Santa Cruz County Operational Area

EMERGENCY OPERATIONS PLAN

DATE OF APPROVED PLAN: SEPTEMBER 10, 2024

Acknowledgements

The Santa Cruz County Office of Response, Recovery & Resilience (OR3) gratefully acknowledges the following who contributed to the development of the Santa Cruz County Operational Area Emergency Operations Plan.

Elected Officials

- County Board of Supervisors
- City of Capitola City Council
- City of Santa Cruz City Council
- City of Scotts Valley City Council
- City of Watsonville City Council

County Departments

- County Administrative Office (CAO)
- Agricultural Commissioner's Office
- Auditor-Controller's Office
- Community Development & Infrastructure Department (CDI)
- District Attorney's Office
- General Services Dept (GSD)
- Health Services Agency (HSA)
- Human Services Department (HSD)
- Information Services Dept (ISD)
- Sheriff's Office

Cities & Special Districts

- City of Capitola City Manager
- City of Capitola Police Department
- City of Santa Cruz City Manager
- City of Santa Cruz Fire Department
- City of Santa Cruz Office of Emergency Services
- City of Scotts Valley City Administration
- City of Scotts Valley Police Department
- City of Watsonville City Manager
- City of Watsonville Fire Department
- City of Watsonville Police Department
- Pajaro Regional Flood Management Agency
- Santa Cruz Port District/Santa Cruz Harbor
- Santa Cruz Regional 9-1-1 (NetCom)
- Ben Lomond Fire Protection District
- Boulder Creek Fire Protection District
- Central Fire District of Santa Cruz County
- Felton Fire Protection District
- Zayante Fire Protection District

State of California

- California Governor's Office of Emergency Services (Cal OES) Community Planning Unit (CPU)
- California Governor's Office of Emergency Services (Cal OES) Office of Access and Functional Needs (AFN)
- California Department of Forestry and Fire Protection (CAL FIRE)
- California Department of Parks and Recreation (State Parks)
- California Department of Transportation (Caltrans)
- California Highway Patrol (CHP)

Non-Governmental Organizations and Businesses

- 2-1-1 Santa Cruz County
- American Red Cross
- Association of Faith Communities of Santa Cruz
- Brookdale Senior Living Scotts Valley
- Catholic Charities
- Center for Farmworker Families
- Community Action Board of Santa Cruz County (CAB)
- Community Foundation Santa Cruz County
- Community Bridges
- Diversity Center
- Dominican Hospital

- Ecology Action
- Encompass Community Services
- Hearts & Hands Post Acute Care and Rehab Center
- Health Improvement Partnership (HIP)
- Mountain Community Resources
- Pajaro Valley Leaders Group
- Palo Alto Medical Foundation
- Ramos Farms
- San Lorenzo Valley (SLV) Roundtable
- Santa Cruz Community Health

- Santa Cruz County Community Emergency Response Team (CERT)
- Santa Cruz County School District Superintendents
- Santa Cruz Seaside Company/ Santa Cruz Beach Boardwalk
- Second Harvest Food Bank
- Seniors Council of Santa Cruz and San Benito Counties
- South County Triage Group
- Sutter Health-Palo Alto Medical Foundation
- Sutter Maternity and Surgery Center
- Watsonville Post Acute Center
- Watsonville Community Hospital
- Westwind Memory Care
- United Way of Santa Cruz County
- University of California, Santa Cruz
- Valley Convalescent Hospital
- Volunteer Center of Santa Cruz

Special thanks to all the individuals who participated in the public review process and provided valuable input and suggestions on the plan and emergency management processes in the county.

Photo Credits: Special thanks to the following photographers for their talent and the donation of cover photos and all photos used throughout this document:

- Tarmo Hannula
- University of California, Santa Cruz staff and volunteers

Executive Summary

The Santa Cruz County Operational Area (OA) Emergency Operations Plan (EOP) seeks to ensure a coordinated and effective response to any emergency, disaster, or event that impacts, or may impact, the county and/or OA operations.

This EOP supersedes all previous County EOPs and related guides. The EOP:

- Is consistent with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the National Response Framework (NRF).
- Works in accordance with the State of California State Emergency Plan (SEP).
- Is comprised of a Base Plan, Emergency Support Functions (ESF) annexes, and supporting attachments.
- Is designed to facilitate coordination with EOPs throughout the OA, including other partner agencies and jurisdictions.

Plan development was led by the County Office of Response, Recovery, and Resilience (OR3) and the County Administrative Office (CAO). County staff, community partners, and stakeholders from diverse and vulnerable groups were actively included in the plan's development to foster a collaborative, community-centered approach. By focusing on those at the margins, the plan strives for a holistic understanding and consideration of all community members' needs throughout all phases of emergency management.

Emergency management is a comprehensive cycle of mitigation and prevention, preparedness, response,
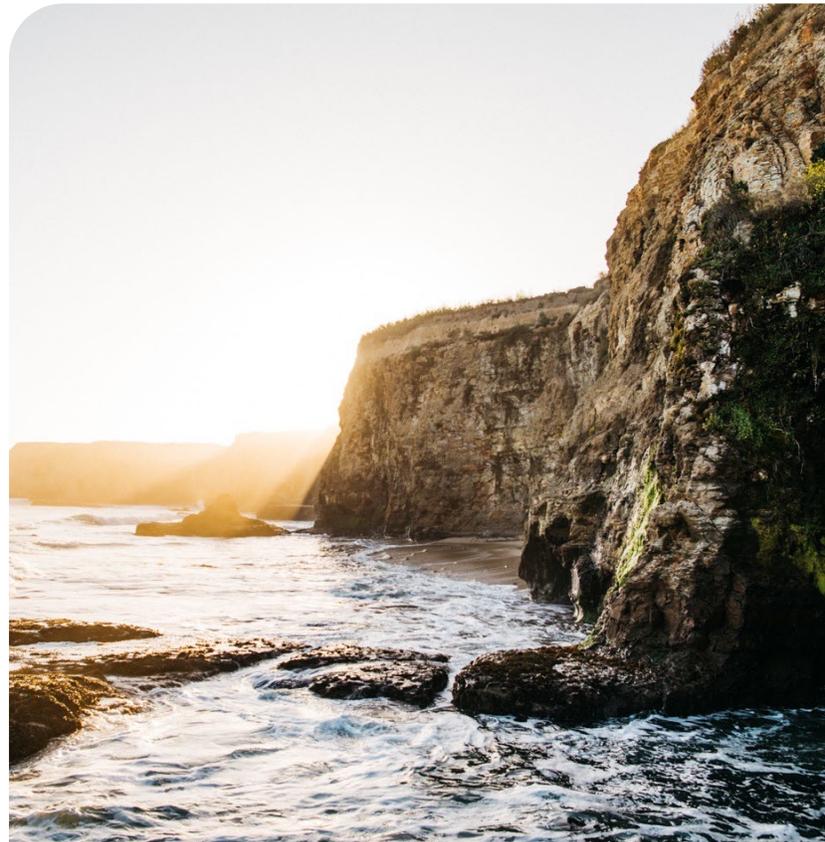
and recovery. The EOP Base Plan represents a purposeful step forward in advancing the readiness and resilience of the county. To build and maintain the county's emergency management capabilities, ongoing community engagement is essential. Additional planning, training, equipping, and exercising (practice) are necessary at all levels of government, within the nonprofit and private sectors, and at the community and individual levels.

This additional, ongoing, preparedness work must be purposeful, inclusive, and whole community centered. This includes, but is not limited to:

- Development of supporting ESF and other EOP annexes.
- Development of additional plans required for successful emergency management, such as continuity of operations/government (COOP/COG).
- Tactical documentation such as standard operating procedures (SOPs), checklists, equipment and facility lists, and other tools.
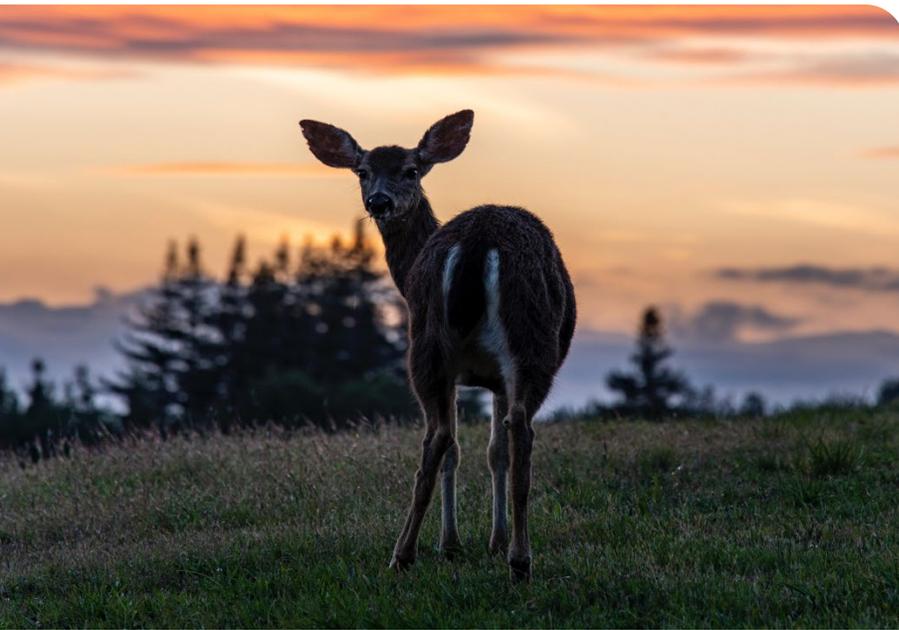
Two primary groups will be established to promote whole community engagement and resilience throughout all phases of emergency management. The County Emergency Management Team (CEMT) and the Readiness Working Group (RWG) are codified within this plan. Membership composition, organizational structures, and procedures require work for these groups to achieve their full intended purpose. The effort to embed the CEMT and RWG into County and community culture will be led by OR3. Collaborative work is also required by the entirety of the Santa Cruz County Emergency Management Community to maximize effectiveness. The Emergency Management Community includes individuals, households, and stakeholders from all community sectors including

public, private, community-based and non-governmental organizations and groups.

Plan Overview

A brief overview of the Base Plan and its Attachments is below. Overviews of the ESF structure and each ESF are in Section 10: County ESFs & EOP Annexes.

Section #	Section Summary
Section 1	**Plan Administration.** Provides EOP administrative elements.
Section 2	**Introduction.** Defines the overarching purpose and scope of the EOP, and provides an overview of the County's situation including its community, population, and potential hazards and threats that may affect the County/OA.
Section 3	**Concept of Operations.** Describes the County's emergency management approach for a flexible, scalable response to emergencies and events in accordance with SEMS and NIMS. Provides guidance for overall priorities, goals, and strategies, an overview of the County's established Local Emergency proclamation process, and the County's whole community management and engagement strategy.
Section 4	**Organization & Assignment of Responsibilities.** Defines the County's Emergency Management Community, its Emergency Management Organization (EMO), and its functional and operational structure. Provides an overview of key roles, responsibilities, emergency authorities, and COOP/COG principles.
Section 5	**Direction, Control, & Coordination.** Outlines the County's scalable command, control, and emergency management support coordination mechanisms. These include Incident Command Posts (ICPs), Unified Command (UC), Department Operations Centers (DOCs), Emergency Operations Center (EOC), and Emergency Support Functions (ESFs). Provides an overview of the County's EOC structure, activation, and operation. Also includes the roles of the public, non-governmental organizations, and the private sector.
Section 6	**Information Collection, Analysis, & Dissemination.** Provides an overview of the mechanisms for establishing and maintaining situational awareness, and the dissemination of internal and external information.
Section 7	**Communications & Public Information and Warning.** Describes methods and systems for notification and communication in the County.

Section #	Section Summary
Section 8	**Administration, Finance & Logistics.** Outlines administrative and financial processes necessary to support response and recovery operations, such as financial management and logistical coordination, mutual aid agreements, Disaster Service Worker (DSW) policy, and County contracts, insurance, and after-action report (AAR) procedures.
Section 9	**Recovery.** Provides a high-level overview of recovery, the recovery organization, and potential sources of state and federal emergency reimbursement and assistance.
Section 10	**County ESFs & EOP Annexes.** Outlines the County's ESFs and associated annex structure. Describes how the County ESFs relate to State and Federal ESF structures, and to the County EOC.
Section 11	**Plan Development & Maintenance.** Describes the activities and requirements for updating the County EOP. Provides the foundation for a County-coordinated Integrated Preparedness Plan (IPP), including training and exercises.
Section 12	**Authorities & References.** Lists the legal and statutory authorities, and guidance doctrine used to inform plan development.
Attachments	**Attachment 1: Acronyms & Glossary of Terms** **Attachment 2: Hazards Overview & Risk Assessment** **Attachment 3: Mutual Aid** **Attachment 4: Readiness Working Group Overview** **Attachment 5: Board of Supervisors EOP Approval**

Plan Concurrence

The Santa Cruz County Emergency Management Council (EMC), as established by Chapter 2.106 of the Santa Cruz County Code, has reviewed the EOP and recommend for approval by the Chair of the Board of Supervisors as the Operational Area Coordinator. The voting members of the EMC include:

- The Director of the Office of Response, Recovery and Resilience, or their designated representative
- The Sheriff, or their designated representative
- The area fire coordinator of the Fire Chiefs Association, or their designated representative
- A representative of the County Emergency Medical Services Program, to be designated by the Director of the Health Services Agency
- A representative of the University of California, Santa Cruz Campus
- A representative from Amateur Radio (RACES)
- A representative from the local chapter of the American Red Cross
- A representative from each incorporated city
- A representative from the County Office of Education
- A representative from the Long-Term Recovery Group (LTRG) or Santa Cruz Volunteer Organizations Assisting in Disaster (SC VOAD)
- Five residents of the County, appointed by the Board of Supervisors. Each Supervisor shall nominate one member who may reside within the Supervisor's district, and who has some knowledge of, or involvement with, one or more organizations having some official responsibility in the event of an emergency
- One at-large community member or organization who has communication capacity into predominantly Spanish language communities to support the communication of emergency preparedness, alert, and warning information to all residents. This member shall be appointed by the Board of Supervisors upon nomination by the Director of the Office of Response, Recovery and Resilience.

As Chair of the EMC, I submit the EOP to the Board of Supervisors for approval.

DocuSigned by:

Patsy Gasca

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2/24/2025

Patsy Gasca   **Date**
Disaster Program Manager, American Red Cross, Santa
Cruz County
Chair, Santa Cruz County Emergency Management
Council

Promulgation

Preservation of life, property, the environment, and the economy are inherent responsibilities of local, State, and Federal governments. Emergencies can occur at any time, suddenly and without warning. Sound planning carried out by knowledgeable personnel can help save lives, mitigate impacts to property and the environment, and minimize disruptions. This document is the revised Santa Cruz County Operational Area (OA) Emergency Operations Plan (EOP). The OA includes the county, and political subdivisions including special districts and Cities.

The County is the lead agency for the OA. This plan also serves as the County's EOP when responding to an emergency within County unincorporated areas if no other local agencies are involved. This plan provides a framework for the County, in coordination with affected local jurisdictions, to use in performing emergency functions before, during, and after an emergency event regardless of cause, size, or complexity. The EOP will be reviewed and exercised regularly, and revised as necessary to meet changing conditions.

This plan supersedes any previous plans promulgated for this purpose. The EOP supports the National Preparedness Goal, and is consistent with the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS). The EOP is intended to be in accordance with all existing federal, state, and local statutes. All federal, state, and local laws supersede the policies and procedures listed in the EOP.

The EOP supports the overall mission of the County. As such, the Board of Supervisors endorses and gives its full support to this EOP and urges all officials, employees, community partners and stakeholders, individually and collectively, to support the County's emergency management and resilience efforts.

This document is hereby approved and promulgated as the County EOP.

See *Attachment 5: Board of Supervisors EOP Approval* for a copy of signed Resolution No. 207-2024 approving the Santa Cruz County OA EOP Base Plan.

Implementation

The County is mandated by federal, state, and local laws to ensure effective mitigation, promote preparedness, and establish and maintain operational response and recovery capabilities for all hazards. This includes natural, technological, and human-caused incidents that may occur within or impact the county.

The County EOP was developed utilizing guidance provided in the Federal Emergency Management Agency's (FEMA's) *Comprehensive Preparedness Guide 101, Version 3.0,* California Office of Emergency Services (Cal OES) *Emergency Plan Review Crosswalk for Local Government Agencies,* and best practices from other jurisdictions within California and throughout the nation. It has been reviewed by County staff and OA partners. Stakeholders from diverse and vulnerable groups were actively included in the plan's development to foster a collaborative, community-centered approach.

This Base Plan is one of the necessary first steps towards a comprehensive redevelopment of the County's emergency management program. The disasters and emergencies of today, and those expected in the future are more complex with greater impacts. Additional dedicated work is required to develop documentation for Emergency Support Functions (ESFs) and other annexes and appendices to ensure the whole community is ready and resilient.

This plan describes how the County, as the lead agency for the OA, will prepare for, respond to, and recover from emergencies in coordination with other local jurisdictions within the OA. The plan is intended to be used as a guiding framework by all OA and key partner agencies for major emergencies and disasters.

