnel to submit information for inclusion in the SitRep.
<b>Flash Reports</b>	Flash Reports are used for transmitting critical, time-sensitive information outside Preliminary Reports or regularly scheduled SitReps. For example, a Flash Report would be used to report an impending dam failure or receipt of a Federal Declaration of a major disaster. Verbal Flash Reports often precede transmission of written reports.

Figure 3 - Report Definition Chart

## DOCUMENTATION

Unit/activity logs are used to record significant events, communications and actions associated with an emergency for a given operational period (shift). Each EOC staff position is responsible for maintaining a unit/activity Log. Special emphasis must be made to document decision support discussions or information.

All copies of reports, SEMS forms, and logs are submitted to the Planning/Intelligence Section at the close of each operational period (or prior to EOC deactivation if operations do not require multiple shifts). This documentation is important for both the documentation of the disaster and the financial recovery process.

## Status Boards

Status Boards are erasable boards or digital displays located around the EOC. The Status Boards provide decision-makers and EOC staff with essential information such as road closures, shelter location information, actions taken, river gauge levels etc.

## EOC REPORTING SYSTEMS

The City of Winters will use EOC forms to communicate with the OAEOC. The forms are located on the City's network, are available in hard copy in the EOC, located in a digital cloud service and are also located with the OA EOC.

## GENERAL EOC BRIEFINGS

The purpose of briefings is to familiarize or update EOC staff on the current emergency situation. Briefings provide an opportunity for the Section Chiefs, the EOC Director and all EOC staff to exchange information on the incident, create and evaluate an Action Plan, and make any revisions deemed necessary to the response strategy and/or priorities. Regular briefings provide a forum away from the high level of activity in the EOC for ensuring that each of the five essential SEMS functions (Management, Operations, Planning, Logistics and Finance) are coordinated and that the EOC staff have the same information from which to base individual and collective actions and decisions.

### Incoming Briefings

#### Purpose:

- Section Chiefs are briefed by the EOC Director to obtain an overall perspective on the current situation
- Section Chiefs provide a similar briefing to their respective Sections

Incoming briefings may include:

- Current situation assessment
- Summary of significant actions taken or in process
- Any limitations on available communications, personnel, equipment or resources
- Weather update, if applicable
- Initial incident objectives and priorities
- Any directives on specific actions to be taken

<b>Update Briefings</b>	<b>Management and General Staff Briefings</b>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Receive updated information</li> <li>• Evaluate the effectiveness of the response strategy</li> <li>• Identify and solve problems</li> <li>• Revise objectives, response strategies and priorities as necessary</li> </ul> <p>During the briefing, the EOC Director asks each Section Chief for a thorough, but concise status report. Only information relevant to the entire EOC should be discussed in the group briefing. Function-specific issues and questions should be discussed one-on-one between the EOC Director and the involved Section Chief<sup>2</sup>.</p>	
	<b>Section Briefings</b>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Section Chiefs provide their respective staffs with information from the Management &amp; General Staff briefing</li> <li>• Situation status and response objectives, strategies and priorities are reviewed</li> </ul> <p>Section Briefings may include:</p> <table style="width: 100%; border: none;"> <tr> <td style="vertical-align: top;"> <ul style="list-style-type: none"> <li>• Responsibilities</li> <li>• Work shifts</li> <li>• Appropriate flow/sharing of information within and between Sections</li> </ul> </td> <td style="vertical-align: top;"> <ul style="list-style-type: none"> <li>• Specified actions to be taken</li> <li>• Time of next briefing</li> <li>• Eating and sleeping arrangements, if necessary</li> </ul> </td> </tr> </table>	<ul style="list-style-type: none"> <li>• Responsibilities</li> <li>• Work shifts</li> <li>• Appropriate flow/sharing of information within and between Sections</li> </ul>
<ul style="list-style-type: none"> <li>• Responsibilities</li> <li>• Work shifts</li> <li>• Appropriate flow/sharing of information within and between Sections</li> </ul>	<ul style="list-style-type: none"> <li>• Specified actions to be taken</li> <li>• Time of next briefing</li> <li>• Eating and sleeping arrangements, if necessary</li> </ul>		
<b>Shift Change Briefing</b>	<p><b>Purpose:</b></p> <p>Shift change briefings are a component of the EOC Action Planning Process. At these briefings, the current AP is "handed off," and a briefing on assignments which have been made for the next operational period are presented. Facilitated by the Planning Section Chief, this briefing is approved by the EOC Director and attended by the General staff as appropriate.</p> <p>Shift change briefings should include the following:</p> <ul style="list-style-type: none"> <li>• Current situation assessment</li> <li>• Current and potential problems</li> <li>• Review of the Action Plan</li> <li>• Weather forecast, if applicable</li> <li>• Time for next scheduled briefing</li> </ul>		

<sup>2</sup> These briefings do not replace the Action Planning Sessions, which are required for each operational period. At the conclusion of each briefing, the time for the next briefing is set.

<b>Deactivation Briefing</b>	<p><b>Purpose:</b></p> <p>Immediately following deactivation of the EOC, the EOC Director, with all EOC staff, conducts a deactivation briefing.</p> <ul style="list-style-type: none"><li>• Advise all EOC staff of the specific contacts and/or referrals to be made for any incident-related questions or concerns that may arise</li><li>• Ensure all documentation is gathered from participants</li><li>• Gather initial feedback for the After Action Report</li></ul>
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Figure 4 – Briefing Definition Chart

## EOC DEACTIVATION

Once the critical aspects of an emergency or disaster have been secured, EOC operations may begin to scale down as conditions warrant. The purpose of this procedure is to outline the process to be followed whenever it is determined that the EOC can be deactivated. The EOC Director, with input from the Section Chiefs, decides when and how to deactivate the EOC.

### Deactivation Triggers

Once the emergency response phase has been terminated and system operations are stabilized, the EOC Director may determine that the EOC can be deactivated. Triggers for determining deactivation may include:

- Incident has deescalated to the point of local agency control
- *Response* has been terminated
- *Recovery* operations are underway
- No further City, OA, state, media or public information dissemination is needed

### Procedure for Deactivation

The EOC Director will:

- Establish the time period for deactivation
- Advise EOC staff of the actions to be taken, including a timeline
- Identify EOC staff to be on-call if stand down is implemented
- Direct the liaison or other EOC staff to make notifications
- Direct all functional leads to complete any required or necessary documentation

### Deactivation Notifications

All internal and external individuals, groups and agencies that were notified of activation will be notified of stand down and/or deactivation. At a minimum, all City department managers, elected officials, neighboring jurisdictions, and responding county agencies will be notified. The person making the notifications documents the date, time, name and contact method for all persons/organizations notified. Notifications will include:

- Date and time of stand down period or deactivation
- A 24-hour contact number for further information

## CITY ROLES AND RESPONSIBILITIES

### EOC STAFFING

When an emergency threatens or actually occurs, this Support Annex provides guidance, direction and tasks (commonly known as Command and Control) for first responders and the EMO alike to efficiently respond and undertake mitigation operations. The size or scope of an emergency, rather than the type, will largely determine whether or not the EMO will be activated, and to what level.

