# DSW MRC Agenda

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<td>Start</td>
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<td>Introduction &amp; Training Objectives</td>
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<td>DSW Role</td>
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<td>Historical &amp; Potential Threats</td>
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<td>Incident Command Systems (ICS)</td>
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<td>Questions &amp; Answers</td>
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Emergency Management,
• Coordinate cities, special districts, federal agencies
• Oversee ACS (140 operators)
• Coordinate homeland security grants 12 million, training and equipment to first responders
• Develop Training for Operational Area Partners

Fire Operations & Training,
• 15 VFC consisting of over 365 volunteers
• Command control, training
• Provide fire and medical

Fire Prevention,
• Performs plan check review and field inspections at new construction sites,
• Promotes vegetation management programs and fire prevention education in the unincorporated areas of the county.

Hazardous Materials,
• 1 of 2 hazardous materials units
• Lead Certified Unified Program Agency (CUPA)
• Perform business reviews and field inspection HAZMAT
• Distribution, storage
• One of few in nation that is all volunteers.

One of two hazardous materials response teams in the county, the lead Certified Unified
Program Agency (CUPA) for most of the county performs business plan reviews and field inspections dealing with hazardous material storage and distribution sites.

Finally, the **Administrative Division** which coordinates, trains and responds with 15 Community-based Volunteer Fire Companies of County Fire Service Area (CSA) 40 with over 365 volunteer firefighters. This division provides command & control, administration, training and support functions for the delivery of fire and emergency medical services.

Emergency Management, the lead agency for the Operational Area emergency management program, coordinates with cities, special districts, state and federal agencies. Over 140 licensed amateur radio operators volunteer to provide emergency communication services through the Auxiliary Communications Service (ACS) program. This division also applies for and coordinates the Homeland Security Grant Program, delivering over $7M of equipment, exercise and training to the Operational Area first responders.

Provides administrative services to the department including, purchasing, budgeting and grant support to the department.
Employees electronically received:
18 page outline of this course
Disaster Service Worker Memo (appendix)
Another component of a successful emergency management program is a consistent, institutionalized EOC Staff Development Program. The program addresses both required and recommended training depending on the specific position that is held in the EOC. The FES and our partners have implemented a robust training and exercise program for all positions within the EOC. The basics of emergency management systems are introduced to all employees through the New Employee Orientation class. County personnel assigned to a specific role in the EOC are offered additional training to assist in developing skills and building confidence. Opportunities include a quarterly EOC Orientation, Section Specific training and EOC position training. On an ongoing basis, FES provides refresher training, conducts exercises, distributes the bi-monthly EOC Blast, and offers Lunch n’ Learn session on specific topics.
DSWVP Guidance & Policy

- California Requirements:
  - Register
  - Train
  - Supervise
  - Maintain
  - Approved by Local Disaster Council
Emergency Management Phases

- Mitigation
  - Prevent or reduce effects of disaster.
- Preparedness
  - Change behavior to limit the impact of disaster.
- Response
  - Mobilize the necessary emergency services.
- Recovery
  - Restore the affected area to its previous state.
Covered under the California Emergency Services Act.
Assigned service activities by your supervisor or by law.
You do get paid!
You cannot be held liable.
MRC Volunteers Are Disaster Service Workers (DSW)

- Resources:
  - Handouts
  - Emergency Services webpage
  - Ready.gov
  - American Red Cross (ARC)
Recovery:
EOC often performs the function of Recovery Operations. Recovery planning begins almost immediately.
Transition from life saving to recovery.
These are examples of Recovery Operations

**LAC:**
One stop shop of all these services under one roof
Planning for the LAC begin in the EOC.
Depoloyee these agencies to the affected area to better serve the citizens affected
County personel could be asked to staff these centers.
Other agencies and non-profits may also be involved in staffing the LAC to provide
The idea is to better service to the survivors
16 identified threats to county
Adding 2 this year
based on disaster history, frequency of occurrence and the potential for overall event damage.
Top 4:
  Earthquake
  Landslide
  flood
  wildland fire.