As ESFs, additional annexes, and other supporting procedures and tools are developed, content within this Base Plan will be updated and condensed. The EOP will be tested (through training and exercise), and corrective actions will be implemented in coordination with OA partners and stakeholders.

Modifications to the EOP will be supervised by the Director of the Office of Response, Recovery & Resilience (OR3), also known as the Director of Emergency Management (DEM), and the County Emergency Management Team (CEMT). Updates to the EOP Base Plan will be approved by the Board of Supervisors. Updates to ESFs, Annexes, and other associated County EOP documents will be

approved by the DEM. Additional information regarding implantation can be found in Section 11: Plan Development and Maintenance.

"County" and "county" Defined

Throughout this EOP the terms "County" and "county" are used intentionally. Nuances do exist. Readers should interpret the terms as they fit best within the context of the sentence.

- **County (uppercase 'C'):** Refers to the official government entity of Santa Cruz County including its formal administrative and operational structures.
- **county (lowercase 'c'):** Indicates the geographic area and community within the county's boundaries, rather than the governmental body. This geographical reference may also be written "Santa Cruz County" as in "the greater Santa Cruz County community".

Table of Contents

Table of Exhibits

SECTION 1:
Plan Administration

1.1 Record of Changes

The Santa Cruz County Administrative Office (CAO) Office of Response, Recovery and Resilience (OR3) and the County Emergency Management Team (CEMT) with input from essential stakeholders across the Operational Area (OA), are responsible for maintaining, reviewing, and updating this plan. All changes will be noted in the table below.

Section 11: Plan Development & Maintenance provides details regarding the County's plan for continued EOP development as well as the plan maintenance and revision cycle.

Date of Revision	Revision Description	Section/Component	Revision Completed By
2015	Original	Emergency Management Plan	County of Santa Cruz Public Works Department

Date of Revision	Revision Description	Section/Component	Revision Completed By
2020	Minor updates	Emergency Management Plan	County of Santa Cruz, Community Development and Infrastructure Department, Public Works Division, Emergency Management Program
11/15/2023	• Restructure and update of all County OA EOP sections to meet compliance with legislative updates and best practices. • Updated to clearly identify this plan applies to the entire Santa Cruz County Operational Area. • Format and update for 508 (accessibility) conformance. • Establishes the County's functional annex structure (Emergency Support Function [ESF]).	• Santa Cruz County OA EOP Base Plan • ESF 5: Emergency Management Annex (initial draft)	OR3, Santa Cruz County EOP Planning Team, and Mozaik Solutions

SECTION 1: Plan Administration

1.2 Record of Distribution

The following entities received electronic copies of the approved EOP:

Receiving Entities*	No. of Copies
Board of Supervisors (1 per Supervisorial District)	5
Clerk of the Board of Supervisors	1
County Departments, Agencies and Divisions (1 each)	35
Cities in the County of Santa Cruz (1 each)	4
Joint Powers Agreement (JPA) Administrators (1 each)	4
Special Districts (1 each)	6
Santa Cruz County Office of Education + Local School Districts (10)	11
All agencies and organizations identified within the Acknowledgements and the initial Readiness Working Group (RWG) list* *(See Attachment 4: Readiness Working Group Overview)*	102
Higher Education (Colleges and Universities)	4
California Governor's Office of Emergency Services (Cal OES)	1
U.S. Coast Guard (USCG) Monterey Station	1
U.S. Army Corps of Engineers (USACE)	1

*Copies will be provided to entities added to the RWG once established.

1.3 Additional Copies

This *EOP Base Plan* and its attachments and annexes will be made available for public access on the County's website. Some documents may be classified or designated as Controlled Unclassified Information (CUI). Classified and CUI will be shared in accordance with established regulations and protocols.

The EOP in its entirety, inclusive of attachments, annexes and supporting references, subject to classification or CUI restrictions, is available electronically to County employees in the County's document management system, as specified in *Emergency Support Function (ESF) 5: Emergency Management*.

Printed copies are necessary in the event of power loss or other emergency where network drives are not accessible. Individual County departments and staff, and supporting agencies and partners should download, print, and store any or all parts of the EOP as necessary or required for the performance of their plan-related duties.

Printed copies are housed in the County's Emergency Operations Center (EOC) and alternate EOC locations.

Requests for additional copies or alternate formats of this document should be directed to OR3.
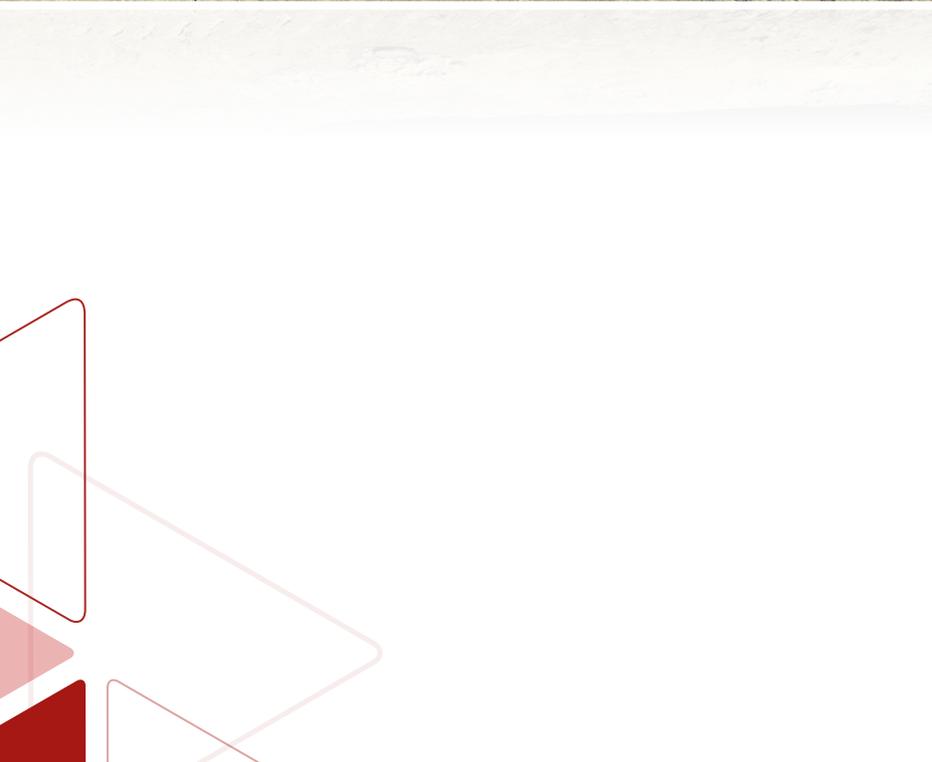
SECTION 2:
Introduction

2.1 Overview

The Santa Cruz County Operational Area (OA) Emergency Operations Plan (EOP) establishes a framework for a more equitable, human-centered approach across all phases of emergency management. The EOP acknowledges and integrates the County's OA responsibilities.

2.1.1 Purpose

The EOP defines the concept of operations for the OA and the County Emergency Management Organization (EMO). It establishes a structure for classifying incidents and events, provides a framework for operations throughout the entire emergency management cycle, and guides the County and its partners in delivering culturally competent, inclusive, accessible, and equitable services.

The plan also identifies potential external support sources. These include resources from other local, state, or federal agencies through mutual aid and specific statutory authorities, voluntary and community-based organizations, and the private sector.

Exhibit 1 illustrates the County's approach to integrating standard incident management principles across all emergency management phases to achieve organizational and community resilience.

Exhibit 1: Achieving Resilience Throughout All Phases of Emergency Management

2.1.2 Scope

The EOP applies to any emergency, natural or human-caused, which may affect the County OA. The EOP is comprised of the Base Plan and additional annexes and attachments. It is designed to be compliant with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

The EOP is flexible to adapt to changing response environments and the needs of supporting organizations. It will be supported by other County emergency response plans and assessments referenced in one or more of the annexes, or within the body of this Base Plan. Other plans, such as the Continuity of Operations/Continuity of Government (COOP/COG), Local Hazard Mitigation Plan (LHMP), Climate Action and Adaptation Plan (CAAP), Long-Term Recovery Plan/Framework, and others will be developed or adapted in future years so all the County's emergency management and resilience plans align and work together.

Other external and multi-agency plans also inform and influence the County's emergency operations. The County will work with all stakeholders to ensure coordination within, and among, emergency plans for maximum effectiveness and benefit.

The OA EOP supplements local jurisdiction EOPs.[1] Each jurisdiction and special district is responsible for conducting and managing emergencies within their boundaries. The OA serves as the primary coordination point for mutual aid, assistance, and information between jurisdictions and special districts within the County.

Pursuant to *California Code of Regulations Section 2409*, the County serves as the lead agency for the OA with the responsibility to:

- Coordinate information, resources, and priorities among local jurisdictions.
- Coordinate information, resources, and priorities between regional and local levels.
- Facilitate decisions for overall OA response activities.

2.1.3 Objectives

This EOP has been developed based upon the following objectives:

- Establish the County's response to emergencies in accordance with County policies and procedures.
- Describe the County's EMO and establish an integrated system for the effective management of emergencies.
- Describe the County's "whole community" approach to emergency management, emphasizing inclusivity for culturally diverse populations, and individuals with disabilities, access, and functional needs (DAFN).
- Provide a foundation to better serve and support historically and disproportionately impacted individuals.
- Describe the County's dependencies and relationships with outside agencies and jurisdictions for emergency management activities.
- Describe how the community is engaged in all phases of emergency management.

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[1] Within the State of California, SEMS mandates a uniform approach to emergency management for all local jurisdictions. Integral to SEMS is the local jurisdiction EOP, which must align with state statutes, regulations, and FEMA guidelines.

- Identify lines of authority and relationships.
- Assign tasks and responsibilities.
- Describe the resources available and means to acquire additional resources to support emergency response activities in the community.

2.1.4 Planning Assumptions

The following assumptions were made in development of this plan:

- Emergency management activities are accomplished using SEMS and NIMS.

- All city, county, and state employees are designated as Disaster Service Workers (DSWs) and subject to assignment for public employee disaster service worker status or associated duties.

- The county is home to many culturally diverse populations and people with disabilities, access, and functional needs. These populations will be integrated into all phases of emergency management by utilizing County resources and capabilities, and collaborating with community stakeholders.

- The County will not discriminate on the grounds of race, religious creed, color, national origin, ancestry, disability, medical condition, genetic information, marital status, sex, gender, gender identification, gender expression, age, sexual orientation, or military or veteran status in the execution of emergency management functions.

- The County will act in compliance with the Americans with Disabilities Act (ADA).

- Emergency response is best coordinated at the lowest level of government involved in the emergency.

- Local authorities maintain operational control and responsibility for emergency management activities within their jurisdiction, unless otherwise superseded by statute or agreement.

- Incidents may require the cooperation and coordination of multiple departments and agencies internal and external to the County. This includes other local, state, and federal government agencies; disaster relief organizations; community business organizations; voluntary service organizations; and the private sector.

- Incidents may occur with little or no warning.

- The county's unique geography and road access may mean that some or all of the county may be inaccessible during an emergency. This may result in delays of outside assistance, including from mutual aid sources.

- Telecommunication and information technology services, including but not limited to telephone, cellular phone, Internet, and radio systems, may be interrupted or inoperable.

- Mutual Aid assistance will be requested when emergency requirements exceed the County's ability to meet them and will be provided as available.

- Supporting plans and procedures are updated and maintained by responsible parties.

- The EOP is a guidance document developed with an all-hazards perspective to cover a broad range of emergencies, including those resulting from natural disasters, climate change, and human-caused threats. The EOP will not impede Incident Commanders, the Emergency Operations Center (EOC) Director(s), or the County Policy Group from retaining flexibility to modify or establish policies, procedures, and/or organizational structures to accomplish emergency response and recovery objectives.

- The EOP is designed to adhere to *Section 508* standards to ensure accessibility. While every effort has been made to achieve and maintain compliance, full conformance cannot be guaranteed. The ongoing commitment is to render the content as accessible as possible for all users.

2.2 County Capabilities

The County has enhanced its institutional capacity and capabilities to mitigate, prepare for, respond to, and recover from disasters by:

- Establishing the Office of Response, Recovery, and Resilience (OR3). OR3 represents the County's first dedicated stand-alone emergency management department. OR3 reports directly to the County Administrative Officer (CAO), and serves as a department-level institutional and administrative emergency management focal point. The department also integrates climate resilience to meet current and future threats.

- Creating the Readiness Working Group (RWG) and County Emergency Management Team (CEMT) to ensure inclusive whole community preparedness and response. These groups acknowledge that sustained readiness and continuous improvement require a collective approach, and cannot be delegated to one group or individual. These groups will formally establish mechanisms for ongoing, continuous outreach throughout the whole community as defined within this plan.

2.3 Situation/Community Overview

2.3.1 Geography and Topography

Santa Cruz County spans 607 square miles along the northern edge of Monterey Bay. Elevations range from sea level to 3,800 feet.

The County is bordered on the west by the Pacific Ocean with 29 miles of coastline, on the east by the Santa Cruz Mountains and Santa Clara County, on the north by San Mateo County, and on the south by the Pajaro River and Monterey and San Benito Counties.

Santa Cruz County is the traditional homeland of the Amah Mutsun Tribal Band.

Santa Cruz County serves as an ecological hub and is often referred to as the "Gateway to the Monterey Bay National Marine Sanctuary". In addition to its marine preserve areas, the county is home to old growth coastal redwood forests, and other protected areas and wildlife species. The southern part of the county is known for its fertile soil and productive agricultural lands. The State of California owns and maintains 42,334 acres of parks in the coastal and mountainous areas of the county.

reflects general boundaries within the county.

Exhibit 2: Santa Cruz County General Plan Boundaries

2.3.2 Regional Identities

The county's topography and population informally divide the county into three geographic areas. Each area has its own unique cultures, ideologies, needs, and communities. These include, but are not limited to communities based on place, interests, beliefs, and circumstances. Where accessible, social media groups (e.g., Facebook, NextDoor, etc.), and other online hubs have flourished to share and collaborate among neighborhoods and communities virtually. These differences, however, require tailored emergency planning to address specific risks and hazards, transportation needs, evacuation routes, cultural differences, sheltering challenges, and communications access. By empowering and equipping these neighborhoods and communities, the County will increase its overall disaster readiness.

- **"North County"** includes incorporated Scotts Valley and many unincorporated towns and communities, including but not limited to, coastal Davenport, and communities located in the mountainous and forested regions of the San Lorenzo Valley (Paradise Park, Felton, Ben Lomond, Brookdale, and Boulder Creek), Bonny Doon, Zayante, Lompico, and Summit region.

- **"Mid County"** comprises primarily coastal and urban areas, including the incorporated cities of Santa Cruz and Capitola, as well as unincorporated areas such as Pasatiempo, Live Oak, Soquel, Twin Lakes, Rio Del Mar, and Aptos.

- **"South County"** is synonymous with the Pajaro Valley. Renowned for its fertile farmland, it is home to the incorporated City of Watsonville, and unincorporated areas including Corralitos, Larkin Valley, Day Valley, Pajaro Dunes, and Freedom. While the unincorporated town of Pajaro is in neighboring Monterey County, most residents work, access services, and identify as part of the Santa Cruz County community.

2.3.2.1 Community Hubs

In all geographic areas, libraries are identified as community hubs. Several libraries throughout the county are identified and included in the County's September 2023 grant application to establish and equip Community Resilience Centers (CRCs). Multi-year construction efforts to modernize library facilities are underway for the Santa Cruz Public Libraries District boundary, which encompasses all of the County except the City of Watsonville.

All new libraries have large community rooms, and high-speed internet. The County is seeking to ensure libraries also have back-up power generation.

Accessibility in accordance with the ADA is mandatory. The City of Watsonville has two recently built libraries (2008 and 2020) with similar amenities and capabilities.

Public awareness of the efforts to establish libraries and other locations as key community hubs must be increased.

2.3.3 Demographics and Community Considerations

Very often the impacts of hazards fall disproportionately on the most disadvantaged or marginalized people in a community. The multi-layered concept of social vulnerability helps explain why people often experience a hazard differently, even when they experience the same amount of physical impact. Pre-existing social conditions that contribute to disaster losses can be identified using social vulnerability indicators.

2.3.3.1 Introduction

Demographics offer community insights which are essential for developing a culturally competent emergency management plan. Knowing the distinct demographics and character of the county enables emergency management professionals, government officials, agencies, the private sector, and community-based organizations to effectively meet the community's needs before, during and after emergencies.

The planning team utilized data from the 2020 Decennial Census[2], the 2021 and 2022 US Census Bureau American Community Surveys[3], DataShare Santa Cruz County[4], and other sources that went beyond data and statistics, and are layered throughout this section. While census data is helpful, it does not always tell the complete story of a community. The County has robust data analysis and metrics for several factors, particularly within its Health Services Agency (HSA) and

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[2] U.S. Census Bureau, 2020
[3] United States Census and American Community Survey
[4] Santa Cruz: Demographics: County: Santa Cruz

Human Services Department (HSD). Additional sources included stakeholder interviews which added nuances from lived experiences and direct population contact, which was used to help validate or verify data.