### EOC ACTION PLANNING

#### Introduction

The use of Emergency Action Plans (EAP) in the City of Winters EOC provides a clear and measurable process for identifying objectives and priorities for a given event. Action Planning is an important management tool that involves:

- Identifying priorities and objectives for *response* or *recovery* efforts.
- Documenting incident support priorities and objectives, and the tasks and personnel assignments associated with meeting those objectives.

The AP process involves the EOC Director and Section Chiefs<sup>3</sup> along with other EOC staff, as needed, in addition to representatives from the County, special districts, and other supporting agencies.

#### Planning Requirements

The *initial* EAP is normally verbal and then is quickly documented and is used to develop the EAP during the first hour or two following EOC activation. A verbal plan may also be utilized for incidents involving a limited scope, short duration (less than 12 hours) and a limited number of response personnel. An EOC Action Plan shall be developed whenever the EOC is activated at Level II or III. A written EOC Action Plan is required whenever:

- Two or more jurisdictions/agencies are involved in the response
- The incident extends beyond one operational period
- All EOC functions are fully staffed

Unlike Incident Action Plans (IAP) produced in the field by Incident Command, an EAP can cover an extended period of time and often cover several days. The plan should be regularly reviewed and evaluated throughout its operational period and revised or updated as warranted.

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<sup>3</sup> For more information on EOC Positions see the EOP Basic for the City of Winters

## Plan Elements

The elements to be included in the Emergency Action Plan are noted below. The Emergency Action Plan form is located in the **EOC Tools** attachment and may include some of the following:

- Period of time covered by the plan
- Parts of EOC organization that have been activated on an organization chart
- Assignment of primary and support personnel and material resources to specific tasks and locations
- Logistical or technical support to be provided and by whom
- Objectives (specific, measurable, attainable, realistic and time-measured or SMART) to be accomplished
- Priorities for meeting objectives
- Strategy to be utilized to achieve the objectives

In addition to the required elements listed above, the Action Plan may also include:

- Specific departmental mission assignments
- Policy and/or cost constraints
- Any inter-agency considerations

## Planning Responsibilities

Primary responsibility for developing the Emergency Action Plan rests with the Planning Section. However, development of the plan requires the active participation of the EOC Director and the General Staff. The Operations Section, in particular, works closely with the Planning Section during plan development. When indicated, the Planning Section Chief requests specific technical experts to provide input to the plan. The EOC Director approves the plan.

For incidents requiring close coordination with external agencies, (e.g., State field response agencies, special districts, federal responders, etc.), input from those involved agencies should be included in the Emergency Action Plan.

Specific EOC staff responsibilities associated with the Emergency Action Plan<sup>4</sup> include the following:

### **Management and General Staff**

- Provide general incident objectives and strategy
- Provide direction and overall management
- Ensure incident safety
- Provide information through Liaison and Public Information Officer
- Approve the completed Action Plan

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<sup>4</sup> For further information on the Action Planning process, see the Planning & Intelligence section of this annex

**Operations Section Chief**

- Determine the tactics necessary to achieve objectives
- Determine associated resource requirements
- Communicate Action Plan to EOC staff and Incident Commanders, as appropriate
- Conduct Operations Shift Briefing

**Planning Section Chief**

- Conduct the Action-Planning meeting
- Establish planning timelines
- Coordinate preparation of the Action Plan
- Manage planning process

**Logistics Section Chief**

- Establish/confirm procedure for off-incident resource ordering
- Ensure that resource ordering process is in place
- Ensure that Logistics Section is configured to support the Action Plan

**Finance Section Chief**

- Provide cost assessment of incident objectives
- Ensure that adequate finance approvals are in place for implementation of the Action Plan
- Works with the Management and General staff to determine the need for cost apportionment, cost sharing or state and/or federal reimbursement

## MANAGEMENT SECTION

The Director of Emergency Services leads the Management Section and is responsible for the overall management of EOC operations to address the impacts of an emergency directly upon the city and assessing conditions outside the city, which have the potential for affecting local resources. Additionally, the Director of Emergency Services is responsible for directing the creation of an Emergency Action Plan and the overall strategic direction of response, including appropriate mutual aid liaison activities. The Director of Emergency Services works closely with the Policy Group.

### SECTION OBJECTIVES

The Management Section will accomplish the following specific objectives during a disaster/emergency:

- Establish the appropriate staffing level for the EOC and continuously monitor organizational effectiveness ensuring that appropriate modifications occur as required
- Exercise overall management responsibility for the coordination between emergency response agencies within the jurisdictional area
- In conjunction with the General Staff, set jurisdictional priorities for response efforts. Ensure that all department and agency actions are accomplished within the priorities established at the EOC
- Ensure that inter-agency coordination is accomplished effectively
- Ensure that the Emergency Public Information response is appropriate to the event

### TOOLS

- Org Chart
- Proclamation Guidelines
- Legal Tools
- OES Master Contact List
- Job Action Sheets
- PIO Toolkit
- Media Intake Form
- EPI/JIC SOP

### POLICY GROUP

The Policy Group is available to address the economic, social and political impacts of an emergency. In the City of Winters EOC, the Policy function is the responsibility of the City Council Members, key EOC Management staff and the City Manager and/or their designee. The Policy Group are those key personnel identified that will make major policy decisions for the City at the recommendation of the EOC. The Policy Group is convened to assist the EOC in addressing major impacts to the City.

### Management Staff

- Assisting the Director of Emergency Services are the Management Staff. The Management Staff are responsible for providing direct administrative and executive-level support to the Director, as well as for providing additional emergency support functions such as Public Information, coordination with Elected Officials, and ensuring the safety and well being of the staff in the EOC. Key skills of the Management Staff include: Authority, Responsibility, Leadership, Global Thinking, and good project management.