**Tsunami** – Hit Sonoma but significant damage in Humbolt County March 2011

**Wildland Urban Interface Fire** – Much of the county is considered vulnerable to wildland fire
(high fuel content coupled with a dense population)
special vulnerability to areas :
  Fitch Mountain
  Sonoma Highlands
  Montecito Heights
Disaster vs Incident/Emergencies

- **Emergency operations are different...**
  - They are dangerous
  - Often involve fatalities, injuries
  - Property damage
  - Disruption of normal operations

- **Disasters are Dynamic...**
  - More than one incident
  - The need for resources outstrips their availability
  - Require priorities be set
Disaster Proclamations

Proclaimed by County Administrator & ratified by Board of Supervisors:
- Mutual Aid available
- Orders to protect life & property
- Enhanced immunity from lawsuits

Proclaimed by Governor:
- May suspend statutes & regulations
- Enact emergency plans
- Financial relief for emergency actions and restoration of public facilities and infrastructure
- State mutual aid

Declared by President:
- Authorizes federal “essential” assistance
- Individual assistance
- Federal mutual aid
- Mitigation funds
There have been numerous Sonoma County Op Area EOC activations and local emergency proclamations since 1991. We have made 20 local emergency proclamations that resulted in thirteen gubernatorial proclamations, ten of which became Presidential Declarations of Major Disaster. Seventeen of the emergencies resulted in at least a partial activation of the EOC.

Of the 25 emergencies identified in this history, nine have been flood events, five winter storms, three wildland fires, one each for landslide/debris flow, oil spill, sand barrier blockage, tsunami, civil unrest, freeze, drought, earthquake and a public health emergency.
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Chapter 10 of the Sonoma County Code addresses the responsibilities and authority of the Fire & Emergency Services Department, County Administrator, the Board of Supervisors and the Emergency Council during times of emergency. Chapter 10 provides local regulations to comply and integrate with the Statewide provisions of the California Emergency Services Act (Govt. Code sections 8550 et seq.) Specifically, the code designates the County Administrator as the Director of Emergency Services, outlining the authorities and emergency powers. The code establishes the Emergency Council, including membership, powers and duties. The Emergency Council is an advisory body comprised of a broad spectrum of public and private Op Area disaster response partners.

The purpose of the Council is to develop County policy as it relates to emergency management, and to provide guidance and direction to the overall Operational Area emergency management effort.

The Chairperson of the BOS is ex-officio chair of the Emergency Council. The CAO has most recently performed duties as Chair of the E-Council.

County Code Section 10-18 states that the Board may appoint up to three Stand–by Officers for BOS succession. A key element of the statute is the provision to regulate, conserve, control and distribute essential resources during times of disaster.
Sonoma County’s Goals

- Perform effective life safety measures and reduce property loss and damage to the environment.
- Provide the rapid resumption of impacted businesses and community services.
- Ensure accurate documentation and records required for cost recovery efforts.
Sonoma County Department of Emergency Services, Emergency Management Division is the Operational Area’s lead agency for emergency management in Sonoma County. One of the key roles of the Emergency Management Division is to provide an information conduit between first responders, local government and special districts, the state and federal government for emergency management issues. The Emergency Management Division accomplishes this by using the Operational Area concept. In accordance with the Standardized Emergency Management System (SEMS) the Operational Area (Op Area) includes all of the political subdivisions within a county’s geographic borders. All nine of the Sonoma County cities and Sonoma State University and the Sonoma County Junior College District have signed an Op Area Agreement and a Joint Powers Agreement to work together in their disaster response. Special districts are also integrated into the Op Area EOC to assist and coordinate their specific roles and responsibility. All of the cities, special districts, first responder agencies and non-governmental organizations are referred to as our “Op Area partners”. We also maintain and provide Emergency Operation Center (EOC) support to the cities and unincorporated areas of the county, by assisting when they open their EOCs or by opening the Op Area EOC.
Operational area is geographical boundaries by political
Signed an Operational area Agreement and JPA - Joint Powers Agreement to work together in the event of a emergency.
9 Cities and 2 Special agencies
Conduit information
Location of our EOC
Why Op Area: CA has 58 counties vs 478 cities (not including special districts)