This information can be leveraged by County partners to conduct more targeted analyses when conducting future preparedness and resilience planning efforts that support the EOP.

2.3.3.2 Social Sensitivity Index

The County's 2022 Climate Action and Adaptation Plan (CAAP) included a vulnerability assessment and development of a social sensitivity index (SSI) to understand the risks and challenges presented by a changing climate. The SSI utilized 25 data indicators within 11 categories: age, language and nation of origin, occupation, education, housing, income, race and ethnicity, transportation, access to technology and information, health, and non-residents/visitors.

While the study focused on climate vulnerability, the data collected serves as an informative all-hazards planning tool to better understand which communities may be more vulnerable to hazards. Generally, the data aligns with other known needs and social vulnerability assessments. The CAAP outlines "equity guardrails" to ensure the recommended strategies translate into specific actions necessary to realize climate justice. These equity guardrails and principles can also guide and inform emergency management.

Additional CAAP data provides social sensitivity in unincorporated areas by census tract. The index showed populations have a range of low to high sensitivity
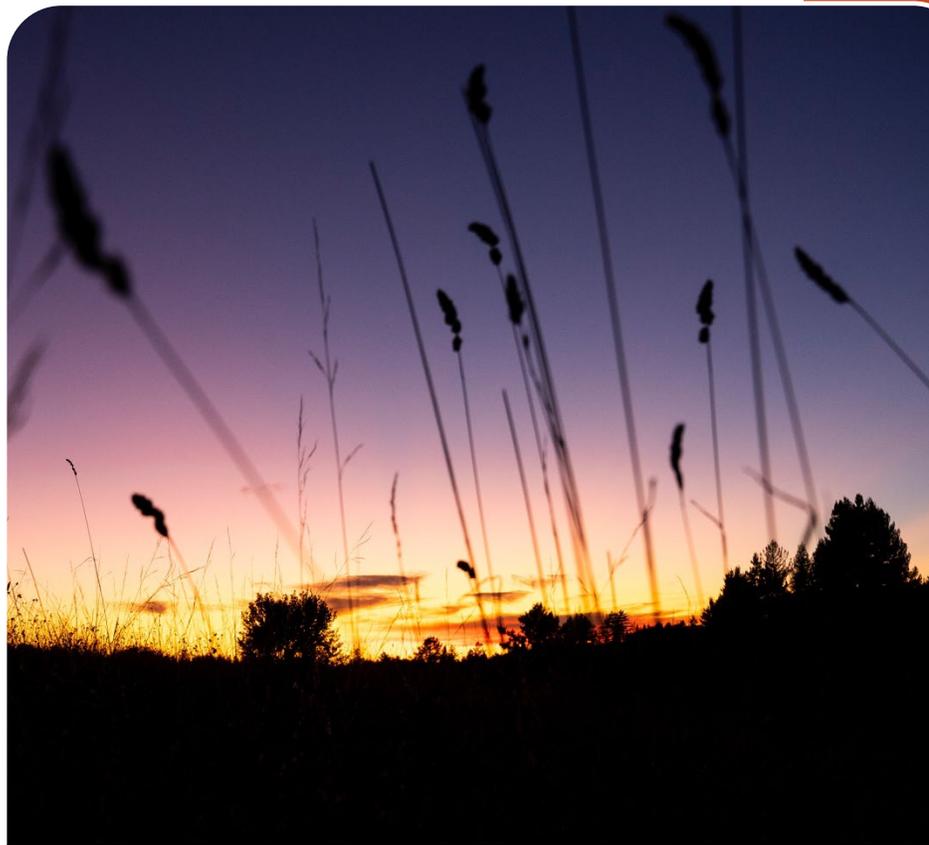
with communities around Watsonville scoring highest. Most moderate risk populations are in South County, north of the City of Watsonville, with others located in the Ben Lomond and Scotts Valley areas.
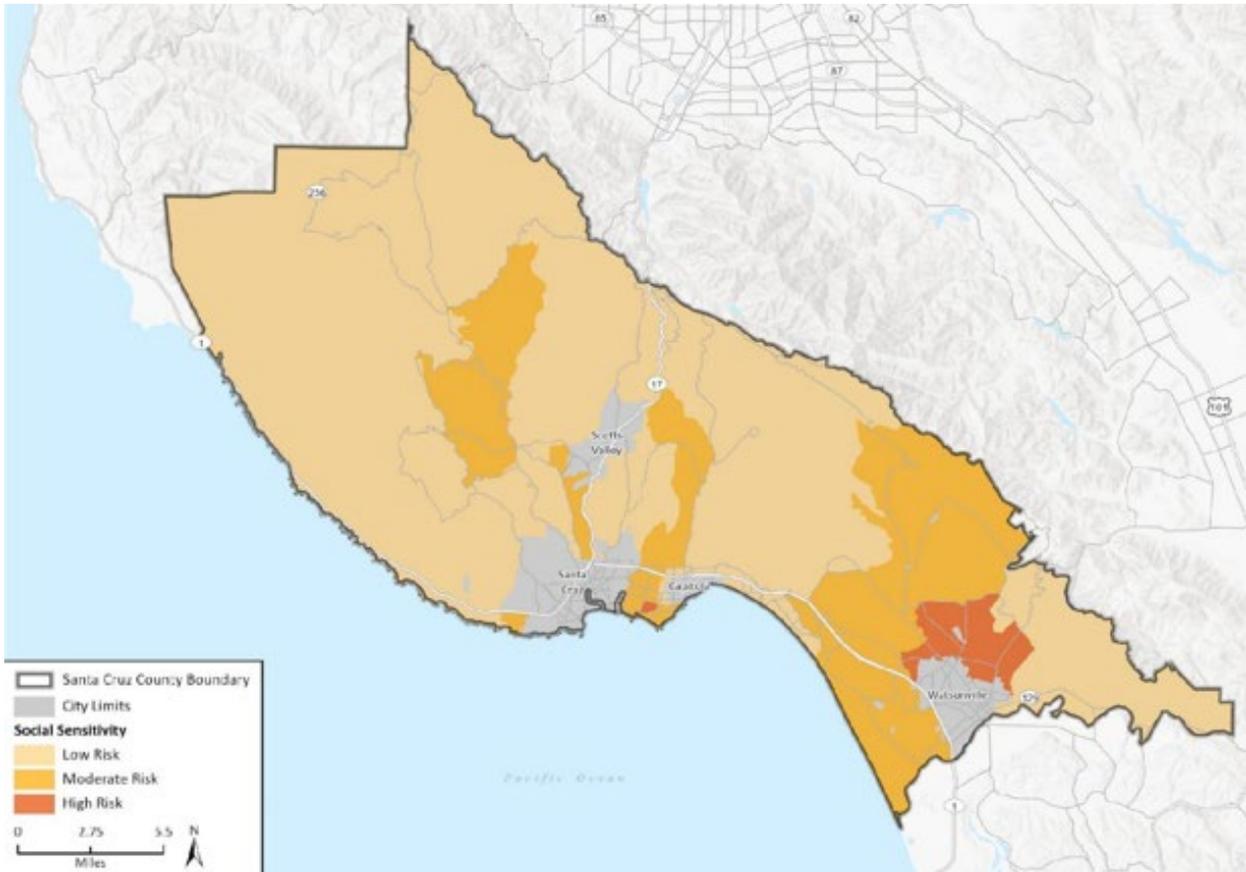
Exhibit 3: CAAP Social Sensitivity Risk by Geographic Location

2.3.3.3 Overall Population

Santa Cruz County has 270,861 residents, nearly half of which (~133,000) live in unincorporated areas. The county has four incorporated cities, listed below by population:

- City of Santa Cruz - 62,956
- Watsonville - 52,590
- Scotts Valley - 12,224
- Capitola - 9,938

Exhibit 4 provides a map of Santa Cruz County's population density. The highest density areas correlate to incorporated cities.
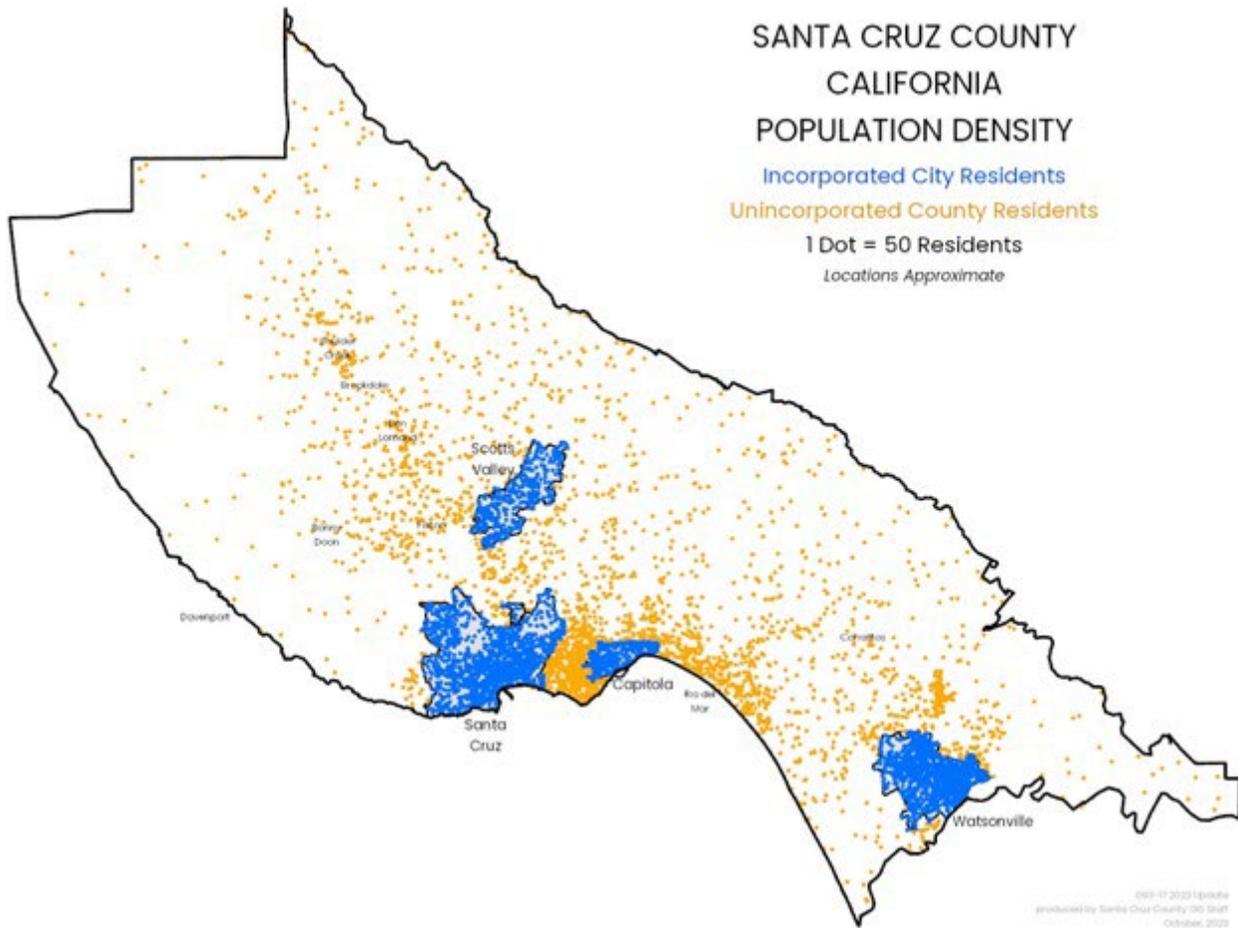
Exhibit 4: Santa Cruz County Population Density (2023)

Periodic Population Increases

In addition to the resident population, there are several regular periods of increased population in the county:

- **August-June.** The University of California, Santa Cruz (UCSC) houses approximately 10,000 students across ten residential colleges, and enrolls more than 19,000 students each academic year.

- **June-September.** Peak tourism season is from June-September,[5] with more than 4 million daily and overnight visitors per year.[6] Visitor-dependent employment creates more than 1,800 additional jobs countywide.[7]

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[5] Santa Cruz Sentinel

[6] Choose Santa Cruz

[7] Santa Cruz County Tourism and Hospitality Report Santa Cruz Workforce Development Board

Although numbers declined during the COVID pandemic, visitors have increased as the community and attractions have re-opened.

- **April – December.** The estimated peak period for the supplemental migrant workforce, primarily in agricultural areas.

Correctional Facility Populations

The Santa Cruz County Sheriff's Office operates four corrections facilities in the county with a total capacity of 511 inmates. This population requires additional disaster-related planning including evacuation.

2.3.3.4 Sexual Orientation and Gender Identity and Expression

Traditional census data collection methods rely on a binary definition of sex and gender. At present, they indicate the population is nearly evenly divided, with 50.1% female and 49.9% male. However, it is critical to acknowledge the limitations of this approach, as it can exclude community members with diverse gender identities, such as transgender, non-binary, and agender individuals.

Inclusion of and nondiscrimination on the basis of sexual orientation and gender identity is particularly important in the context of emergency planning and operations to ensure the safety and security of all individuals. Temporary evacuation, shelter, and other sites must ensure nondiscriminatory representation and language including appropriate affirming intake question protocols, restroom access, and access to medications, including gender-affirming treatment and medication.

2.3.3.5 Race, Ethnicity, and Language

Globally, nationally, and locally a racial awakening is occurring, spotlighting the structural and systemic barriers that particularly affect minority groups. These barriers undermine people's abilities to effectively prepare for, respond to, and recover from disasters and emergencies.

Despite increased awareness, major equity barriers exist. To adequately plan and address specific needs during a disaster, targeted and deliberate outreach is essential. Inclusion in planning processes must be intentional and continuous to ensure that distinct requirements are identified and met during a response. This will necessitate sustained extra engagement and repeated outreach efforts to establish and maintain trust.

Exhibit 5 highlights the County census data for race and Hispanic origin.

Exhibit 5: Santa Cruz County Race and Hispanic Origin Data

Race and Origin	Number of People	Percentage of Population
White alone, not Hispanic or Latino	151,682	56%
Hispanic or Latino	93,447	34.5%
Asian alone	14,355	5.3%
American Indian and Alaska Native alone	5,146	1.9%
Black or African American alone	4,063	1.5%
Two or More Races	12,189	4.5%
Native Hawaiian and Other Pacific Islander alone	542	0.2%

These diverse cultural communities are made up of individuals with varied communication and messaging styles and preferences. In emergencies, timely and accurate information is vital for safety. The County's outreach and communication strategies must incorporate a wide variety of methodologies to reach and engage everyone adequately and appropriately. Identifying local languages and dialects, and communicating actionable messages using a variety of technologies is necessary. Miscommunication can increase risks, delay evacuations, and reduce the use of vital services, including shelter and medication access. Emergency alerts, information, and instructions must be available and easily accessible in the languages county residents and visitors understand and they must address cultural nuances and sensitivities.

Local resources and existing networks will be explored to expand the preparedness and disaster resilience for local minority populations. This includes expanding communication methods and adapting messaging styles to adequately reach these disproportionately at-risk populations.

Latinx Community

The largest non-white population in Santa Cruz County is of Latin American origin or descent. This group encompasses a diverse range of cultural and ethnic identities from Latin America. While the entire community may be referred to under the collective term 'Latinx,' it is important to recognize the population is not homogenous.

A significant portion of the community speaks Spanish as their primary or sole language, and is concentrated in the southern part of the county near Watsonville and within agricultural areas. Spanish is also spoken in other areas and pockets throughout the county.

An increasing number of indigenous Oaxacans live in the county (and/or Monterey County but receive services and work in Santa Cruz). The most common indigenous groups from Oaxaca are the Zapotecs and the Mixtecs who have distinct languages and traditions. There are also other smaller groups, including the Triquis, Chatinos, Mixes, and Chinantecs. These indigenous languages are spoken languages only. Written messages and alerts will therefore not reach this substantial minority population.

Black Community

The Black community is relatively small when compared to the total population of the county, however, they continue to face disproportionate challenges and unjust targeting. Statistics and reports, including the County's, often fail to align with the lived realities and experiences of the black community. Many residents, particularly many who are economically disadvantaged or elderly received no communications or had any knowledge of the resources available to them during the COVID-19 pandemic or the 2022-2023 winter storms. Without community and 'neighbor-to-neighbor' human networks and communications, many would have been fully isolated. Purposeful, continuous outreach is necessary to ensure critical messages and initiatives resonate and are comprehended, and trust can be built.

Without deliberate outreach mass care services including food, water, shelter, and medication, as well as recovery programs, will remain inaccessible, misunderstood, inappropriate, or unsafe for many people in this community.

Asian American Pacific Islanders (AAPI) Community

The AAPI communities, although smaller in number, are significant and marked by their distinctive cultures, sub-cultures, access, and needs. AAPI individual communities recently joined together in response to COVID-related hate and discriminatory activities and are continuing to collaborate to build understanding community-wide.

The county is home to a notable Filipino population, many of whom exclusively speak Tagalog or Filipino. There is also a rising presence of indigenous language-speaking Filipinos, who predominantly reside and work in agricultural areas, but not exclusively. While precise figures are currently undetermined, healthcare, and other sectors are observing increasing language barriers as the population grows.