When fully activated the EOC Management Staff includes the following:

**Public Information Officer (PIO)**

The PIO is directly responsible for managing Emergency Public Information activities within the EOC and in support of all city Emergency Public Information operations in accordance with Emergency Support Function #15. The PIO may be assisted by additional staff who will conduct assorted Emergency Public Information tasks and duties (Rumor Control and activation of the City Information Center) within the EOC or a Joint Information Center (JIC)<sup>5</sup> if established, or at a field incident command post. **The responsible city department staffing this position is the City Manager's Office.** There are several tools available to the PIO such as: the Emergency Public Information and Crisis and Emergency Risk Communications Plan and Emergency Public Information Standard Operating Procedures. For additional position information, see the ESF #15 Executive Summary.

**Legal Affairs Officer**

The Legal Affairs Officer is responsible for providing legal advice and guidance to the Director and the Council on all emergency management issues and concerns examples of the types of legal advice and guidance are: local proclamation development and execution, legal opinions on evacuation and other jurisdictional legal responsibilities. Tools maintained for this position include a drive with samples of legal materials previously used in events throughout California and legal references (such as the CA Emergency Services Act and CA Disaster Assistance Act). **The responsible city department staffing this position is City Attorney (contracted with Best Best & Krieger Attorneys at Law).**

**Liaison Officer**

The Liaison Officer functions as the primary point of contact for all allied agencies and jurisdictional representatives not directly assigned to the city EOC. All agency and jurisdictional representatives will coordinate with the Liaison Officer, as needed. There are tools available to the Liaison Officer such as the Job Action Sheet and Master Contact List. **The responsible city department staffing this position is the City Clerk.**

**Safety & Security Officer**

The Safety & Security Officer is responsible for ensuring that the EOC is secure when activated, that hazards are identified and mitigated, and that the EOC environment is suitable for conducting operations in a safe and healthful manner such as the following chaplain support, healthy food and adequate breaks within the EOC. **The responsible city departments staffing these positions is the Fire Department (Safety) and Police Department (Security).**

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<sup>5</sup> For more information, see the ESF 15 Annex

## OPERATIONS SECTION

### SECTION OBJECTIVES

The Operations Section, an element of the EOC General Staff is responsible for coordinating the deployment of response resources in support of field operations. Such coordination activities will normally include:

- Managing operational elements of approved EOC AP's, if any.
- Supporting Department Operations Centers (DOC) and field incident command(s) and associated response activities.
- Coordinating and liaising with DOCs for reporting, action planning and situation reporting.
- Liaising with Mutual Aid Coordinators for fire, law and emergency medical services.
- Coordinating City incident response assets regardless of agency affiliation or type of asset (e.g., animal services, shelters, etc.).
- Assessing the emergency within the city or in nearby jurisdictions that affect or may affect local jurisdictions' response.
- Working with appropriate Emergency Support Functions under the Operations Section.

### TOOLS

- Org Chart
- Communications Plan
- Legal Tools
- Discipline Specific Master Contact Lists
- Job Action Sheets
- Discipline specific SOPs
- Media Intake Form
- ESF Status Report Forms

There are several Emergency Support Functions that represent an alliance of stakeholders who possess common interests and share a level of responsibility for emergency management. The Emergency Support Functions bring together city departments, special districts and other support jurisdictions within the City to collaboratively prepare for, cohesively respond to and effectively recover from an emergency.

In most cases a single department is assigned to lead each Emergency Support Function based on its authorities, resources and capabilities. Each Emergency Support Function member is responsible to assist in coordinating the City's response to emergencies, including provision of mutual aid and the allocation of essential supplies and resources.

**An Operations Section Chief will be identified between fire, law enforcement, public works or other staff as designated by the EOC Director.**

The Operations Section Chief will activate those emergency support functions deemed appropriate. When fully activated, the Operations Section could be comprised of the following branches, with each position being staffed with city or allied-agency personnel. A full Operations Section organizational chart is shown in **Figure 5 - Operations Organizational Structure**.

- Public Works (ESF #3) - **Public Works Department**
  - Transportation (ESF #1)
  - Communications (ESF #2)
  - Energy/Utilities (ESF #12)
- Firefighting (ESF #4) - **Fire Department**
  - Hazardous Materials Response (ESF #10)
  - Public Health & Medical (ESF #8<sup>6</sup>)
- Mass Care & Shelter (ESF #6) - **Administrative Services**
  - Ag & Natural Resources (ESF #11)
- Law Enforcement Branch (ESF #13) - **Police Department**<sup>7</sup>

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<sup>6</sup> The Fire Fire Protection District has primarily responsibility for Emergency Medical Services response. The Yolo County Health and Human Services Agency may be supporting directly in the EOC or remotely from their DOC.

<sup>7</sup> ESF9 (Search & Rescue) is achieved by a partnership between ESF4 & ESF13 responders.