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and provide Emergency Operation Center (EOC) support to the cities and unincorporated areas of the county, by assisting when they open their EOCs or by opening the Op Area EOC.
As each level of government proclaims an emergency, assistance becomes available from the next higher level. At the highest level of proclamation, aid may come from other states and the federal government.
No matter the disaster that may occur, we have a response plan. It is called the Sonoma County Operational Area Emergency Operations Plan (Op Area EOP). It is divided into three parts.

**Part One** – Explains the tools and systems we use in emergency management, including Incident Command System (ICS), Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), and how we structure our local county government to respond to disasters.

**Part Two** – Provides a threat summary and assessment with a general description and local vulnerability, similar to what you have just heard. There are 16 different hazards that are assessed. 2 assessments that are being added in the revision. (EAP and Agricultural)

**Part Three** – Consists of the legal documents that lines out our authorities and responsibilities. This includes BOS resolutions, MOUs, Joint Power Agreements and Chapter 10 of the County Code. We also have a glossary of terms and a definition of the abbreviations and acronyms used in the EOP.

There have been periodic updates to the EOP. For example, in 2006 it was updated to integrate the National Incident Management System (NIMS), to incorporate elements of the Local Hazard Mitigation Plan and to reflect operational realities.
Emergency Operations Plan (EOP)

is supported by functional and operational references

Functional / Operational References
These references are specific to various agencies, functions, or threats and may contain the following:

- Specific Policies and Standard Operating Procedures (SOPs)
- Checklists
- Maps / Charts
- Forms
- Contact lists (employees / vendors / services / etc.)
- Specific legal references
- Intr agency responsibilities
- Multi-agency coordination responsibilities
- Any other relevant data that is detailed in nature or subject to frequent change
Requirement of FEMA and NIMS in order to be reimbursed. Since 2007 Sonoma County has incorporated this 1 hour training into NEO 1. It’s been developed to give understanding of the Elements of Disaster Response in Sonoma County and meet FEMA requirements.

The Incident Command System, Standardized Emergency Management System and the National Incident Management System are all elements of the disaster response system in Sonoma County. Since 2007, all county employees have received at least a one hour orientation training on ICS, SEMS, NIMS, as well as information for individual and family emergency preparedness. This training incorporates elements from each of these systems, providing an introduction to the integrated response of government agencies in times of disaster. The intent of the training is to give the audience an awareness level of understanding of these systems and meet the requirements established by FEMA and the National Incident Management System. We have institutionalized this training by incorporating it into the County’s New Employee Orientation Program.

All of these systems have pieces, which when used together help to provide us with a complete, organized, effective, and uniform emergency management response to disasters. Just like a puzzle, when they are in their proper place, the response will not only look right, it will be effective. Together, these systems work to streamline, coordinate, control, and communicate throughout all levels in government and emergency management. This presentation is designed to provide you with a
description of each of these critical pieces so they fit together into a seamless whole.
Integral part of EOP
these systems are used by all jurisdictional levels, from city, to county, to state, to federal, and across all disciplines, from law, to fire, to EMS, to public works and public health.
Ensures all stakeholders understand command reporting structures, common terminology, and roles and responsibilities inherent in emergency management response operations.