Language and cultural barriers must be addressed to ensure disaster preparedness and build resilience.
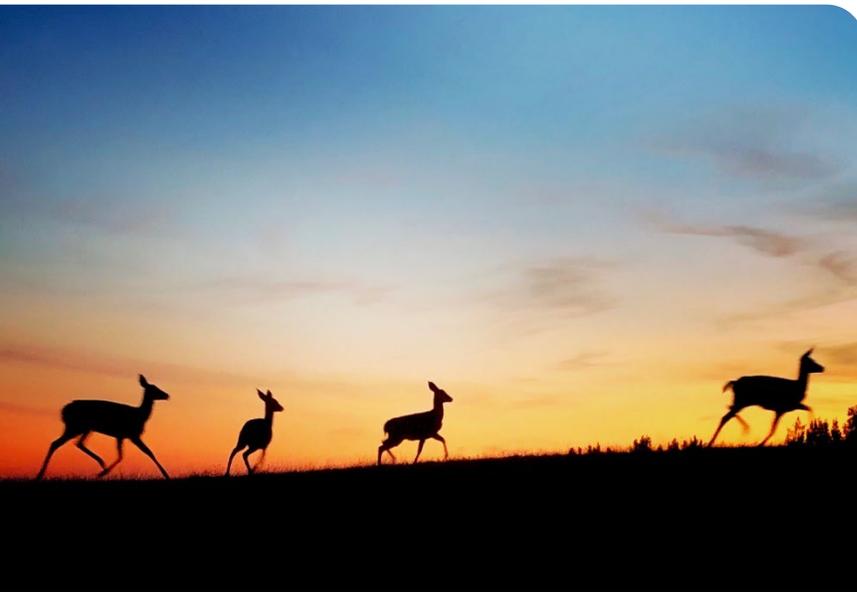
Amah Mutsun Community

The traditional territory of the Amah Mutsun encompasses all or portions of the modern counties of San Benito, Monterey, Santa Cruz, and Santa Clara. Historically comprised of more than 20 politically distinct peoples, the modern tribe represents the surviving descendant families of these historic groups. The Amah Mutsun Tribal Band currently has an enrolled membership of nearly 600 Bureau of Indian Affairs documented Indians.

Cultural respect and the Amah Mutsun Land Trust must be included in whole community preparedness.

2.3.3.6 Age

The county is home to a mix of age groups, with a significant number of younger residents. This is due in part to the presence of University of California, Santa Cruz and other educational institutions. The median age of full-time residents is 39.5 years.

Youth & Foster Children

Under 5 years of age: 4.2% of the population

Under 18 years of age: 18.2% of the population

At any given time in the county, roughly 250 children and youth are in need of foster and adoptive parents able to care for them.

Elderly

The county's elderly residents live independently in active adult communities, mobile home parks, assisted living facilities, and skilled nursing facilities. They are likely to have additional needs for healthcare services, medication, and assistive devices such as oxygen tanks or mobility aids. This potentially makes them more vulnerable during power outages, extreme weather conditions, and other emergencies. Supplemental and accessible transportation during evacuation and re-entry, as well as medically equipped shelters may be required.

In the county, 19.1% of the population comprises residents aged 65 and over, a figure notably higher than the State of California's rate of 15.8%. This trend is anticipated to persist because the county's median age is 39.5, compared to the state's median age of 37.9. Consequently, there is an imperative to

comprehensively plan and respond to the distinct needs of this demographic during and after disasters to ensure their well-being and safety.

2.3.3.7 Disabilities

The County recognizes the broad range of individuals who have disabilities, access and functional needs (DAFN). However, stakeholder engagement throughout the EOP planning process suggests that census and other datasets do not fully capture the extent of people with disabilities. Data provided below should be considered the absolute *minimum* number of persons who will need extra support in disaster preparedness, response, and recovery.

- Population with disability (5 years and older): 12.2% or 33,045 people[8]
- Adults 65+ with a Disability: 27.5% or 14,227 people
- Disability types (% of the total population)
  - Hearing difficulty: 2.5% or 6,802 people
  - Vision difficulty: 1.8% or 4,966 people
  - Cognitive difficulty: 5.6% or 14,587 people
  - Ambulatory difficulty: 5.2% or 13,461 people
  - Self-care difficulty: 2.1% or 5,391 people
  - Independent living difficulty: 5.2% or 11,519 people

The County will prioritize incorporating people with disabilities in disaster planning and exercises to improve understanding of the community's needs, and to increase targeted accessible disaster services.

2.3.3.8 Socioeconomic Status/Public Benefits

Pre-disaster socioeconomic status (SES) is closely linked to a person's ability to respond to and recover from a disaster. People with low socioeconomic status often face systemic and intersectional barriers. They often lack resources for daily living, or live at the margins with no additional capacity for even minor disruptions. As a result, they are generally less prepared for disasters and may experience more severe impacts with longer recovery times. Sometimes these prolonged recovery times have lasting negative impacts for generations. Poverty and public benefit access are not the only measures of SES, however, it helps to identify pockets of need where more targeted services and specific disaster assistance

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[8] Note: The disabled population statewide (California) is 11.7%.

will be required. Additional work is required to gain a truer picture of need and SES.

Federal Poverty Level: The 2023 federal poverty level (FPL) for a household size of one is an annual income of $14,580. The cost of living in Santa Cruz County is significantly higher than the national average, and therefore poverty numbers should be interpreted with caution. Rising inflation and cost of living will increase the number of people living in poverty or relative poverty.

- People Living Below Poverty in Santa Cruz County: 10.9%. Some estimates as high as 14.8%.
- Adults with Disability Living in Poverty in Santa Cruz County: 18.3%

Food Insecurity: CalFresh, nationally known as the Supplemental Nutrition Assistance Program (SNAP), serves as the County residents' first line of defense against hunger and poor nutrition.[9] In Fiscal Year (FY) 2021-22, the average monthly number of individuals receiving CalFresh was 26,872 (a total of 38,211 distinct recipients). The percentage of enrolled students in public schools who are eligible to participate in the Free Lunch Program under the National School Lunch Program is 43.8%.

Healthcare Assistance: The Medi-Cal program provides health coverage for low-income families and individuals. During the COVID-19 pandemic, Medi-Cal benefit renewal criteria were adjusted. Residents maintained their health benefits regardless of income changes, citizenship, or immigration status. The County was able to provide Medi-Cal benefits to 89,676 county residents. This was an increase of more than 20,000 people from prior years. With the end of the declared COVID-19 Public Health Emergency, changes in Medi-Cal eligibility are expected. This will result in a rise of uninsured residents, and will increase disaster vulnerability. Some individuals may also need additional medical support during emergencies.

Exhibit 6 shows the number of people that received at least one benefit from the Santa Cruz County Human Services Department. These benefits include Medi-Cal, CalFresh, CalWORKS, General Assistance, Adoption Assistance, and Foster Care Payments.

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[9] Santa Cruz County Human Services Department (HSD) FY 2021-22 Annual Report
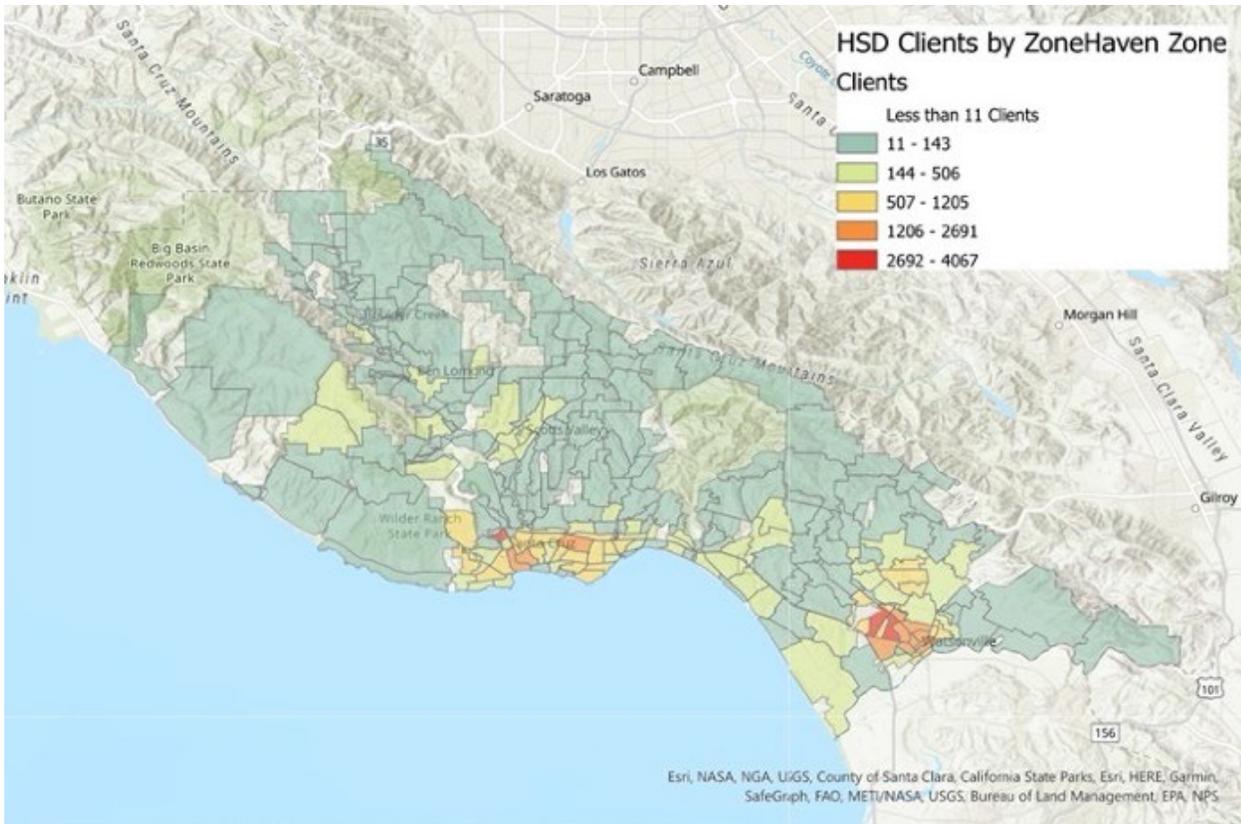
Exhibit 6: Human Services Department Clients Receiving At Least One Public Benefit (September 2023)

2.3.3.9 Housing

Homeownership and Renters

Affordable housing can have a significant impact on disaster preparedness. Low-income, historically marginalized communities, and people experiencing homelessness are disproportionately affected by natural disasters such as droughts, wildfires, storms, floods, and earthquakes. [10] Rent and the cost of homes continues to rise in Santa Cruz, and in California.

In Santa Cruz County:

- Housing Units: 106,345
- Homeownership Rate: 60.3%
- Renters Spending 30% or More of Household Income on Rent: 53.7%
- Total households by household type:

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[10] U.S. Department of Housing and Urban Development: Public Housing Agency Disaster Readiness, Response, and Recovery Guidebook, September 2022

- o Married-couple family household: 47.1%
- o Female householder, no spouse present, family household: 26.4%
- o Male householder, no spouse present, family household: 19.1%

People Experiencing Homelessness

Community members experiencing homelessness are geographically distributed between the County's incorporated and unincorporated areas. Many live in the forested areas at the margins of the Wildland Urban Interface (WUI), and in creeks, rivers, streams, and arroyo channels that are subject to winter flooding.

Point-in-Time (PIT) Counts are conducted at least every two years. These comprehensive counts approximate the number of people experiencing homelessness in each community within the county. PIT Counts collect information on individuals and families residing in emergency shelters, transitional housing, or unsheltered situations. "Unsheltered" includes people sleeping on the streets, in cars, abandoned properties, or other places not intended for human habitation.[11]

The 2023 County of Santa Cruz PIT Count identified 1,804 people who are experiencing homelessness. This represents a 22% decrease from 2022. 79% of this population are unsheltered, which is nearly the same percentage as in 2022.

After meeting with community stakeholders as part of the EOP planning process, there is concern that the numbers of those experiencing homelessness or insecure housing is significantly higher than official data sources. This poses concerns about vulnerability to disasters as well as the potential for the inability to provide adequate alert and warning to those impacted by homelessness.

[11] Santa Cruz County Human Services Department: 2023 Santa Cruz County Point-in-Time Count & Survey Comprehensive Report

The County's Housing for Health (H4H) program works to ensure that all residents have a safe and stable place to call home. Established in 2020, this division is implementing a three-year strategic plan to address homelessness by January 2024. In FY 2021-2022, the program permanently housed 446 households who were previously unhoused.

2.3.3.10 Farm, Agriculture, and Migrant Workers

As an agricultural hub, the Pajaro Valley draws workers primarily from Mexico. However, many workers also come from other areas in Central and Latin America and globally. One-third to one-half of all farm workers in the U.S. reside in California (estimated 500,000 - 800,000). Approximately 83% of farm workers in the County are undocumented, which makes them ineligible for many official disaster recovery programs and services offered by the Federal government. Voluntary agencies most often help to fill the gaps in needs for assistance for this highly vulnerable population. Farmworkers range in age from teens to 60+. Approximately one-third of farmworkers are women. [12]

2.3.3.11 Faith-Based and Educational Camps

There are a number of private and nonprofit group camp locations in the North County area, many of which are organized by groups outside the county. These camps serve recreational, educational, and other purposes. Some camps serve populations with disabilities, schools, faith-based organizations (FBOs), and other populations with access and functional needs.

Because the camps and groups travel into the county, they can be unaware of potential hazards or alerts. Not all camp locations are known by the County and their remote locations make communications and evacuations challenging. The County's outreach communication strategies need to incorporate a wide variety of methodologies

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[12] Center for Farmworker Families (2023)

to adequately reach and actively engage the camp staff and participants in these geographically remote locations. Ideally, camp locations can be identified pre-disaster particularly those that will need specialized alerts or evacuation assistance.

2.3.3.12 Animals

The county is home to a diverse number and types of animals. These include pets, large animals, and livestock. Comprehensive understanding of the number and types of animals and their geographic locations in the county is unclear. Large animals include horses, cows, llamas, alpacas, sheep, and others. Livestock can also include goats, chickens, pigs, and other large animals others. There is also a large number of pets that must be planned for. As this plan was submitted for approval to Cal OES, AB 781 was signed into California law. The law will take effect on January 1, 2024. The law governs the opening of shelters for pets, to include cooling and warming centers. The law also covers communications around the shelters and public announcements of pet shelters. OR3 and the County Emergency Management Team (CEMT) in collaboration with the Readiness Working Group (RWG) will ensure planning occurs within appropriate Emergency Support Function (ESF) annexes for animal care and evacuation.

2.3.4 Transportation

As housing demands and costs increase, residential construction has sprawled further from urban centers. Many homes and smaller neighborhoods, particularly those in heavily forested and mountainous areas are very limited in their transportation access. Many have only one ingress (access in) and egress (access out) route, typically limited to long stretches of narrow winding mountain roads. These often are also limited to one lane, and at most two lanes. When these roads are blocked, all access is blocked to these clusters. This also has major evacuation and rescue implications.

County employees reside in all areas of the county and in neighboring counties. Disruptions to roadways and transportation systems impact the County's workforce with extended commutes, missed days, and reduced staffing.

2.3.4.1 Roadways

Five major state highways connect Santa Cruz County with adjacent counties. The county's unique geography and road access may mean that some or all of the county may be inaccessible during an emergency, and which may result in delays of outside assistance, to include from mutual aid resources.

Two major highways run through the county:

- State Highway 1 runs north/south along the Pacific coastline.
- State Highway 17 runs northeast through the Santa Cruz Mountains to the Santa Clara Valley.

There are several secondary highways:

- State Highway 9 connects Santa Cruz and the San Lorenzo Valley to Los Gatos and Saratoga in Santa Clara County. The Highway 9 corridor is highly susceptible to closure from tree falls, downed utility lines, landslides, and other debris. Closures along Highway 9 have huge impacts on access for community and first responders during and after emergencies.
- State Highway 152 connects the communities of the Pajaro Valley to the City of Gilroy in South Santa Clara County.
- State Highway 129 connects the communities of the Pajaro Valley to San Benito County.

Many roads and access points within the county, particularly to neighborhoods and residences in the northern area of county are single or double-lane roads under varying degrees of maintenance. Many roads and driveways are long, steep, and unpaved. This marks challenges for first response times, communication, and evacuation.

2.3.4.2 Public Transit

Santa Cruz Metropolitan Transit District (Santa Cruz METRO) offers fixed-route and paratransit services (ParaCruz) throughout the county. METRO has 23 regular routes, four transit centers, and 825 bus stops.[13] It also operates a commuter service via the Highway 17 Express to the San Jose Diridon Station. METRO also offers a "microtransit service" using shared ride vans called Cruz On-Demand. Cruz On-Demand is operated by METRO's ParaCruz operators and extends service three-quarters of a mile from any of METRO's fixed bus routes excluding Highway 17 and the UCSC campus.

A free, inner-harbor water taxi operated by the Santa Cruz Port District runs on summer weekends and holidays through Labor Day.