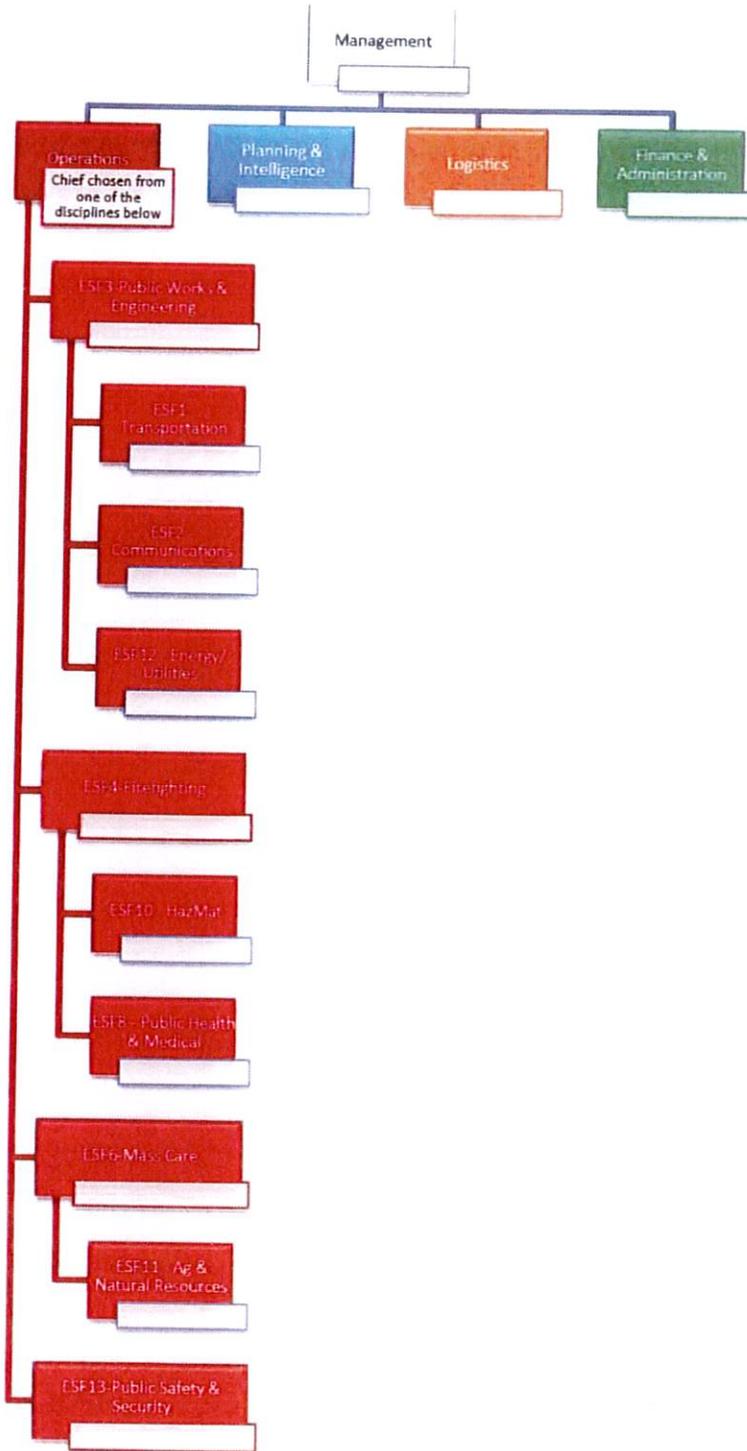


Figure 5 - Operations Organizational Structure

## PLANNING & INTELLIGENCE SECTION (ESF 5)

The Planning Section is responsible for directing and managing the creation of a comprehensive situation status report, development of EOC Action Plans for each operational period, and maintenance of all documentation related to the emergency. The Planning Section staff must evaluate the potential economic, social and environmental impacts of the disaster, while managing response to the conditions within the jurisdiction. Additionally, the Planning Section staff must consider whether an emergency in a neighboring jurisdiction could impact their jurisdiction or draw upon resources normally available to the city.

The Planning Section Chief identifies whether full or partial staffing is required to respond. When fully activated the section may include the positions shown in the organizational chart. The duties assigned to the unfilled position are the responsibility of the Planning Section Chief.

### SECTION OBJECTIVES

The Planning Section will accomplish the following specific objectives during a disaster/emergency:

- Display situation status information in the EOC using maps and visual aids
- Ensure accurate recording and documentation of the incident
- Determine reporting schedules for all EOC elements
- Prepare the jurisdiction's Situational Status reports and EOC Action Plans
- Disseminate situation status and EOC Action Reports to other EOC sections, jurisdictional departments, and Yolo EOC
- Provide planning support to other sections
- Maintain proper and accurate documentation of all actions taken to ensure that all required records are preserved for future use and State OES and FEMA filing requirements
- Acquire technical experts for special interest topics of special technical knowledge subjects

### TOOLS

- Org Chart
- Planning Process Schedule (Sample)
- Situational Status Form
- Action Planning Meeting Agenda (Sample)
- EOC Planning "P"
- Demobilization Checklist
- After Action Report Template
- Advanced Plan Template
- Job Action Sheets
- Planning Considerations Cheat Sheet
- Situational Status Boards
- EOC Briefing & Reports Cheat Sheet
- EOC Action Plan Template
- Demobilization Plan Template
- Hot Wash Discussion Points
- Sample File Retention Structure

**This section will be staffed by the Community Development and other departments as directed by the EOC Director** as needed to perform the various functions required to support emergency management operations within the activated EOC. Additional branches or units may be established as needed to meet operational needs.