An integral part of the EOP are the systems that government uses to the manage the disasters. These systems, the **Incident Command System (ICS)**, **Standardized Emergency Management System (SEMS)**, and the **National Incident Management System (NIMS)** are part of a comprehensive national approach to incident management. In California, these systems are used by all jurisdictional levels, from city, to county, to state, to federal, and across all disciplines, from law, to fire, to EMS, to public works and public health. Use of these systems ensures all stakeholders understand command reporting structures, common terminology, and roles and responsibilities inherent in emergency management response operations.
If we go back in California history, we will find that SEMS has its origins in the Incident Command System (ICS). The Incident Command System was created to assist fire agencies to manage large wildland fires in Southern California in the early 1970’s. Many of the ICS concepts were borrowed from large scale military planning and strategy, then customized for use in these types of fires. CALFire and other fire agencies have experienced great success in managing large scale fires using ICS and it has become common place to establish Incident Command on virtually all fire responses in CA. The beauty of ICS is its wide applicability across a broad spectrum of disasters and that it encompasses all emergency management disciplines. This is why ICS is shown in the center of the puzzle, holding all the pieces together.
• Management: Makes decisions
• Operations: Doesn’t tell the field what to do, but supports field response
- Planning: Develop a detailed understanding of what the current conditions are and what our plan should be going forward.
- Logistics: Obtain the resources that the organization needs to accomplish its goals and objectives – people, places, things, materials, communications
- Finance/Admin – Pays and helps document the incident, accounting for people, ensuring we qualify for reimbursements and tracks resource use.- San Jose’s potential “burn rate” in an EOC activation could be $1-2 mil. per hour
Hierarchy – Delegate vs Authority (fill positions) if unfilled you complete tasks

The benefits on the prior slide cannot be realized without specific concepts to apply to disaster management. These ICS concepts are:

**Five functions** – All ICS positions are organized into five functions; Management, Operations, Planning, Logistics, and Finance/Admin. We’ll talk about this more in a moment.

**Management by objectives** – In order for large operations to be effective, personnel must understand the goal they are working towards. By setting specific, measurable, achievable, realistic and timely objectives, responders can understand and work toward the goal set and agreed to by the team.

**Action planning** – If you have goals and objectives, you need to have a plan to reach and achieve them. Action planning provides the specifics to accomplish objectives within the operational period.

**Flexible organization** – Disasters are notoriously dynamic and require the ability for the organization to potentially change direction and focus quickly. Having a built in capability to expand, contract, deploy and demobilize units, branches and groups as appropriate for the response is a critical capability.
A key element in large scale multi-agency operations is determining who is in charge, how agencies can work together and maintain their autonomy. Commanders to make joint decisions and establishes a single command structure.

ICS uses a concept called **Unified Command** that defines how agencies can work together and maintain their autonomy to some degree. It requires that all agencies and jurisdictions agree to operate under Unified Command and use a single Action Plan with common objectives. It provides commanders to make joint decisions and establishes a single command structure. Unified Command is a cooperative command process that works for consensus. It insures that Unity of Command is maintained. Unity of Command is one boss for each leader – no dotted lines!
It is critical for large scale, multi agency operations to have a comprehensive action plan to set and reach their operational period objectives. The action plan creates and establishes the objectives. The plan identifies the tactical objectives and the support activities necessary to meet them. It defines the priorities of the operation and appoints resources to accomplish them. It assigns the operational components of the objectives to the appropriate function and establishes the time period for the completion of the activities (the Operational Period). An action plan should be written for all incidents that require EOC support. This plan clarifies the instructions and intentions of the management team to the field responders and support staff and helps to document the incident and the response.
There is an incident and the Incident Commander has asked that the EOC be opened to support field operations. The request triggers a notification process.

Management meeting Form 202 (overall policies and priorities, AE)
1. Planning meeting Form 203, 204, 215 (tactics, resources)
2. Operations briefing (Operations Section Chief presents EOC Action Plan) (Planning Section Chief facilitates briefing)
3. Implementation
4. Assessment of situation and progress

Defines our priorities.
Ensures total organizational awareness and knowledge of objectives!
Organizes EOC support to the field and other EOCs.
Moves us from being reactive to being proactive.
When do we complete an Action Plan?
2 or more jurisdictions overlap another operational period
organizational elements activated
As required by jurisdiction
Who attends each meeting?
1. Situation briefing/shift change
Form 201
2. Management meeting Form 202 (overall policies and priorities, AE)
3. Planning meeting Form 203, 204, 215 (tactics, resources)
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   2 or more jurisdictions
   overlap another operational period
   organizational elements activated
   As required by jurisdiction
Who attends each meeting?
Example of the County EOC ICS structure:

Director CAO
Operations – Sheriff Captain
Logistics - General Services
Finance Admin - Auditor Controller for county

Bill Rousseau – County Clerk-Recorder-Assessor
Jerry Dunn – Human Services
Susan Klassen – Transportation and Public Works
Kathleen Pozzi – Public Defender

County agencies and departments daily respond to all types of hazards and emergencies. In a response that requires additional resources or coordination, the Op Area EOC may be opened and staffed primarily with County employees. This is an example of a County EOC response based on the SEMS system of Sections, Branches and Units. During the New Year’s Day Flood in 2006, over 50 personnel were used to staff the EOC, mostly County employees, but also others representing CHP, CalFIRE, Santa Rosa, Red Cross, SCOE, Water Agency, Rincon Valley Fire, & Civil Air Patrol committed personnel to assist in the coordination and response. A critical element in considering who should staff a position within the EOC is whether they have adequate knowledge of their department and County operations, can work well with other departments in a potentially stressful environment and have the authority to commit
their departmental resources to assist in the response.
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their departmental resources to assist in the response.
2137 homes destroyed in one of the most highly protected areas of the world.
State Senator Nicholas Petris
Introduced Senate Bill 1841 which created 8607 mandating the use of SEMS for disaster response.
SEMS combines many pieces of our emergency management puzzle and facilitates the process of interacting with cities, other counties and state agencies.

In California, we have the Standardized Emergency Management System (SEMS) for government to use in response to disasters. SEMS was a by-product of the East Bay Hills Fire in Oakland in 1991. 2,137 houses were destroyed by fire in one of the most highly protected (per capita) areas in the world. One of the houses that burned down belonged to CA State Senator, Nicholas Petris. After the fire, Senator Petris introduced Senate Bill 1841 which created Government Code Section 8607 and mandated the use of SEMS for government response in order to receive state reimbursement for personnel costs associated with the disaster. All counties in CA have since mandated the use of SEMS for their disaster response. SEMS combines many pieces of our emergency management puzzle and facilitates the process of interacting with cities, other counties and state agencies.
SEMS/NIMS is REQUIRED!

Mandated:
- By County Code
- *For Government agencies to receive State & Federal reimbursement for personnel costs*
- To remain eligible for Homeland Security grants
- For Public hospitals seeking financial recovery following a declared disaster
Location which primary field command functions are executed
Location where emergency operations are conducted by a distinct discipline, ie; law
Location where centralized emergency operations are performed