2.3.4.3 Sea

The Santa Cruz Port District / Santa Cruz Small Craft Harbor provides over 800 permanent slips for residential, recreational, commercial, and research opportunities. The harbor has a launch facility, secure storage for recreational equipment, and visitor berths.[14] During a storm or tsunami watch or warning, or other major emergency owners may go to the water to move or secure their boats. The Port will need additional security, law enforcement, alerts and messaging support, and other assistance as this creates safety and access issues.

In emergencies where land routes are disrupted, sea-based options, including shallow draft vessels such as military craft (e.g., Landing Craft Utility (LCU) and Landing Craft Air Cushion (LCAC)), barges, and Dunkirk-type operations, can be used for supplies, evacuation, and personnel transport.

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[13] Santa Cruz Metropolitan Transit District

[14] Santa Cruz Port District

2.3.4.4 Air

The Watsonville Municipal Airport serves the general aviation community and supports limited freight operations. The airport is the only fixed runway facility in the county capable of handling large aircraft and is designated as an essential facility in disaster response.

Most visitors and travelers fly to/from San Jose International Airport as the nearest commercial airport, or to/from San Francisco International Airport. Ground transportation is used for travel to/from the airports to Santa Cruz County.

2.3.4.5 Rail

The county's single rail line is currently not in operation. It originates in Monterey County and roughly follows the coastline, terminating at the cement plant in Davenport.

2.3.5 Power, Communications, and Digital Access Infrastructure

2.3.5.1 Power

Over the past several years, residents in the rural mountainous and forested regions of the county have faced unreliable power. The county's power service is procured through Central Coast Community Energy and transmitted through Pacific Gas and Electric's (PG&E's) infrastructure. Power disruptions are year-round. "Fire season" outages are often triggered by PG&E's Enhanced Powerline Safety Settings (EPSS) and abnormal winter weather patterns causing additional interruptions. Public Safety Power Shut-Off (PSPS) events also cause power disruption. PSPS events, however, are typically announced ahead of time, allowing from some level of preparedness, EPSS outages can happen abruptly due to branches, wildlife, or debris falling on power lines. This leads to unpredictable and sudden loss of power, as experienced by the San Lorenzo Valley where daily outages occurred from May to October in 2022. Outages have increased in 2023.
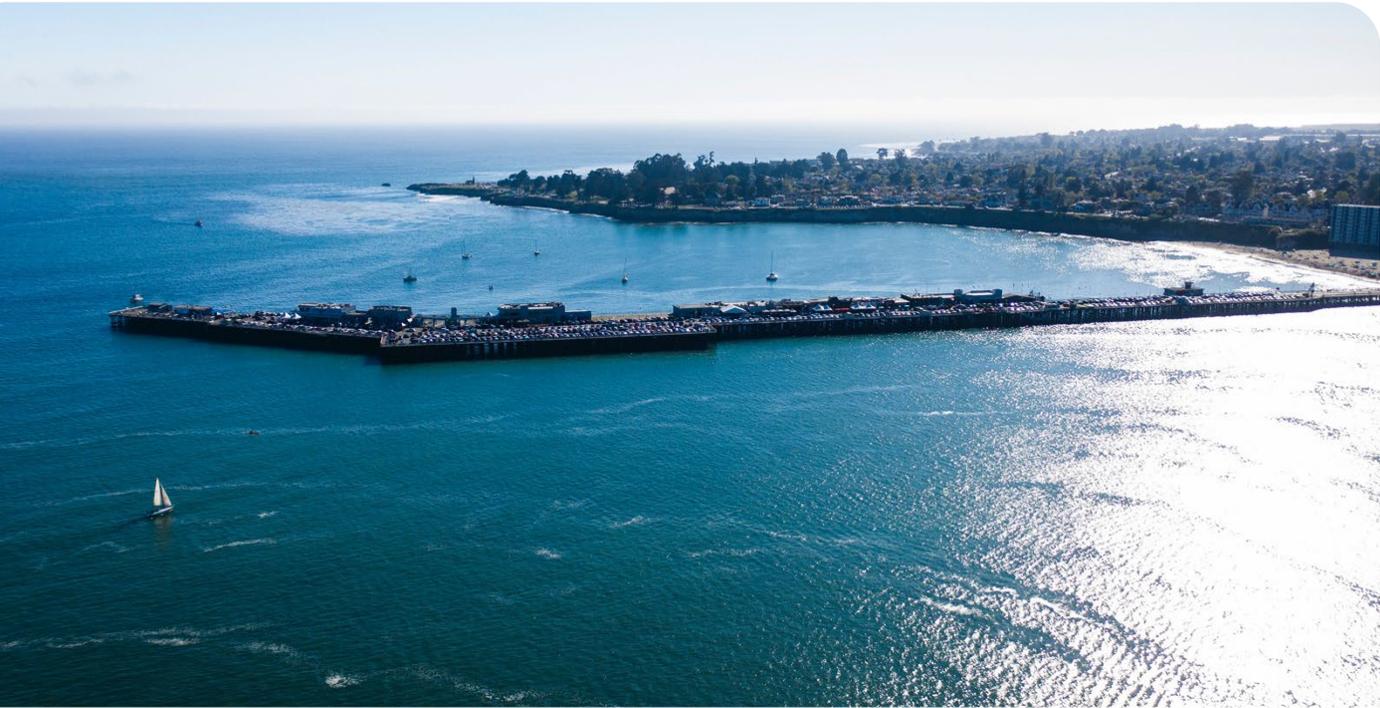
Urban areas such as Santa Cruz, Watsonville, and Capitola have higher power reliability, but can also be impacted. In general, all power systems within the County are aged and highly vulnerable to weather, climate change impacts, human-caused action (e.g., vehicle accidents, intentionally caused harm, etc.), and other emergencies and disasters. [15]

Lack of reliable power creates inequities on a systemic level with impacts to individuals, businesses, and other community-based services, including but not limited to health and medical systems and alert and warning systems. Power infrastructure in the county crosses county, state, federal, and privately owned land with various land access restrictions and requirements further complicating potential solutions.

Exploring alternate power sources is essential as communities, government, and the private sector face shifting energy demands, and the need to mitigate increased risks of wildfire and other disasters due to climate change. Prolonged power outages may also result from cyber-attacks on infrastructure. Creative strategies to better equip and prepare communities for power instability is critical.

[15] The County's CAAP also recognizes these challenges and sets targets for improvement.

2.3.5.2 Communications & Digital Infrastructure

Primary communications providers in the county are AT&T, Comcast, Cruzio, and Verizon.

Cellular services rely on a network of cell towers to transmit signals. Robust cellular service can also provide mobile broadband. Fixed broadband for digital access typically involves cables, such as cable internet and fiberoptics connected directly to homes or buildings. In many rural and remote areas throughout the county, this infrastructure is completely lacking, insufficient, or outdated. This has led to pervasive connectivity and access gaps. In some areas, a weak intermittent cellular signal is possible; however, even text messages cannot be sent or received. The transition to digital systems and fiberoptic lines also means landline phones are no longer supported by phone carriers. In select areas where landlines remain available, maintenance and repair cost burdens are increasingly being shifted to individuals with monthly services fees that are prohibitive for most people.

Telecommunications back-up power at transmission facilities (cell towers) in rural areas of the county is inconsistent and generally inadequate for meeting the needs of the community during an emergency. Collectively this represents thousands of individuals and households who are at high risk for wildfire and other natural hazards. Mixed public sentiment around new cell towers, private land use access, and zoning complicate new communications infrastructure development.

Alert, warning, and communications access capabilities are also compounded in areas with unreliable power, as users need frequent access to power for device and computer charging.

Recent census data (2017-2021) for the county identifies *Households with a computer* at 95.2% and *Households with a Broadband Internet Subscription* at 91.6%. While these numbers sound substantial and promising as a means of mass notification and communication, stakeholder feedback during EOP planning indicated that these numbers are substantially lower in reality. The statistics also seem to have created a false sense of security around the number of people that will timely receive digital alerts, warning, and other messages. Major community pockets and populations will not receive these communications, or will experience severe delays in receipt of messages. Additional communications methods including human-to-human networks and other strategies are required.

2.3.5.3 Land Mobile Radios

Due to the county's unique topography, land mobile radio (LMR) coverage is not universal and has significant coverage gaps. Also, the current infrastructure is approaching or has reached the end of life with no support and limited parts available. An extensive *Radio System Assessment and Communications Roadmap Report* was finalized on June 10, 2022. The report outlined two alternatives with timelines and cost estimates. Both alternatives represent a significant upgrade of the LMR system to fully interoperable P25 compliance within the very high frequency (VHF) range. Governance is being formalized, funds are being raised, a request for proposals is being developed, and deliverables and deadlines are being established for implementation by March 2026. Until then, the LMR users will continue to operate as normal and adapt as needed when radio system challenges arise.

2.3.6 Economy

The county features diverse landscapes from coastal beaches to dense redwood forests and rich farmlands. The area's natural beauty and fertile valleys and watersheds along with proximity to Silicon Valley, drive an economy anchored by tourism, agriculture, research and academia, healthcare, and the arts. These include:

- **Tourism and Recreation**. Tourism is a $1.1 billion industry in Santa Cruz County with activities including hiking, mountain biking, surfing, sailing, fishing, and other recreational activities driven by coast, forest, and mountain access. Seaside Company, the area's largest private employer, operates the Santa Cruz Beach Boardwalk which is the most visited attraction in the county. [16]

- **Agriculture and Livestock Production**. Represented by both large and small growers, various production, harvesting, processing, and packaging facilities support a variety of agricultural crops, timber, and ranching. The agriculture industry is worth over $600 million, with the majority in the Pajaro Valley [17]. The total economic activity from agriculture contributes nearly $1.5 billion to the local economy [18]. Berries, cannabis, and nursey crops represent the highest value crops and exports.

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[16] Visit Santa Cruz County
[17] Resource Conservation District Stewardship in Agriculture
[18] Economic Contributions of Santa Cruz County Agriculture Report

- **Higher Education.** Santa Cruz is home to the University of California, Santa Cruz and other research and related Institutions, such as the Long Marine Laboratory and the Monterey Bay National Marine Sanctuary Exploration Center.

- **Healthcare.** Approximately 14% of jobs in the county are related to healthcare. This number is growing due to increased demand from the county's aging demographics.

- **Creative and Cultural Arts.** The creative and cultural arts represent a diverse mix of established institutions, independent artists and collectives, and businesses. These include the Santa Cruz County Symphony, retail galleries, music venues, art instruction, and others. Arts & Culture contribute more than $38 million to the local Santa Cruz County economy. [19]

2.3.7 Hazard Assessment Overview

The county is susceptible to numerous hazards including natural, human-caused, and technological.

Over the past six years, the county has grappled with the increasing impacts of climate change. Climate-related emergencies occur almost annually. Previously

known for its Mediterranean climate with roughly 300 days of sunshine per year, the 2022-2023 winter storm season brought back-to-back atmospheric rivers with torrential rain and flooding as well as snow. Compounding effects of recent disasters like the 2020 CZU Lightning Complex Fire and the 2022-2023 winter storm season, the county experienced four such federally declared disasters since 2017.

Coastal areas are vulnerable to sea-level rise, high swell/storm surge events, and tsunamis. Forested regions are prone to wildfires and landslides which are exacerbated by climatic extremes. Valleys, essential for agriculture, are at risk

of flooding. The entire county is subject to seismic shaking from several nearby active earthquake faults. The San Andreas Fault is the most significant fault in the region. The epicenter of the 1989 Loma Prieta earthquake was in Santa Cruz County.

The threat of pandemics and other biological or public health-related emergencies represents current and ongoing threats.

Human-caused threats and hazards include terrorism, cyber-attack, large-scale criminal acts, and a significantly increasing threat of nation-state attacks. These may lead to major disruptions to daily life including prolonged power and other infrastructure outages, and widespread disinformation campaigns particularly during disasters to incite widespread fear and civil unrest. Other emergencies could develop from a hazardous materials incident, water or air pollution, major transportation accident, water, gas or energy shortage, critical lifelines disruption, or civil disorder.

A high-level risk assessment can be found in Attachment 2: Hazards Overview and Risk Assessment.

SECTION 3:
Concept of Operations

3.1 Emergency Management Organization Response Priorities, Goals, and Strategies

Santa Cruz County (the County) serves as the Operational Area (OA) Coordinator (see Section 3.2: Operating Under SEMS/NIMS below). The County also has primary responsibility for emergency management activities within county unincorporated areas.

The County, and all other jurisdictions within the OA and their partners, have the responsibility to undertake an ongoing comprehensive approach to emergency management. Emergency Management is a *continuous cycle* of:

- **Mitigation:** Preventing, deterring, minimizing (threats, risk, hazards, impacts)
- **Preparedness:** Planning, training, equipping, exercising, improving
- **Response**: Immediate response and incident stabilization
- **Recovery:** Short-term (weeks to months) and long-term (months to years)

During an emergency, some day-to-day County activities, which do not contribute directly to the emergency operation, may need to be suspended for the duration of the emergency. Therefore, the County's Emergency Management Organization (EMO) is flexible and scalable, and may be activated in whole, or in part, based upon the magnitude and/or severity of an incident.

This Base Plan and individual Emergency Support Functions (ESFs) articulate the foundation of the EMO. See Section 4.3: County Emergency Management Organization for EMO definition.

Exhibit 7 outlines key priorities, goals, and strategies to guide the EMO in managing any emergency, disaster, or incident response. Incident specific tactical strategies, objectives, and related concepts will be developed by the appropriate authorities at the time of the incident to meet these priorities and goals.

Exhibit 7: EMO Response Priorities, Goals, and Strategies

Priorities
• **Save Lives.** The preservation and sustainment of life is the top priority of emergency response and takes precedence over all other considerations.
• **Protect Health and Safety.** Measures should be taken to mitigate the emergency's impact on public health and safety in an inclusive, equitable, and culturally competent manner.
• **Protect Property and Critical Infrastructure.** All feasible efforts must be made to protect public and private property, critical infrastructure, and resources from damage during and after an emergency.
• **Preserve the Environment and Cultural Resources.** All possible efforts must be made to protect and preserve the environment and cultural resources from damage during an emergency.
• **Business and Service Resumption.** Facilitate the rapid resumption of impacted businesses and community services.
• **Documentation for Cost Recovery:** Document and maintain accurate records required for cost recovery efforts.
• **Restore.** All possible efforts must be made to restore the County to a more resilient and ready state for future disasters.

Goals & Strategies

- **Meet basic human needs in a culturally competent and responsive manner.** All possible efforts must be made to supply resources to meet basic human needs, including food, water, accessible shelter, medical treatment, mental health, and security during an emergency.

- **Address the needs of individuals and communities with disabilities, access and functional needs (DAFN).** Individuals with DAFN are disproportionally impacted during and after an emergency. These needs must be considered and addressed before, during, and after disasters at all levels of SEMS.

- **Mitigate operational hazards.** Suppress, reduce, or eliminate hazards and/or risks to persons. Lessen the actual or potential impacts caused by hazards.

- **Stabilize community lifelines and restore essential services.** Essential services, such as the Community Lifelines identified by FEMA (see Section 6.1.3: FEMA Community Lifelines) must be restored rapidly.

- **Support community and economic recovery.** All members of the community must collaborate to conduct recovery operations efficiently, effectively, and equitably, to promote expeditious recovery.

- **Increase readiness and resilience for future disasters.** Engage the whole community in efforts to efficiently, effectively, and equitably build increased resilience to future disasters through proactive mitigation and improvements to the collective emergency management organization.

3.2 Operating Under SEMS/NIMS

All jurisdictions within the State of California (the State) operate under the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). In the State, the use of SEMS is mandatory to be eligible for reimbursement of response-related costs under the state's disaster assistance programs. The basic frameworks for SEMS and NIMS incorporate the use of the Incident Command System (ICS) and the Multi-Agency Coordination System (MACS).

3.2.1 SEMS Overview – General

SEMS consists of the emergency management systems of all local jurisdictions (including special districts [20]), Operational Areas (counties), California Office of Emergency Services (Cal OES) Mutual Aid Regions (two or more counties), and State Government.

The system is designed to minimize a common problem found in many emergency response efforts - duplication of efforts - by giving each person a structured role in the organization, and giving each organization a structured role in the larger response.

Exhibit 8 provides a graphic overview of the SEMS organizational levels, which are activated as necessary, where:

- Cities and Special Districts are responsible for coordinating Field and Local activities within their jurisdictions unless otherwise delegated by legal or statutory authority.
- The County is responsible for directing and/or coordinating Field and Local activities for unincorporated areas.
- The County also serves as the OA lead.
- Regional, State, and Federal levels are responsible for coordinating with, and/or providing support to the OA as requested and needed.