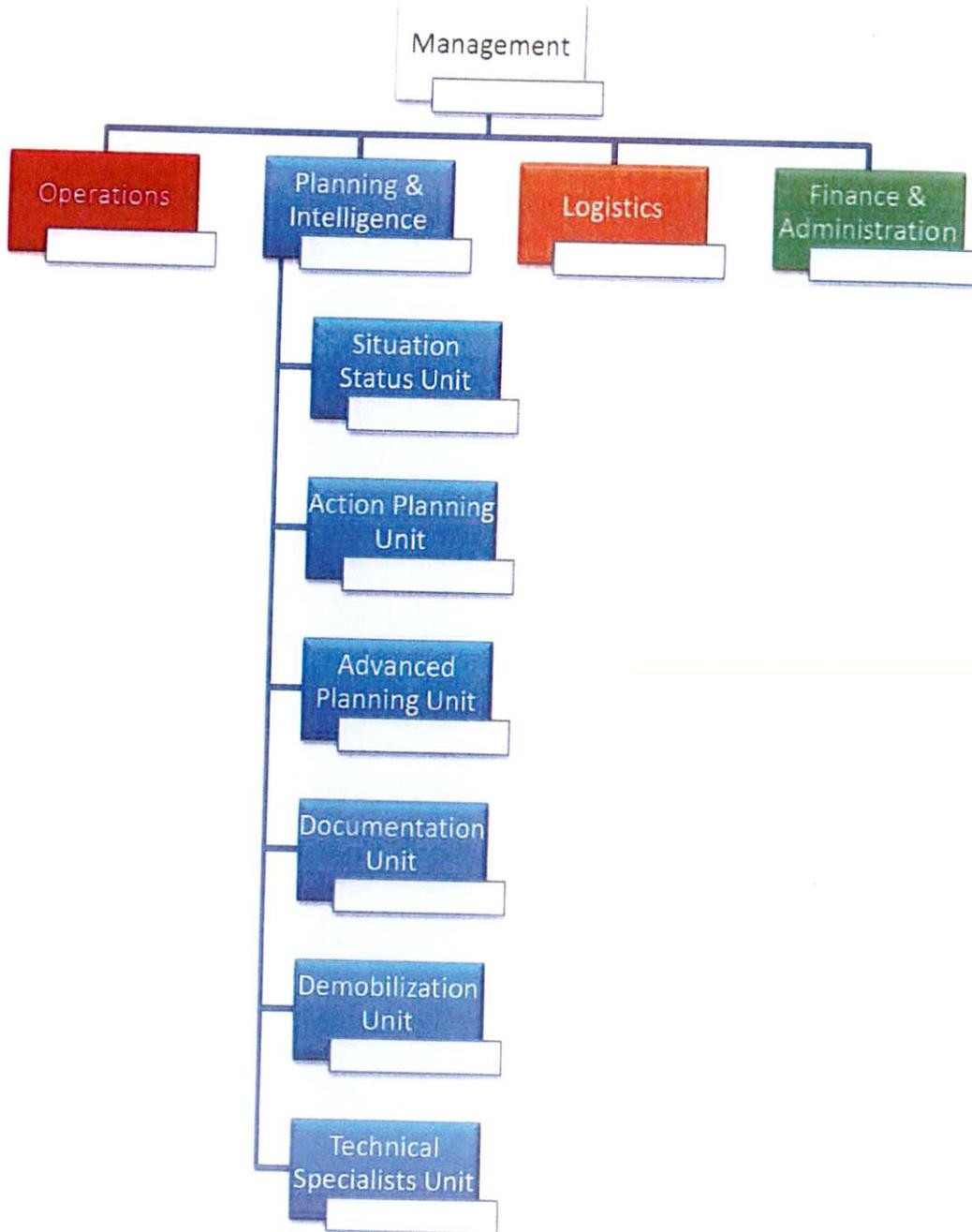


Figure 6 - Planning & Intelligence Organizational Structure

## PLANNING PROCESS

The Planning Section staff will maintain the EOC Major Incident Status Board and will develop short-and long-term planning scenarios based upon the situation and its impacts on facilities and operations. Utilizing these planning scenarios, the Planning Section Chief will conduct an Action Planning meeting with the EOC Director, General Staff and appropriate technical experts. The Operations Section Chief reports significant changes to the Planning Section Chief. See the Planning Section Process Schedule in the following SAMPLE:

PLANNING SECTION PLANNING PROCESS SCHEDULE	
0700 – 0800	Shift Change Briefing.
0800 – 0900	Prepare for Planning Meeting. Purpose: To review accomplishments, identify new issues, identify resource needs, and determine assignments for next operational period.
0900 – 1000	Planning Meetings (with Management and General Staff, Resources Status Unit Leader, Supply Unit Leader, Communications Unit Leader, and Technical Specialists).
1000 – 1400	Prepare EOC Action Plan.
1400 – 1600	Finalize EOC Action Plan.
1600	Complete EOC Action Plan.
1600 – 1700	Prepare for Operations Briefing. Purpose: To review EOC Action Plan for next operational period.
1700 – 1800	Operations briefing (Management, General Staff, and identified Operations staff and Technical Specialists).
1800 – 1900	Finalize Reports (including Situation Status Report for the Operational Area EOC).
1900 – 2000	Shift Change Briefing.
2000 – 2100	Prepare for Planning Meeting. Purpose: To review accomplishments, identify new issues, identify resource needs, and determine assignments for next operational period.
2100 – 2200	Planning Meetings (with Management and General Staff, Resources Status Unit Leader, Supply Unit Leader, Communications Unit Leader, and Technical Specialists).
2200 – 0200	Prepare EOC Action Plan.
0200 – 0400	Finalize EOC Action Plan.
0400	Complete EOC Action Plan.
0400 – 0500	Prepare for Operations Briefing. Purpose: To review EOC Action Plan for next operational period.
0500 – 0600	Operations briefing (Management, General Staff, and identified Operations staff and Technical Specialists).
0600 – 0700	Finalize Reports (including Situation Status Report for the Operational Area EOC).

Figure 7 – Planning Process SAMPLE/EXAMPLE Schedule

### PLANNING CONSIDERATIONS

In developing the Action Plan, a number of issues should be considered, as outlined in the table below. Applicable issues should be addressed in each iteration of the Action Plan.

ISSUE	CONSIDERATIONS	RESPONSIBILITY
Inter-Agency Coordination	<ul style="list-style-type: none"> <li>• Use of resources</li> <li>• Contact information and frequency</li> <li>• Communications methods</li> </ul>	Liaison
Public Information	<ul style="list-style-type: none"> <li>• Constraints on information to be disseminated</li> <li>• Special instructions</li> <li>• Target areas/audiences</li> </ul>	Public Information Officer EOC Director
Safety	<ul style="list-style-type: none"> <li>• Special precautions to be taken</li> <li>• Personal protective gear required</li> </ul>	Safety Officer
Technical Resources	<ul style="list-style-type: none"> <li>• System maps and schematics</li> <li>• Technical expert input</li> </ul>	Planning Section Chief
Operations	<ul style="list-style-type: none"> <li>• Special skills required</li> <li>• Mutual aid needs</li> <li>• Staging Area needs</li> <li>• Progress in resolving major incident objectives</li> </ul>	Operations Section Chief
Policy	<ul style="list-style-type: none"> <li>• Legal/political issues</li> <li>• Fiscal constraints</li> </ul>	EOC Director
Special Needs	<ul style="list-style-type: none"> <li>• Contingency Plans</li> </ul>	Planning Section Chief
Special Resources	<ul style="list-style-type: none"> <li>• Availability of special supplies, personnel and equipment</li> <li>• Transportation support</li> </ul>	Logistics Section Chief
Finance	<ul style="list-style-type: none"> <li>• Federal/State reimbursement; cost sharing/agreements</li> </ul>	Finance Section Chief

Figure 8 - Planning Considerations

### PLANNING CYCLE

The Planning Chief, with input from the EOC Director and the Operations Section Chief, establishes the schedule and cycle for action planning. Initially, meetings may be conducted every few hours or several times each day. Over time, meetings may be held twice each day, and then daily. The following graphic describes the planning cycle process for development of the Emergency Action Plan.