**Coordination between agencies:**
- Flow of information
- Deployment and tracking of resources

Other places besides Op Area EOC that coordinate, control and share information

Sheriff, Transportation, SCWA, Public Health have Docs

Within SEMS, along with the Op Area EOC, there are other places where coordinating, controlling and information sharing activities may take place. Each of these has a specific role and responsibility in managing the disaster response. In the field, operations are managed at the Incident Command Post (ICP). The ICP communicates to the Operations Section in the EOC. If response operations require a surge or additional support from a specific department, that department may use a Department Operations Center (DOC) to manage and assign their resources. The DOC would coordinate these decisions via a liaison officer at the EOC. An example of a DOC response in the
County EOC, is when Transportation and Public Works would operate a DOC out of La Plaza B and provide a liaison officer at the EOC. Other technical experts may also perform their functions outside the EOC and communicate directly using the chain of command (Geographic Information Systems (GIS), Rapid Evaluation Survey Assessments (RESA) inspections, Continuity of Operations Planning (COOP) Group). A recent example of a County department DOC was with the Health Services Department, Public Health Division “Surge Center” which activated in spring of 2009 for H1N1 flu response.
The primary way that we coordinate emergency management information in the Sonoma County Op Area is through the Emergency Coordinator’s Forum. This forum consists of all of the local, regional, state, federal and private, non-profit responders in our Op Area. We meet quarterly, discussing and coordinating training and exercises, plans, capabilities, best practices and projects to improve our emergency management response.
Another component of our emergency management organization is the Sonoma County Operational Area Emergency Council. The Emergency Council meets semi-annually in May and November. The purpose of the Emergency Council is to meet state requirements to establish a local disaster council and authorize rules and regulations for dealing with local emergencies. Pursuant to Chapter 10, Sections 10-7 and 10-8 of the Sonoma County Code, the Emergency Council is empowered to study, revise, and recommend to the Board of Supervisors for adoption, the County’s emergency operations plan. The Emergency Council serves as the local Citizen Corps Council, and reviews and recommends action upon all proposed mutual aid agreements for the Operational Area. The Emergency Council may recommend resolutions, rules and regulations necessary to implement the County’s emergency operations plan or any mutual aid agreement entered into pursuant to such plan.
Some decisions need to be made for the type of support functions that are necessary for an incident response. Initially, the Incident Commander determines the need for additional support. Once it is decided that further resources are needed, he would request a DOC activation through his department or an EOC activation at the city or County level. Our agreements and SEMS require us to open the Op Area EOC if asked by the city, or if two or more cities have activated their EOC. It also must be determined what level of activation should be undertaken. Is a minimal activation sufficient? Or a full activation necessary? This is where operational factors come into play. What is the threat and the likelihood of additional support needs? How many resources are necessary? Are their multiple agencies and jurisdictions involved in the response requiring greater coordination? Is there a significant need for public information and risk communication? Concerning the activation of the Op Area EOC, these questions would be assessed by the Emergency Manager, the Director of Fire & Emergency Services, the Sheriff or the County Administrator to reach a decision.
In order to request, coordinate and deploy mutual aid during times of disaster, it is necessary to have redundant communications systems that operate independently of normal systems, and define the protocols and mechanisms for such requests. The **Operational Area Satellite Information System (OASIS)** and **Cal EOC** are state maintained and operated systems to assist with communication from the state to the Op Area.

OASIS is a satellite based system independent of traditional telephone infrastructure that connects Cal OES and all the Op Areas. It provides voice, data and even video-teleconferencing capabilities. These phones can dial County to County, or County to state. The connection supports internet access. OASIS phones can also be used to dial into the traditional 10 digit phone system through exchanges in Sacramento and Los Alamitos.

Cal EOC is an internet based network and is used by the Op Areas to provide situation status reports, damage assessment information, mutual aid and resource requests to Cal OES.
FEDs did not use ICS. Difficult for FEDs to interact with State and local govt
President Bush signed Directive 5

The National Incident Management System (NIMS) unites all the pieces of our puzzle. Prior to September 11th, 2001, the federal government did not use the Incident Command System to manage its response to disaster, making it difficult to interact with state and local government responders. It also did not provide a national standard to guide states and local governments with their disaster responses, creating additional complexities when dealing with large incidents requiring massive federal and state mutual aid.

On February 28, 2003, President George W. Bush signed Homeland Security Presidential Directive #5 which, “enhance(d) the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system.”

Fortunately for California, NIMS is primarily based on the SEMS model, requiring only additions and modifications to our existing response organization. NIMS has also added training requirements for local government employees to be eligible for federal preparedness grants.

NIMS is now the standard emergency management system used throughout all levels of government response to disasters in the United States.
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Communication & Information Management

- Tactical Interoperable Communication Plan
- Warning Systems (IPAWS, EAS, Media)
- Auxiliary Communications Service (ACS)
- Dedicated Communication Systems
  - SoCo Alert
  - WebEOC
  - OASIS
  - EDIS
  - LBRICS
  - GETS

*Warning is most effective when systems are used in combination!*
FEDs did not use ICS. Difficult for FEDs to interact with State and local govt
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Questions?

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