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[20] A special district is a unit of local government (other than a city or county) established to deliver specific public services or infrastructure within designated boundaries. Governance often involves a board of directors, either elected by district residents or appointed. Examples of special districts in Santa Cruz County include, but are not limited to, school districts, water districts, fire districts, the port district, transportation commission, and others. protection, healthcare, and transportation districts.
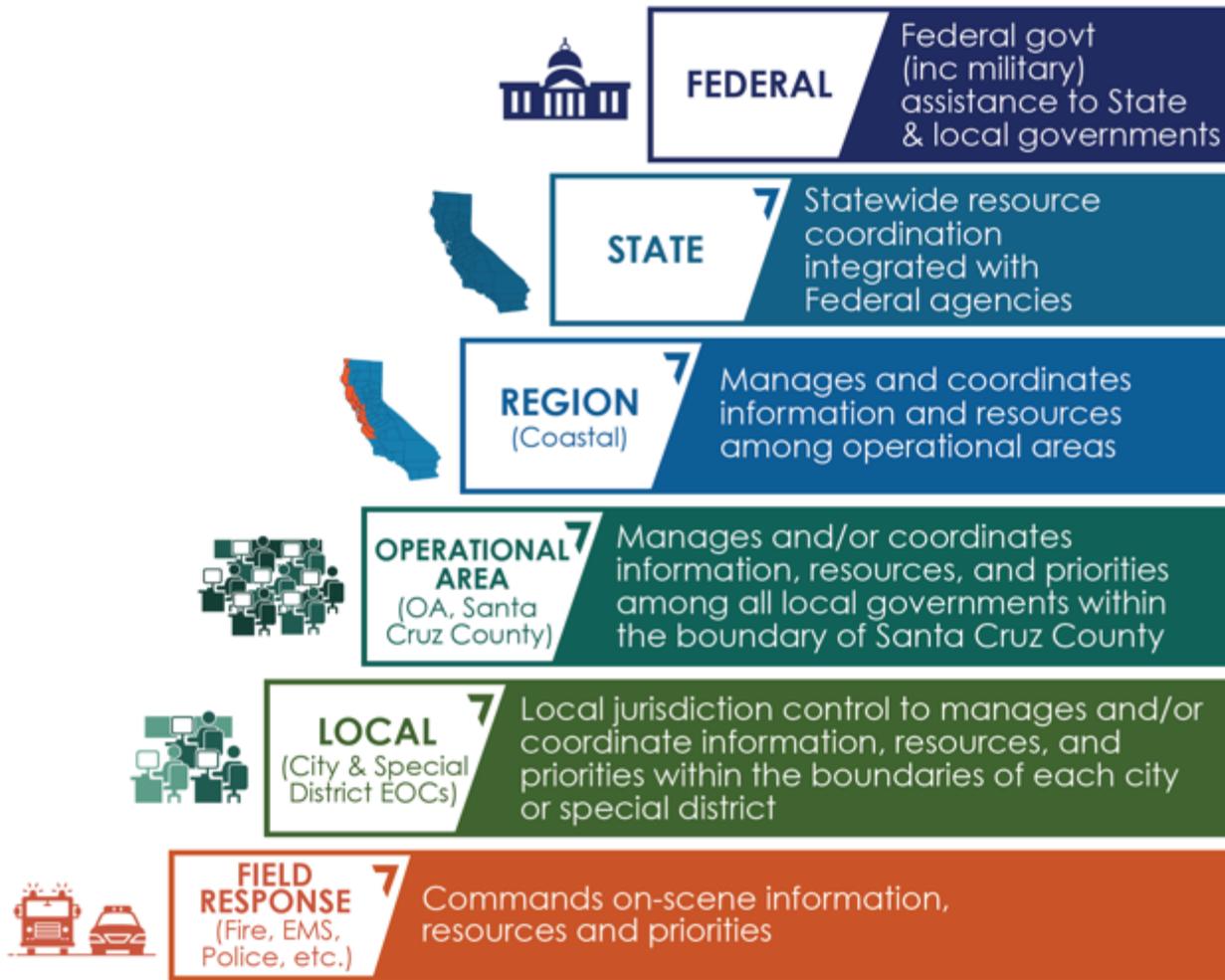
Exhibit 8: SEMS Organizational Levels

3.2.2 SEMS Application in Santa Cruz County

What "Field Response" means for Santa Cruz County Stakeholders: The field (or incident) level is where emergency response personnel and resources, under the command of local authorities, carry out tactical decisions and activities in direct response to an incident or threat. SEMS regulations require the use of ICS at this level. Field response agencies are most often represented by fire, law enforcement, emergency medical services (EMS), and public health. Roads, parks, public works, and others may also be early field responders.

What "Local" means for Santa Cruz County Stakeholders: The cities of Santa Cruz, Watsonville, Capitola and Scotts Valley, the County, and special districts are defined as "Local jurisdictions". As such, they manage and coordinate emergency response and recovery initiatives within their respective areas of responsibility. SEMS must be used during emergency response activities, EOC

activations, or when a Local Emergency is proclaimed to qualify for response-related expense reimbursement from the State. The scale and nature of the emergency dictates the degree of collaboration necessary between agencies and command centers. These include Emergency Operations Centers (EOCs), Department Operations Centers (DOCs), and NetCom and any other local dispatch centers.

Note: State and federal jurisdictions in the OA (such as State Parks) may have statutory response authorities similar to the Local level.

What the "Operational Area (OA)" means for Santa Cruz County Stakeholders: As the OA Coordinator, the County serves as the lead for facilitating and/or coordinating information, resources, and emergency management activities *among* local jurisdictions. The County is also charged with arbitration and decision-making regarding priorities within the OA during emergencies. The County OA, through the County EOC, is the primary communications link between the local government level and the Cal OES Region.

What "Region" means for Santa Cruz County Stakeholders: The County EOC requests additional assistance from the Coastal Region, which has additional resources in the event County OA resources are exceeded or unavailable. Santa Cruz County is in the Cal OES Coastal Administrative Region, which also includes Del Norte, Humboldt, Mendocino, Lake, Sonoma, Napa, Marin, Solano, San Francisco, San Mateo, Contra Costa, Alameda, Santa Clara, San Benito, and Monterey. *The County's primary regional resource request and mutual aid partners are Santa Clara, San Mateo, Monterey, and San Benito Counties.*

The state has also been divided into six mutual aid regions. The County is within Mutual Aid Region Two. Additional information regarding the administrative and mutual aid regions is in Attachment 3: Mutual Aid.

What "State" means for Santa Cruz County Stakeholders: From the Region, additional assistance can be requested from the State, which can then request Federal assistance if necessary. The State, led by Cal OES as the lead agency for emergency management, manages state resources. In response to emergency needs, Cal OES coordinates mutual aid between the region(s) and state, and is the coordination and communication link with the federal disaster response system. The State Operations Center (SOC) is located at Cal OES headquarters in Sacramento.

What "Federal" means for Santa Cruz County Stakeholders: The Federal government becomes involved with a response when state governors or tribal

leaders request Federal assistance and the request is approved; when federal interests are involved; or as statute authorizes or requires. NIMS coordinating structures enable federal departments and agencies to cooperate with one another and with local, state, tribal, territorial, and insular area governments, community members, and the private sector. Federal resources are assigned by a Lead Federal Agency (LFA). The Federal Emergency Management Agency (FEMA) is most often, but not always, the LFA in a federally declared disaster.

3.3 Whole Community Strategy and Inclusion

3.3.1 Background

Recent disasters impacting the County and the State are growing in scope and severity each year. For the County to be effective in addressing future disasters, and in supporting ongoing recovery efforts, it must integrate the needs of the county's entire diverse population to avoid disproportionate impacts to some of its most vulnerable communities.

Socio-economic disparities and intersectional factors — including race, gender, gender identity and expression, physical, sensory, and cognitive disabilities, age, immigration status, spoken language, sexual orientation and expression, digital access, and more —greatly influence individual vulnerability to disasters. Long-standing societal and cultural barriers can limit access to critical resources, impede the ability to respond and recover, and result in lasting negative outcomes with generational impacts. Recognizing these challenges is essential for ensuring equitable disaster response and recovery. Targeted resources and support must be provided to those most at risk.

Diversity, equity, inclusion, and accessibility (DEIA) are the cornerstones of the County's emergency management structure in all phases. DEIA informs all emergency management activities, plans, procedures, and policy. The County is committed to ensuring that historically disadvantaged and underserved populations throughout the County benefit from fair and just planning and preparedness, response, and recovery processes and practices, impartial decision-making, and financially and socially equitable resilience and recovery projects.

3.3.2 Description and Purpose

The County does not and cannot conduct the whole of emergency management on its own. The collective 'whole' is stronger than any one individual or organization. Therefore, the County will continue to act as a leader in driving whole community[21] planning and overall readiness.

To do this, the County uses FEMA's "Whole Community"[22] approach, which is intended to enhance community resilience and security, prompt engagement with vital community partners, and increase individual preparedness. In doing so, a more effective path to readiness and resilience is built. Therefore, the term "whole community" reflects the larger Santa Cruz County community and all its stakeholders with a focus on inclusion, rather than exclusion.

[21] Santa Cruz County's "Whole Community" includes, but is not limited to stakeholders from County departments, incorporated cities, unincorporated areas, neighborhoods, towns, and other areas; joint powers authorities (JPAs), state, and federal agencies; public, private, and non-profit sectors including faith-based organizations and community-based organizations (FBO/CBOs); academic and research-based establishments; residents and visitors; and others that may play roles in the community.

[22] "FEMA's "Whole Community" approach is an acknowledged process by which a wide range of stakeholders come together to better understand and assess the needs of their respective communities, then determine the best ways to organize and strengthen resources, capacities, and interests.

Given the diverse needs of the County it is understood that government cannot create and implement this plan alone.

Therefore, the County calls upon all community stakeholders to actively engage, contribute, and share in the responsibility for enhancing preparedness and resilience in Santa Cruz County.

3.3.3 Strategic Themes

The County is dedicated to removing systemic barriers in all phases of emergency management for all individuals, and to facilitating an inclusive and collaborative environment. The driving strategic themes of the County's overall Whole Community Approach include:

- Creating a shared understanding of the whole community's complexity to determine the best ways to organize and strengthen resources, capacities, capabilities, and interests.

- Recognizing and incorporating community capabilities and needs, inclusive of people with disabilities and others with access and functional needs, and culturally diverse populations.

- Fostering relationships and partnerships throughout the County and larger Santa Cruz community.

- Engaging, empowering, and equipping all parts of the community to assist in all phases of the emergency management cycle.

- Leveraging and strengthening social infrastructure, networks, and assets.

- Specifically conducting outreach to historically marginalized, underserved, and disadvantaged communities to understand unique cultural and access needs.

- Advocating for improved critical infrastructure to include improved roads, telecommunications and digital access, and power stability.

- Providing specific, deliberate, and regular mechanisms for whole community engagement.

3.3.4 Readiness Working Group

3.3.4.1 Purpose

The County, led by the Office of Response, Recovery, & Resilience OR3, will establish a Readiness Working Group (RWG). The purpose of the RWG is to provide a forum for diverse whole community stakeholders to work together to coordinate planning and response, assign roles and responsibilities, validate assumptions, and continue to build and sustain relationships—and ultimately to build capability and capacity so the Operational Area is truly resilient.

The RWG converges and aligns the County's emergency management and climate resilience efforts where possible for increased synergy and measurable outcomes. In a disaster or emergency, the RWG can be leveraged to enhance whole community situational awareness, information, and communication.

Attachment 4: Readiness Working Group Overview provides additional information about the RWG, and initially identified representative organizations and groups. Where necessary to address gap areas, the RWG will form task forces or sub-working groups to allow for concentrated focus and incorporation of other individuals or groups with subject matter expertise.

3.3.4.2 Current Initiatives

The RWG will support the following initiatives, either in their current or envisioned form. This approach leverages the full power of combined energies, efforts, resources, and funding across the entire emergency management cycle. Task forces can be used to provide concentrated focus on these initiatives to ensure rapid progress.

- DAFN and Cultural Competency Working Group
  - The County, in collaboration with a RWG task force, will establish a "DAFN and Cultural Competency Working Group", or its equivalent.
  - This Working Group will be designed to meet regularly with key County departments, local governments from the OA, a variety of community-based organizations (CBOs) to advocate for the diverse community living in the County, and representatives from historically marginalized groups to provide a whole community perspective on emergency management initiatives, products, and programs to ensure DAFN effectiveness and culture competency.
  - Topics to be considered by this Working Group include but are not limited to: DAFN and cultural competency in emergency

evacuation/transportation, shelter, community education, mitigation, prevention, planning, preparedness, and response.

- o It is envisioned this Working Group will also organize and conduct outreach events to reach vulnerable community members, and work to embed disaster readiness and resilience in all facets of Santa Cruz County culture. This includes leveraging and partnering with existing forums, groups, activities, and events.

- **Voluntary Organizations Active in Disaster (VOAD)**
  - o A Santa Cruz County VOAD is currently in the initial formation process.
  - o Additional information regarding the VOAD is in Section 5.8.2.1: Voluntary Organizations Active in Disaster.
  - o Pending further exploration, work, and stakeholder input, the VOAD may ultimately fall under the umbrella of the RWG, or it will leverage the RWG as part of its charter and organization.

- **Community Resilience Centers (CRCs)**
  - o CRCs are intended to enhance the capacity of existing infrastructure and connect physical and social resources to vulnerable residents countywide. A network of CRCs will be strategically positioned to serve the County's diverse urban and rural communities.
  - o In September 2023, the OR3 Office submitted a grant application to establish CRCs in the County. CRCs are funded and legislatively required for both emergency management and climate action and

adaptation. During EOP development, this led to some confusion and duplication of effort. CRCs highlight the necessity of synchronizing climate action and adaptation with emergency management initiatives.

- o All CRC facilities will meet physical and programmatic accessibility standards (e.g., Americans with Disabilities Act Accessibility Guidelines (ADAAG)).

- **Santa Cruz County Long-Term Recovery Group (LTRG)**
  - o A LTRG was formed post CZU-fire for disaster impacted residents. The CZU LTRG continues to provide disaster case management and serves as a resource for unmet needs.
  - o The CZU LTRG was leveraged to form the Santa Cruz Winter Storms 2023 LTRG. Many of the same organizations and members are included. Additional groups and individuals whose roles extend past the Santa Cruz County line into Pajaro are also members of the 2023 Winter Storms LTRG.
  - o The extensive real-world experience of these LTRG groups can be leveraged by the RWG to support future Long-Term Recovery efforts. This includes providing significant contributions during development of the County's Recovery Plan.

3.4 Emergency Levels

Defining emergency/incident levels helps ensure the right resources are activated and scaled at the right time to be able to respond effectively when needed, inclusive of emergency proclamations. In alignment with SEMS and NIMS, this County EOP identifies three levels of emergency as described in Exhibit 9. These levels are common to all annexes in this plan.

These levels may often, but not always, correspond to Emergency Operations Center (EOC) activation levels. Additional information regarding County EOC activation levels is in Section 5.6: OA Emergency Operations Center and *ESF #5: Emergency Management*.

Exhibit 9: Emergency Levels

Level	Description of Emergency Level
BASELINE *Normal Operations / Monitoring*	The County, cities, and other jurisdictions within the county operate under this Level daily. Typically, the response is handled within the available resources of the responding agency or jurisdiction. That agency/jurisdiction is responsible for making decisions to properly resolve the issue.
LEVEL 3 Minor-to-Moderate Incident	A minor-to-moderate incident, threat, or planned special event wherein local and OA resources are adequate and available. Additional coordination may be required among or between jurisdictions. A **LOCAL EMERGENCY** may or may not be proclaimed.
LEVEL 2 Moderate-to-Severe Emergency	A moderate-to-severe emergency wherein local resources are not adequate and mutual aid may be required on a regional or even statewide basis. A **LOCAL EMERGENCY** may or may not be proclaimed and a **STATE OF EMERGENCY** may be proclaimed.
LEVEL 1 Major Disaster	A major disaster wherein resources in, or near, the impacted area is overwhelmed and extensive regional, state, and/or federal resources are required. **A LOCAL EMERGENCY** and a **STATE OF EMERGENCY** will be proclaimed and a **PRESIDENTIAL DECLARATION OF EMERGENCY** or **MAJOR DISASTER** may be requested.

3.5 Emergency Proclamations

The Emergency Proclamation process sets the stage for regional, state and/or federal assistance in an emergency when necessary. *Santa Cruz County Code Section 2.26*, in accordance with *California Government Code Section 8558(c)(1)* provides the authority and process for proclaiming a "Local Emergency" for the Santa Cruz County OA.

Supporting procedures and tools, such as the *Local Emergency Proclamation, Proclamation Extension,* and *Termination of Proclamation Templates* will be included as attachments to *ESF# 5: Emergency Management* and will be available on the County's network drive(s) in the EOC.

3.5.1 County Emergency Proclamation Process

The Board of Supervisors may proclaim a local emergency upon its own initiative, upon request by a city within the county, or upon the recommendation of the Director of Emergency Services (DES) (i.e., the County Administrative Officer; CAO) or their designee. If the Board is not in session, the DES may proclaim the existence of a local emergency.

Note: If the County proclaims a state of emergency for the OA, some local jurisdictions may choose not to proclaim a local state of emergency. In this situation, the County should not terminate its state of emergency before local jurisdictions reach non-emergency conditions. Doing so may risk state and/or federal disaster assistance program eligibility.