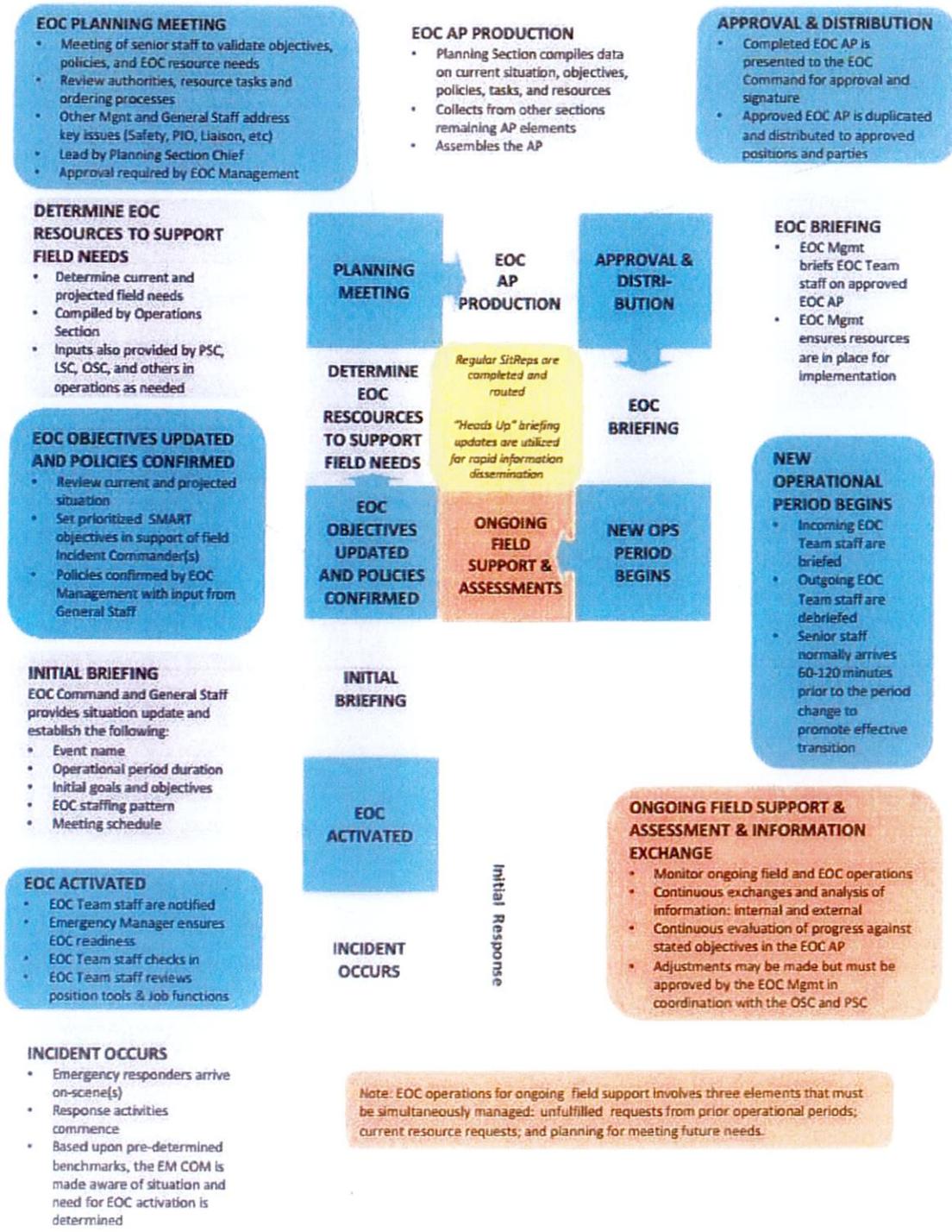


Figure 9 - The Planning Cycle

### **Documentation and Distribution**

Written EOC Action Plans will be documented on the Action Planning form. The Planning Section Situation Status function is responsible for:

- Posting a copy of the current Action Plan in the EOC, if operational
- Maintaining a copy of each Action Plan as part of the permanent incident record
- Distributing copies of the current Action Plan to all involved agencies and other personnel as directed by the Planning Section Chief

The Operations Section Chief will ensure that the current EOC Action Plan is distributed to all Operations Section personnel.

## LOGISTICS SECTION (ESF 7)

The Logistics Section is responsible for coordinating the provision of a broad assortment of equipment, supplies and services such as maintenance, food services, etc. in support of the Emergency Management Organization and Emergency Operations Center, other City and/or County sites, organizations or activities during a disaster. On occasion, it responds to a request from the field (Incident Command), but most often it supports jurisdictional departments, responding agencies and activities.

When activated, the EOC establishes priorities for resource allocation during the emergency. All jurisdictional resources are considered part of a pool which may be allocated by the EOC to fulfill priority missions.

The Logistics Section Chief identifies whether full or partial staffing is required to respond. When fully activated the section may include the positions shown in the organizational chart. The duties assigned to the unfilled position are the responsibility of the Logistics Section Chief.

### SECTION OBJECTIVES

The Logistics Section will accomplish the following specific objectives during a disaster/emergency:

- Ensure repair and maintenance of EOC supporting equipment and resources
- Analyze and identify appropriate sources of resources
- Order, receive, process and store all incident-related resources
- Set-up and maintain incident support facilities (example - feeding, sleeping and sanitation services)
- Work with the Operations - Transportation Unit to move personnel, goods and services where they are needed
- Supply food needs for entire incident including remote sites
- Volunteer Coordination
- Donations Management

### TOOLS

- Org Chart
- T-Card System
- Jurisdictional Personnel Lists
- Jurisdictional Asset Lists
- Purchase Cards
- DSW Registration Form
- Job Action Sheets
- Resource Requesting Cheat Sheet
- Resource Request Form
- Jurisdictional Purchasing Policies
- Resource Mgt Cycle Cheat Sheet

The Logistics Section is divided into several branches. Within those branches, the following branches are organized and performed as part of the Logistics Section.

The section will be staffed by Parks and Recreation, Human Resources, and Public Works, as needed to perform the various functions required to support emergency management operations within the activated EOC. Additional branches or units may be established as needed to meet operational needs. The Facilities unit will house the IT and Communications staffing for the EOC.