3.5.1.1 Proclamation Deadlines

Local Emergency Proclamations must comply with certain timelines to be eligible for reimbursement of costs under the California Disaster Assistance Act (CDAA):

- **Proclamation:** Local emergency proclamations must be issued and provided to Cal OES within 10 days of the occurrence of a disaster if assistance will be requested through the CDAA.

- **Ratification:** If issued by an official designated by ordinance (e.g., DES, DES designee), it must be ratified by the governing body (i.e., Board of Supervisors, City Council, and/or Special District Board/Commission) within seven (7) days.

- **Renewal:** Reviewed at regularly scheduled board/council/commission meetings until terminated. Reviewed every 60 days for governing bodies that meet weekly until terminated.

- **Termination:** The earliest possible date that conditions warrant the termination of the proclamation.

SECTION 4:
Organization & Assignment of Responsibilities

4.1 Santa Cruz's Emergency Management Community

Prioritizing planning and preparedness collaboration with Santa Cruz County (the County) stakeholders from all community sectors and local emergency agencies will ensure a more effective, efficient, and equitable emergency response.

Public agency stakeholders include the County Administrative Office (CAO), County agencies and departments, cities, joint powers authorities (JPAs), special districts, neighboring counties and regions, tribal, state, and federal governments.

When multiple entities at different levels of government work together, communicate regularly, and align capabilities they create a more robust and redundant mutual support and response capacity.

Private-sector and other **community stakeholders** include community members, businesses, non-governmental organizations (NGOs), community-based organizations (CBOs), and volunteer groups and organizations.

Strong relationships with community stakeholders help create more resilient, better prepared communities and businesses for all disasters; provides the

> *county with access to critical resources to support response and recovery; and creates better emergency plans with a whole community perspective.*

This Emergency Operations Plan (EOP) emphasizes inclusivity and equity. All members of the emergency management community are encouraged to ensure representation from disadvantaged and under-represented groups, including but not limited to:

- Persons with disabilities
- Latinx, Black, Asian Americans, and Pacific Islanders (AAPI) communities
- Indigenous populations
- Lesbian, Gay, Bisexual, Transgender, Queer/Questioning, Intersex, and Asexual (LGBTQIA+)
- Individuals who may have other access and functional needs in a disaster, or have awareness of these needs

4.2 The Role of Government

It is the responsibility of County government and the emergency management community to plan and prepare for emergency response with the whole community in mind. As individuals, businesses, and government at all levels increase dependence on interconnected systems and critical infrastructure, disaster impacts are increasingly more destructive, disruptive, costly, and complex. Government agencies, inclusive of the County, must be prepared to handle these wider-ranging, interrelated impacts to meet emergency response goals and priorities (see Section 3.1: Emergency Management Organization Response Priorities, Goals, and Strategies).

4.3 County Emergency Management Organization

The County's Emergency Management Organization (EMO) consists of the following entities by code and best practice:

- County Administrative Officer (CAO)
- Director of Emergency Management (DEM)
- County Policy Group
- All officers and employees of the County
- All volunteers and/or others enrolled to assist the County in an emergency

- County Emergency Operations Center (EOC) when activated

The County recognizes flexibility may be required for an effective response to specific incidents. Roles and responsibilities described in this section may vary due to the nature and extent of a specific emergency. A major emergency can

change the working relationships between government and industry and among government agencies. For example, under the Incident Command System (ICS), Standardized Emergency Management System (SEMS), and National Incident Management System (NIMS), the following may occur:

- Consolidation of several departments under a single coordinator or director, even though such departments normally work independently.

- Formation of special purpose units (situational intelligence, emergency information, recovery, management, etc. to perform functions not normally required).

- Formation of multi-agency or multiple jurisdiction commands to facilitate the response to an emergency.

- Public sector personnel may be detached from their regular employment duties when units or commands are activated.

Specific operational concepts, including the emergency response actions of County departments and supporting agencies, are reflected in annexes and supplemental guides to this plan.

4.4 Assignment of Responsibilities

4.4.1 County Administrative Officer

The CAO serves as the County Director of Emergency Services (DES) and is empowered to exercise both ordinary and special powers as granted by *Santa Cruz County Code (SCCC), Chapter 2.26 – Emergency Services*. If necessary and appropriate, the CAO has the authority to request that the Board of Supervisors proclaim a Local Emergency if they are in session, or to issue such a proclamation independently if the Board is not in session. See also Section 3.4: Emergency Proclamations.

In emergencies, the CAO leads the Policy Group (see Section 4.4.3: County Leadership Policy Group).

4.4.2 Director of Emergency Management

The Director of the County Office of Response, Recovery & Resilience (OR3) serves as the Director of Emergency Management (DEM) and is empowered to exercise both ordinary and special powers as granted by *Santa Cruz County Code (SCCC), Chapter 2.26 – Emergency Services.*[23]

OR3, as a division of the CAO's Office, was established by the Board of Supervisors[24] as the Office of the Director of Emergency Management in 2020-2021. OR3 is tasked with facilitating the County's emergency management program, inclusive of all emergency management phases on a day-to-day basis. In this capacity, OR3 promotes the County's whole community strategy, ensuring the emergency management program serves as a central hub to advance and achieve resilience.

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[23] Pending final Board of Supervisors approval in November 2024 for SCCC 2.26 updates.

[24] County of Santa Cruz DOC-2020-919 (November 10, 2020) and DOC-2020-810 (October 6, 2020, as amended).

In the event of an actual or pending emergency, the DEM has the authority to activate the EMO, inclusive of the EOC at the appropriate level, and command and marshal resources to support the County's response.

The DEM has the authority to request the Board of Supervisors to proclaim a Local Emergency if the Board is in session. If the Board of Supervisors is not in session, and the CAO or their successor is Unavailable, the DEM may proclaim a Local Emergency if necessary, in accordance with County code. See also Section 3.4: Emergency Proclamations.

4.4.2.1 Office of Response, Recovery and Resilience

Following the 2020 CZU Complex Fire, the County Board of Supervisors proposed formation of a County Response and Recovery Department to the CAO. The CAO recommended creation of OR3, which was approved by County Board of Supervisor action in November 2020. OR3 represents the County's first dedicated emergency management department.

The vision for the OR3 department is to go beyond 'traditional' emergency management approaches, particularly when considering the severe anticipated impacts of climate change. As the county is at the forefront of these impacts, the department is also specifically tasked with enhancing the County's overall climate change resilience. OR3's mission is threefold:

1. Build the County's resilience for future disasters.
2. Serve as the emergency management office for responding to ongoing disasters.
3. Coordinate recovery efforts for disasters that have occurred.

By integrating proactive climate resilience measures into all facets of its emergency management approach, the County can move from its current reactive state to a proactive model at the forefront of preparedness and resilience. To fully realize the County's intended vision and mission for OR3, further program expansion, enhanced emergency management training, and collective input from the entire Santa Cruz community are necessary.

4.4.3 County Leadership Policy Group

The County Leadership Policy Group (Policy Group) serves during the response and recovery phases of a disaster. The Policy Group shall be activated to assist with overall strategic emergency management objectives and policy decisions during an emergency when:

- Any element of the EMO is activated
- A Local Emergency is proclaimed
- Directed by the CAO, or requested by the DEM

The Policy Group consists of the following positions or their designees:

- DES (County CAO)
- DEM (OR3 Director)
- Sheriff/Coroner
- Public Health Officer
- Community Development and Infrastructure (CDI) Director
- CDI Assistant Director of Planning
- CDI Assistant Director of Public Works
- County Budget Manager
- County Counsel
- County Fire Chief
- General Services Department Director
- Human Services Department Director
- Health Services Agency Director
- Information Services Department Director
- Personnel Department Director
- Lead Public Information Officer

4.4.4 County Emergency Management Team

County Emergency Management Team (CEMT) members have intimate knowledge of their department or program/business unit function(s), policies, and procedures related to emergency support within the County.

4.4.4.1 Preparedness and Mitigation Roles

The CEMT is charged with providing operational leadership, inter-departmental coordination, input, and support during the preparedness and mitigation phases. In this role, the CEMT serves as the County-designated emergency management planning, training, and exercise team.

The CEMT, or select CEMT members as appropriate, will provide development input and review plans necessary to support the County's preparedness and resilience efforts. These include, but are not limited to the EOP and its supporting Emergency Support Function (ESF) and other annexes, Continuity Plans, Local Hazard Mitigation Plan (LHMP), Climate Action and Adaptation Plan (CAAP), Recovery Frameworks and Plans, and others. CEMT designees will also provide support for training and exercise design.

Led by the DEM, the CEMT will convene at least quarterly. Planning, training, and exercise programs and initiatives may require additional meetings or the establishment of specific task forces to provide technical support to the CEMT. Where necessary, working groups may be established and later deactivated.

4.4.4.2 Response and Recovery Roles

During an EOC activation, members of the CEMT may serve as members of the EOC command or general staff. Functional response and recovery roles will be clarified in ESFs. ESF overviews can be found in Section 4.6: Emergency Support Functions and Section 10: County ESFs and EOP Annexes.

4.4.4.3 CEMT Members

The CEMT is comprised of department heads or positions (or their designees) from the following County departments. Any designee should have departmental knowledge and appropriate decision-making authority:

- CAO – Assistant County Administrative Officer
- OR3 – Resilience, Climate Adaptation, and Emergency Management Analysts
- CAL FIRE serving as County Fire
- Human Services Dept (HSD)
- HSD – Disabilities, Access and Functional Needs (DAFN) Coordinator
- HSD – Geographic Information System (GIS) Analyst
- Health Services Agency (HSA)
- HSA – Behavioral Health
- HSA – Public Health
- Information Services Dept – GIS
- Office of the Auditor, Controller, Treasurer and Tax Collector
- General Services Dept (GSD)
- GSD – Procurement
- Sheriff's Office
- Agricultural Commissioner
- Economic Development
- Personnel Department
- Community Development and Infrastructure (CDI)
- CDI – Engineering and Construction Division
- CDI – Road Operations
- CDI – Sanitation
- CDI – Planning
- County Parks Department
- Others as designated, requested, or needed

4.4.5 Board of Supervisors

The Board helps 'set the tone' and direction for mitigation, prevention, preparedness, response, and recovery activities. They do so by providing policy, mission, and authorizations.

During a response, or in anticipation of a threat, the Board of Supervisors will formally proclaim a Local Emergency for the County (or review the Proclamation within seven (7) days if the CAO or DEM orders any action while the Board is not in session) and extend and/or terminate the Local Emergency Proclamation based on recommendations made by the DEM and CAO.

> *Additional information regarding Board of Supervisors roles and responsibilities before, during, and after an emergency or disaster impacting the County can be found in ESF #18: County of Santa Cruz Board of Supervisors Emergency Operations Guide.*

4.4.6 Emergency Management Council

The County Emergency Management Council (EMC) was established to comply with the legal requirements of the State and to assist the Board of Supervisors and the DEM in the administration of *County Code Chapter 2.26*. The EMC has the authority to develop and recommend for adoption to the Board of Supervisors emergency and mutual aid plans and agreements. Ordinances, resolutions, rules, and regulations may also be necessary to implement such plans and agreements. [25]

4.5 Continuity of Government and Operations

All levels of government are required to provide for continuity of government (COG) if current officials are unable to carry out their responsibilities. COG will be planned for as part of the County's Continuity of Operations (COOP)/COG planning initiative. All local government entities within the OA shall also ensure their COOP/COG Plans meet state and federal standards.

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[25] Santa Cruz County Ordinance 3853 §1 (part), 1987: prior code §3.61.020: Ordinance 2545, 3/21/78

4.5.1 Lines of Succession

Successor officials shall have full authority to act in accordance with the authorities of their position as specified in *SCCC §2.26.050*. Lines of succession for the Director of Emergency Services (DES)[26] is outlined in Exhibit 10.

Exhibit 10: Director of Emergency Services (DES) Order of Succession

Order of Succession	Title
First	Assistant County Administrative Officer
Second	Deputy CAO
Third	Director of OR3
Fourth	OR3 Emergency Services Administrator
Fifth	Santa Cruz County Sheriff/Coroner

The County also provides for a line of succession to the DEM position (OR3 Director) in a major emergency.

Should the DEM be Unavailable[27] or unable to serve, the positions identified below in Exhibit 11, in order, shall take the DEM's place, with all the powers and authorities of the DEM. Alternates shall only be authorized to exercise the powers and authorities of the DEM, if the DEM and the alternates identified previously in the successive order are absent or otherwise unable to serve. The individual who serves as acting director shall have the DEM's authority and powers and will serve until the DEM is again able to serve, or until the CAO appoints a successor.

Exhibit 11: Director of Emergency Management Line of Succession

Order of Succession	Title
First	Assistant CAO
Second	OR3 Administrator
Third	OR 3 Manager
Fourth	General Services Department Director

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[26] The line of succession and delegation of authority applies only for responsibilities associated with the DES role. It does not confer or convey delegated authority for other CAO responsibilities or powers.

[27] "Unavailable" as defined by California Government Code §8638.

All Department heads and other key County positions will provide at least a three-deep order of succession with delegated authority for appropriate subordinate employees. Notification of any successor changes shall be made to the CAO and OR3 Director. Succession orders and delegations of authority will be documented in Departmental COOP Plans.

4.5.2 COOP/COG Program

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

The CAO's Office will lead development of the County's COOP/COG Plan in conjunction with OR3. During the 2020 COVID-19 pandemic, all County departments were directed to develop COOP plans. These COOP departmental plans must be updated to include incorporating any pandemic and other concurrent disaster lessons learned.

The County will develop a County-wide COOP/COG base plan and program to ensure continuity and efficiency among departments and programs. Full COOP Program development is funding dependent. Departments are urged not to wait to update their departmental plans, as any comprehensive COOP Program will require departmental COOP plans.

The COOP/COG plan(s) will account for appropriate lines of succession for key officials, including elected members of the governing body, and alternate seats of government. The County will include defined orders and delegated authorities for key government and departmental positions in accordance with code and best practice.

Plans will be in compliance with California Government Code Sections that establish legal authorities related to COOP and COG. Some key codes and authorities related to COOP and COG can be found in <u>Section 12: Authorities and References</u>.

4.5.3 Primary and Alternate Facilities

The CAO, OR3, Sheriff/Coroner, and Dispatch maintain a confidential list of alternate County government sites, including Alternate Emergency Operations

Center (AEOC) locations, due to ongoing threats and risks. While the list is safeguarded by the CAO and OR3 in coordination with the Sheriff/Coroner, it will be incorporated into the County COOP/COG Plan and EOC Manual, as deemed necessary and appropriate. Key staff will be made aware of alternate locations by the CAO's Office.

All alternate physical sites shall have the capacity and capability to readily conduct operations. Identified alternate facilities have redundant power capability. This includes all necessary equipment, communications, information technology (IT) capabilities, documentation, and response resources necessary to function as the seat of government or the EOC.

Virtual options for the County's seat of government responsibilities are functional. Procurement and deployment of a virtual EOC option is being explored.

When there is a temporary transfer of operations to an alternate facility, notifications will be made to County departments, local jurisdictions, OA partners, and Cal OES to ensure continuity in communications and operations.

4.5.3.1 Seat of County Government

It is incumbent upon all levels of government to designate continuity facilities in the event the normal location is not available. The County's primary seat of government is located at the County Administration Building in the City of Santa Cruz.

All County departments and agencies shall include in their COOP Plans designated alternate facilities to serve as government offices for performing essential functions should their primary facilities be rendered inoperable.

4.5.3.2 Emergency Operations Center

The primary County EOC is located at the Sheriff's Office Headquarters building. The EOC is maintained in a constant state of readiness and has redundant and backup power systems. The County EOC is supplied with computers, laptop docking stations, network, shared drives, internet access, dedicated communications lines (phone, radio, satellite phone, and fax), copiers, televisions, and all county communications systems. Hard copy printed ICS/EOC forms are also available, along with relevant plans, policies, and procedures. OR3, in conjunction with the Sheriff's Office, is responsible for the primary EOC facility and ensuring its ready-to-go or "hot site" status.

Specific activation, operation, and deactivation procedures for the EOC and AEOCs, inclusive of set-up and supply and equipment lists, shall be maintained as part of respective *EOC* or *AEOC Manuals* as well as within the OR3 Departmental COOP Plan, as appropriate.

4.6 Emergency Support Functions

The County will use a functional-based approach to carry out critical operational functions. The County has identified core Emergency Support Functions (ESFs) necessary for a successful emergency response. **Not all functions will be performed in every emergency.** Some or all ESFs may be activated based on the scope and severity of the incident.

The ESF structure enables primary and supporting departments to participate in the planning process based on their expertise, established relationships, and anticipated emergency roles. This collaboration ensures the ESFs remain updated, roles are well-defined, and the process for operationalizing ESFs in the EOC, or at other ICS/SEMS levels, is clearly understood.

Exhibit 12 provides an overview of the ESF structure and the assigned primary and supporting departments.

- **Primary Departments** possess significant authorities, roles, resources, and capabilities for coordinating and carrying out a particular ESF. Primary departments also serve as coordinators for ongoing planning and preparedness of the ESF.
- **Supporting Departments and Agencies** possess specific capabilities and resources that provide support to the primary department and mission of the ESF.