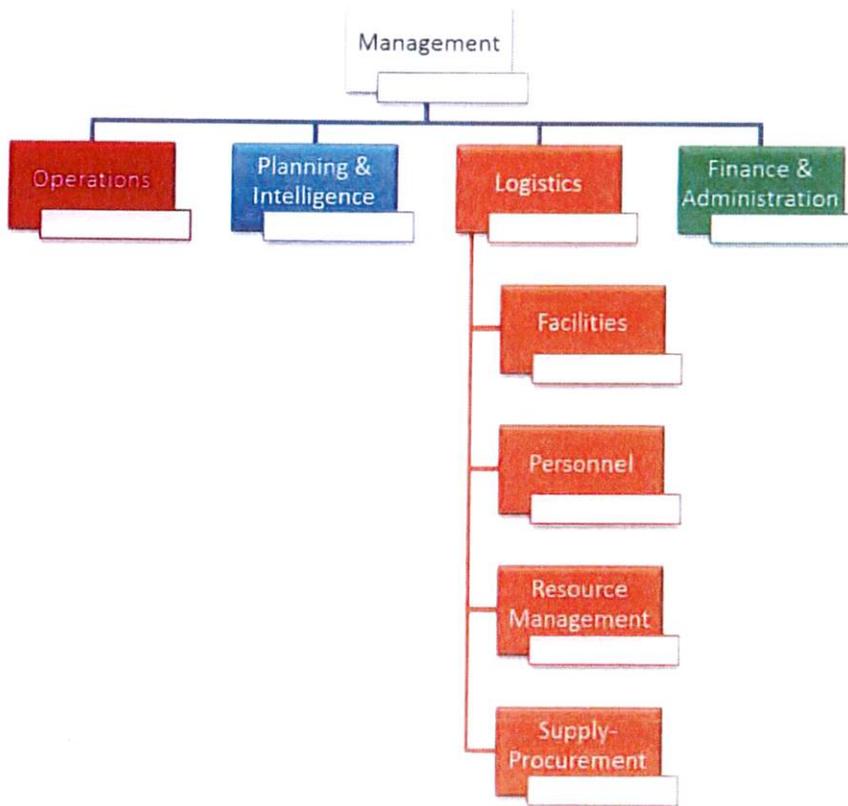


Figure 10 - Logistics Organizational Structure

## RESOURCE ORDERING

When fulfilling a resource request, the Logistics Section staff will typically follow the general sequence for locating the resource to fulfill the request:

- Use internal resources first (City owned)
- Attempt to borrow the resource
- Look for donated goods/services
- Rent or lease the resource
- As a last resort, buy the resource (if the Logistics Section must resort to purchasing the resource, the Logistics Section Chief will confer with the Finance & Administration Section to ensure the purchase is approved before placing the order, and all purchases will be in accordance with Purchasing guidelines)
- Complete resource request form

Additionally, if the resource is a critical and immediate need, the general sequence may need to be bypassed in order to address immediate concerns. The Logistics Section Chief, Finance & Administration Section Chief and Management (EOC Director) will coordinate to make the determination on the appropriate action.

A visual representation of how Resource Requests (personnel, equipment or technical assistance) are made through one of the following processes:

1. Discipline-specific (usually Fire and Law) mutual aid systems: Requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to Operational Area (OA) Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.

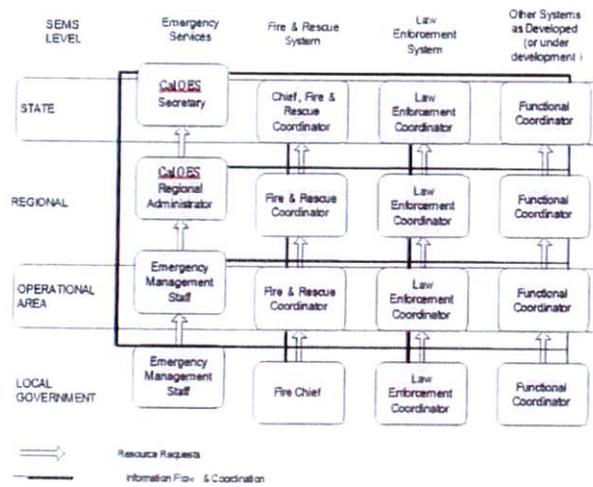


Figure 11 - Mutual Aid System Ordering Process

2. All other resource requests will be made through the logistics function at each level.

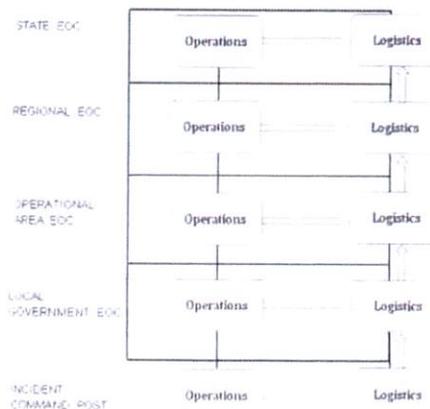


Figure 12 - EOC Ordering Process

## RESOURCE TRACKING

After the Logistics Section locates and procures the resources necessary to fulfill the request, the Logistics Section will coordinate with the respective function that the resource was ordered for to ensure the resource was delivered to the appropriate location and has been checked in to the response. The Resource Management Unit will track all resources and display their status via either a status board (manual or digital) or T-card system. Resource tracking will ensure that all resources throughout the duration of the event are accounted for as per the resource management cycle pictured below.

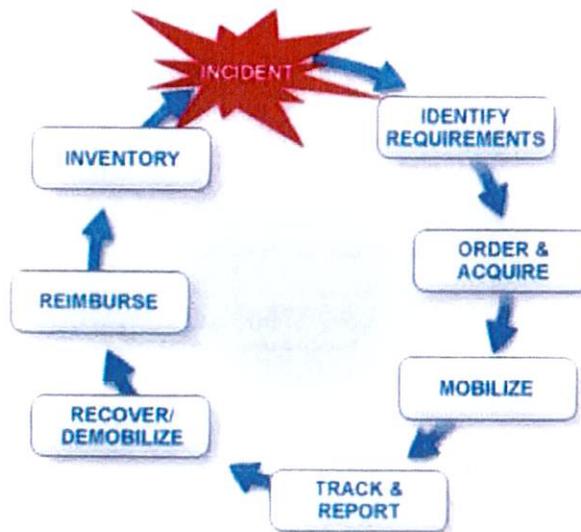


Figure 13 – Resource Management Cycle

## CITY ASSET MANAGEMENT SYSTEM

The City of Winters has an in-house asset management system that is used to track all City owned assets over \$5,000 per item and this includes vehicles, equipment, software and infrastructure.

## VOLUNTEER MANAGEMENT

The Personnel unit also serves as the primary source of volunteer management for the City of Winters. The City may partner with Hands on Capital Superior California (this may be a limited resource due to their support for other surrounding regional partners), for volunteer management support in addition to the pre-identified sources of volunteers for the city such as the Police Department's Volunteers in Policing (VIPs). There are also additional volunteer resources through the OA DSW volunteer groups (ELWs, ARES, VERT, etc.<sup>8</sup>). The establishment of a Volunteer Management Center together with the OA may be necessary for coordination purposes<sup>9</sup>.

<sup>8</sup> See the Yolo Operational Area Disaster Service Worker Volunteer Plan for more information.

<sup>9</sup> See the Yolo Operational Area Donations & Volunteer Management Support Annex for more information.

### **DONATIONS MANAGEMENT**

The Supply-Procurement unit also serves as the primary source of donations management (both in-kind and monetary) for the City of Winters. The City is working with Yolo County to develop procedures and protocols to accept and receive in-kind and monetary donations during and emergency or disaster.

## FINANCE & ADMINISTRATION SECTION

The Finance Section is responsible for tracking all costs associated with the EOC activation. The Finance Section staff must analyze and identify appropriate costs and ensure that all costs conform to existing emergency operations procedures, ordinance and rules. Additionally, the Finance Section staff must track costs across multiple departments and agencies.

The Planning Section Chief identifies whether full or partial staffing is required to respond. When fully activated the section may include the positions shown in the organizational chart. The duties assigned to the unfilled position are the responsibility of the Planning Section Chief.

### SECTION OBJECTIVES

The Finance Section will accomplish the following specific objectives during a disaster/emergency:

- Track all costs and present payments to the Management Section for approval
- Approve emergency purchases and contracts
- Maintain force labor accounting
- Maintain force equipment accounting
- Process claims (workers compensation, injuries to responders, damage to equipment)
- Fiscal Management

### TOOLS

- Org Chart
- Employer's Report of Occupational Injury or Illness
- Workers' Compensation Claim Form
- FEMA 90-Forms (Qty 6)
- Disaster Cost Documentation Flow Chart
- Tracking & Allowable Costs Cheat Sheet
- PA Damage Categories Cheat Sheet
- CDAA vs FEMA Comparison
- PA Designation Thresholds
- Job Action Sheets
- DSW Volunteer Claim Submission Instructions
- Accident Investigation Report
- Extra Cost Accounting Forms
- Disaster Cost Accounting File Checklist
- Initial Damage Estimate Form
- PA Process Flow Chart
- Recovery Fact Sheet
- Natl Register of Historic Places - Yolo

**The section will be staffed by the Finance Department and other city departments as directed by the EOC Director** as needed to perform the various functions required to support emergency management operations within the activated EOC. Additional branches or units may be established as needed to meet operational needs.

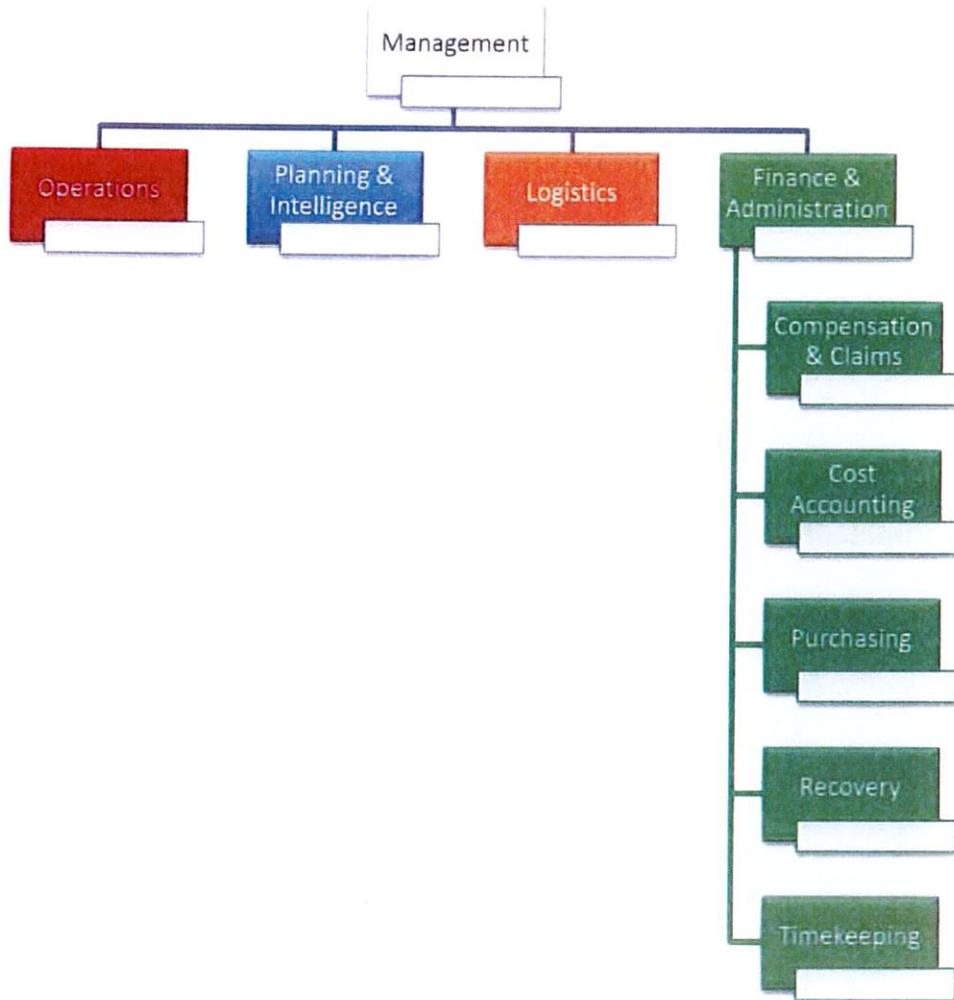


Figure 14 - Finance & Administration Organizational Structure

The City of Winters will respond (fiscally) with the understanding that the response will be funded by the city and that every effort will be made to access recovery funds (but that those funds are not guaranteed). Generally, in a disaster, if a Governor's Proclamation is granted to the City and/or County the state may reimburse eligible costs to the City at a 75/25 percent cost share. Additionally if the Governor asks the President to proclaim a major disaster for the area and that request is granted then there may be additional funding reimbursement available.

The City of Winters has uses specifically numbered purchase orders and project numbers within the city financial system to segregate disaster related costs during an emergency and/or disaster.

### CITY EMERGENCY PURCHASING POLICY

The City of Winters has an emergency purchasing policy in effect. The City's Policy and Procedures manual states that in the case of an emergency, a "program number" will be assigned to track all costs associated with that emergency.

The Finance and Administration works closely with the Logistics Section, specifically the Personnel and Supply-Procurement Units to account for all expenditures during the event.

Purchasing procedures will not be waived during an emergency but may be augmented to accomplish any emergency work provided augmentations do not come into violation with standard OMB circulars.

The Recovery unit will advise all F&A staff on any changes needed to policies/procedures/documentation during the event to be better in line to accept recovery funding sources as they become available.

For more information on Recovery refer to the Recovery Framework 2012.

## ANNEX MAINTENANCE

The City of Winters City Manager's Office will coordinate with the various City departments on any updates and revisions of this Emergency Operations Center Annex.

Those agencies and organizations listed as having anticipated roles and responsibilities under this annex shall inform the Director of Emergency Services when they are aware that changes need to be made.

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## APPENDIX WINEOC-2: VERSION HISTORY

(Note: File each revision transmittal letter behind this record page.)

Version Number	Implemented By	Revision Date	Approved By	Approval Date	Description of Change
1.0	Yolo OES	03/02/2016			Initial Draft