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> **_Section 10: County ESFs and EOP Annexes_** *provides additional details regarding each ESF and its associated EOP Annex.*

The ESF structure correlates to the Federal and State structures for emergency response to facilitate coordination and interoperability. <u>Exhibit 19</u> in <u>Section 10: County ESFs & EOP Annexes</u> provides a crosswalk of County ESFs to State and Federal ESFs.

Exhibit 12: ESFs With Primary and Supporting Departments

Annex/ ESF#	County ESF Name	Primary Department	Supporting Departments
1	Transportation	Transportation Section, Community Development & Infrastructure ([CDI], Public Works Division)	Transit District; Port District; Sheriff's Office; Human Services Department (HSD); County Office of Education (COE)
2	Communications	Information Services Department (ISD)	NetCom; 211/United Way; Major Communication and Network Providers
3	Public Works and Engineering	Public Works Division, CDI	CDI (Sections/Divisions including Building, Engineering, Environmental Planning (Geology), General Services, Sanitation, Transportation, Landfill Section (Public Works Division), Flood Control Section; Health Services Agency (HSA) Environmental Health Division
4	Firefighting	County Fire (fulfilled by the CAL FIRE CZU Unit Chief)	All other Fire Agencies within Santa Cruz County

Annex/ ESF#	County ESF Name	Primary Department	Supporting Departments
5	Emergency Management	Office of Response, Recovery & Resilience (OR3)	County Administrative Officer (CAO); All County Departments
6	Mass Care and Shelter	Human Services Department (HSD)	HSA; Santa Cruz County Animal Services Authority JPA. Second Harvest Food Bank; American Red Cross; other VOAD/RWG agencies
7	Logistics	General Services Department (GSD)	Personnel Department; HSD (for housing logistics); OR3; ISD; HSA; CDI (Real Property); Auditor-Controller, Treasurer, and Tax Collector Department; Volunteer Center of Santa Cruz
8	Public Health, Behavioral Health and Medical	HSA [Emergency Medical Services (EMS), Public Health (PH), Medical Health Operational Area Coordinator (MHOAC), Behavioral Health (BH)]	County Fire; Sheriff (Coroner)
9	Search and Rescue	Sheriff (Mountain SAR); Fire Agencies (USAR)	Ben Lomond Swift Water Rescue Committee; Maritime: Port District; U.S. Coast Guard
10	Hazardous Materials	HSA (Environmental Health)	Scotts Valley Fire HazMat Commission; Santa Cruz Hazardous Materials Interagency Team (SCHMIT)

SECTION 4: Organization & Assignment of Responsibilities

Annex/ ESF#	County ESF Name	Primary Department	Supporting Departments
11	Food, Agriculture & Livestock/Large Animals	Agricultural Commissioner's Office	HSA (Environmental Health); California Department of Food & Agriculture; Santa Cruz County Animal Services Authority JPA; Equine Evacuation Group
12	Utilities *(Power, Sanitation & Solid Waste, Water)*	CDI	OR3; GSD (for fuel for critical facility back-up generation); Water Districts
13	Public Safety and Security	Sheriff	Public Safety and Security: CDI (Public Works Division); County ISD/GIS, OR3 Evacuation: CDI (Public Works Division); County ISD/GIS: County Fire; OR3; Animal Services Authority JPA; Equine Evacuation Group
14	Cross-Sector Business and Infrastructure	CAO	HSD (Workforce Development)
15	Public Information & Warning/ External Affairs	OR3 Public Information Officer (PIO)	County Department PIOs: Sheriff; CAO; HSD; HSA; NetCom; 211/United Way
16	Disaster Finance and Cost Recovery	CAO (Budget Officer)	Auditor-Controller; Treasurer and Tax Collector; CDI Public Works (initial damage assessment); OR3 (jurisdictional coordination)
17	Cybersecurity	ISD	CAO; OR3; PIO

SECTION 4: Organization & Assignment of Responsibilities

Annex/ ESF#	County ESF Name	Primary Department	Supporting Departments
18	Board of Supervisors Emergency Operations Guide	CAO	OR3; Clerk of the Board; County Counsel
19	Business Continuity/ COOP/COG (multiple plans)	OR3	CAO, All Other Departments

SECTION 5:
Direction, Control, & Coordination

The County of Santa Cruz (the County) is diverse with numerous jurisdictional authorities, to include State and Federal authorities for state and federal parks, lands, and waters. Further, major geographic areas subject to major hazards and threats are spread over one or more counties. This creates complexity for alerts, warnings, emergency functions, and recovery (to include cost recovery). These overlapping areas of jurisdiction include:

- **Cities:** Capitola, Santa Cruz, Scotts Valley, Watsonville
- **Special Districts & Joint Power Authorities:** All including port, water, schools, transit, fire, animal control, and numerous others.
- **Neighboring Counties:** Monterey, San Benito, San Mateo, Santa Clara

Enhanced coordination and communication, as well as extensive planning, among federal, state, local, private, academic, and nonprofit sector stakeholders to enable an efficient, effective response and recovery to emergencies is therefore required.

The County's Emergency Management Organization (EMO) will be activated, in whole or in part, by the:

- County Administrative Officer (CAO), in their role as the Director of Emergency Services (DES)

- Director of the Office of Response, Recovery & Resilience (OR3), in their role as Director of Emergency Management (DEM)
- The DES or DEM designee(s) if they are unavailable

This will occur:

- Upon receipt of a watch or warning of an impending or threatened emergency
- In the event of an actual emergency or significant planned special event
- Upon proclamation of a Local Emergency

Selective implementation allows for a scaled response, delivery of the exact resources needed, and a level of coordination appropriate to each incident.

5.1 Local Response Structure

In line with the County's whole community vision, it is the County's intent to clarify roles and responsibilities among existing and planned command, coordination, and support centers for stakeholders. This ensures an organized and unified response to any incident affecting the County.

Additional information, including detailed roles and responsibilities, will be outlined in Emergency Support Function (ESF) and other Emergency Operations Plan (EOP) annexes and attachments, as well as in other required agency plans.

5.2 On-Scene Command and Management

In all cases, the operating premise is that command and management operate in accordance with the Incident Command System (ICS). The designated on-scene Incident Commander (IC) is responsible for all response activities, including the development of field-level strategies and tactics and the ordering and release of field resources. The IC has overall authority and responsibility for conducting and managing incident operations at the incident site.

5.2.1 Field/Initial Response

Immediate response is accomplished within the County by local responders. First responders will utilize their established field-level plans and procedures in accordance with ICS organizational structures, doctrine, and procedures. Responders will prioritize saving lives, stabilizing the incident, preserving property, and minimizing environmental impacts.

The disaster/event may be controlled solely by local emergency responders, or with assistance from mutual aid system resources. The on-scene IC at the Incident Command Post (ICP) has overall authority and responsibility for conducting and managing incident operations at the incident site. The IC handles on-scene command and tactical operations and develops the initial Incident Action Plan (IAP). The IAP sets priorities for the incident, assigns resources, and includes a common communications plan. Typically, routine incidents require little or no policy decisions and coordination. The IC/ICP may disseminate information to a Department Operations Center (DOC), when activated and deemed necessary.

If multiple jurisdictions or agencies are involved, a Unified Command (UC) [28] will be established to ensure cohesive decision-making. For geographically expansive or complex incidents, with multiple ICS organizations engaged, an Area Command (AC) [29] can be implemented. If field resources are insufficient, the Incident Commander (IC) can request activation of ESFs and/or the Emergency Operations Center (EOC) to support field operations.

[28] A UC structure allows agencies with various legal, geographic, and functional authorities to collaborate and coordinate seamlessly, while maintaining their distinct authority, responsibility, and accountability. Together, they develop a singular IAP, operate from a shared command post, and coordinate communication.

[29] The role of AC is to coordinate the activities of various incident commands, allocate resources, and develop a unified operational picture. An AC usually does not have an Operations Section because operations are conducted on-scene at the direction of the IC/ICP.

5.2.2 State & Federal Field Response

Santa Cruz County is home to several state and federal parks and lands, as well as a port district within the maritime domain. Therefore, in some instances a state or federal agency will be part of the field response in the county. State or federal agencies operating in the field may be found in any ICS section, branch, unit, or part of a UC.

When a state agency or federal agency is involved in field operations, coordination will be established with the County EOC.

5.2.3 Mutual Aid

Should County resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, and other agencies in accordance with existing or emergency negotiated mutual aid agreements (MAA) and understandings. Mutual aid, including personnel, supplies, and equipment, is provided in accordance with the California Master Mutual Aid Agreement (MMAA), and other Operational Area (OA) MAA, to include Public Works, Law Enforcement, Medical/Health, and Fire MAAs. The Emergency Management Assistance Compact (EMAC) defines the interstate mutual aid system, which facilitates resource flow across state lines during governor-declared states of emergency.

See Attachment 3: Mutual Aid for additional details. The Attachment also provides an overview of how the County fits within the larger mutual aid system, and specific mutual aid policies and procedures. Individual ESFs and annexes will include specific mutual aid information, as appropriate.

5.3 Department Operations Centers

Some County departments have DOCs. The primary role of a DOC is to coordinate and support deployed departmental assets, particularly during complex situations involving multiple units.

The Health Services Agency (HSA) currently has a DOC, and the Human Services Department (HSD) is in the process of establishing a DOC. The County may benefit from establishing additional DOC structures, which could preempt the need to activate the County EOC. DOCs are recommended for the Sheriff's Office and the Community Development and Infrastructure (CDI) Department at a minimum.

5.3.1 DOC/EOC Interface

The DOC/EOC interface is primarily for the exchange of information and situation status. The DOC may, in certain circumstances, forward resource requests from the field to the EOC. The EOC may also query DOCs about the availability of department resources and/or to activate and deploy additional resources to the incident scene.

5.4 Special Districts

Special districts with potential emergency roles within the County are identified. Examples of special districts include schools, the port, fire, water, schools, transit, and others. Coordination provisions with each are integral to ongoing preparedness and planning efforts. Special districts have unique resources, capabilities, and vulnerabilities. Some types of special districts will be extensively involved in emergency response, or heavily impacted. Dedicated, purposeful coordination and communication are required.

Relationships among special districts, cities, and the County are further complicated by overlapping boundaries. A special district may serve several cities and County unincorporated areas and can serve in more than one county. In such a situation, the special district may provide a liaison representative to the County EOC to facilitate coordination and communication with the various entities it serves.

5.5 Joint Powers Authorities

The County participates in several Joint Powers Authority (JPA) agreements. JPAs are legal entities formed between two or more public agencies to jointly exercise common powers and achieve shared goals or services. These JPAs allow the County, and other participating agencies, to collaborate more effectively, pool resources, and achieve economies of scale without sacrificing individual autonomy.

Four JPAs have bearing on emergency management, specifically:

- **Santa Cruz Regional 9-1-1**. Also known as NetCom, handles 9-1-1 calls and provides public safety dispatch services. NetCom also has responsibility for the County's alert and warning system for no-notice and life-threatening events where emergency messages need to be sent immediately. NetCom also has the Wireless Emergency Alert (WEA)/Integrated Public Alert and Warning System (IPAWS) capability for the OA.

- **Library Joint Powers Board.** Provides maintenance and operation agreements for libraries, and establishes capabilities to use the libraries as heating, cooling, digital connectivity, and power/device charging centers. Libraries have also been identified as current Pacific Gas & Electric (PG&E) centers during Public Safety Power Shutoff (PSPS) events, and future County Community Resilience Center (CRC) sites.

- **Santa Cruz County Animal Services Authority.** Provides coordination for animal control and care services among all cities and the County. Includes the county's only full service open-admission animal shelter, with two locations. In a disaster, activates and supports the volunteer Equine Evacuation team, and supports sheltering activities for large and domestic animals.

- **Pajaro Regional Flood Management Agency (PRFMA).** A mitigation-focused entity established to reduce flood risk to lives and property from the lower Pajaro River and its tributaries in Santa Cruz and Monterey Counties.

Overviews of each JPA, to include participating agencies, are available from OR3. Agreement copies will be available within the EOC.

5.6 Operational Area Coordination

The California Emergency Services Act (CESA) designates each county, including Santa Cruz County, as an OA to coordinate the emergency activities of its political subdivisions. The OA serves as a coordinating link between all cities and special districts and the regional level of state government.

5.7 OA Emergency Operations Center

Some incidents require additional coordination and resources. This may be due to the complexity of the disaster, an extended timeline, or coordination requirements with multiple jurisdictions including, but not limited to neighboring, state, or federal jurisdictions or agencies. As the lead agency for the OA, the County may activate its EOC to coordinate efforts between impacted jurisdictions and special districts. **The County EOC is the OA's centralized point for response and short-term recovery coordination.**

Coordination and communication will be established between the County EOC and any activated jurisdictional or agency EOC* within the County. The County EOC will help form a common operating picture (COP), assist on-scene (field) [30] command with external coordination responsibilities, and secure additional resources. Additionally, the County EOC will advance the County's whole community strategy by ensuring all stakeholders are communicated with, engaged, and included in the emergency response and recovery system.

*For jurisdictions affected by or participating in the response that have not activated an EOC, communications will be established with the appropriate City Manager or District Executive Officer for the impacted jurisdiction. Communication may be established using cellular/mobile, landline phone, email, text, runner, radio (including amateur radio), satellite phone, or whatever communications systems may be available.

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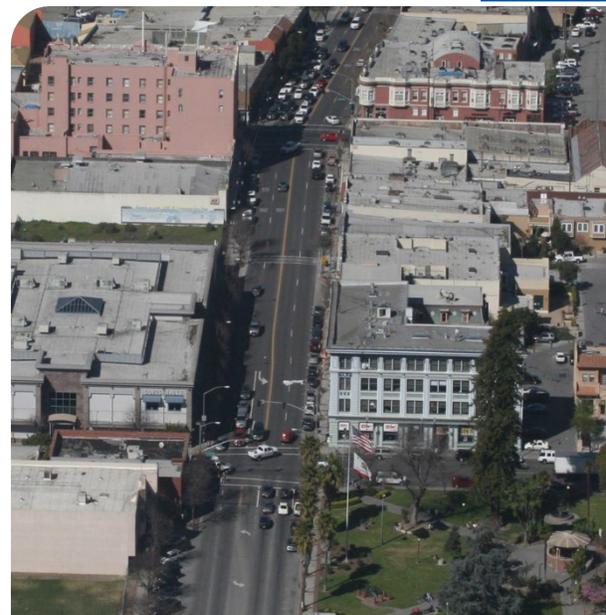
[30] The EOC is not responsible for tactical decision-making. Tactical control of on-scene assets is maintained by the Incident Commander.

5.7.1 EOC Activation and Deactivation

When notified of an emergency or potential emergency, the decision to activate the County EOC can be made by the CAO, the DEM, the Sheriff, or the Public Health Officer, or their successors if they are unavailable.

The County EOC will be activated to the appropriate level in the event of the following:

- An emergency that has occurred or might occur (e.g., alerts, watches, warnings, or threat of a hazard) that may or will require a large commitment of resources from two or more County Departments over an extended period.
- To coordinate response and recovery efforts between multiple impacted jurisdictions and special districts.
- At the request of an Incident Commander to support large scale field-level response and recovery operations.
- To provide for continuity of government.

The County EOC may be activated at a scalable level, where:

- **Level 4** = Standby (Monitored by the Disaster Duty Officer (DDO))
- **Level 3** = Partial Activation – Limited field support and documentation
- **Level 2** = Partial Activation – Management and General Staff
- **Level 1** = Full activation (All appropriate positions and full planning cycle)

As events are ongoing, the need to activate at higher or lower levels may become more appropriate depending upon the needs of the field, the EOC's ability to meet its mission, and the complexity of the event.

Additional examples and details of each activation level, and information about deactivation to scale back functions over time (as resources become unnecessary) are included in *ESF #5: Emergency Management*.

In accordance with California State law, the County EOC will also automatically activate under the following circumstances:

- A state of emergency is proclaimed by the Governor for the County.
- A state of emergency has been declared by the County.
- Two or more local jurisdictions have activated their EOCs, or proclaimed a Local Emergency, or when requested by a local jurisdiction EOC.

- The OA is requesting, or has received, resources from outside its boundaries, except those resources used in normal day-to-day operations obtained through existing agreements such as fire or law enforcement mutual aid.

5.7.1.1 Disaster Duty Officer

The DDO will be an on-call rotating position. During the assigned on-call period, the DDO has 24/7 responsibility to initiate the immediate notifications and response in the event of a potential or actual disaster or emergency. The DDO will be empowered to make key decisions swiftly to mobilize resources and initiate emergency protocols. The County's notification contact list is maintained by OR3 as part of the EOC Manual.

Once the decision has been made to activate the County EOC, the DDO will be responsible for executing EOC activation and notification steps. The DDO may also advise a level of EOC and/or ESF activation is necessary based on potential conditions or threats they will be monitoring.

Due to county-wide staffing shortages, this position may be staffed by a trained rotating cadre from multiple departments. OR3 will lead the DDO program development and training and manage the schedule.

Additional information regarding County EOC activation levels and operations can be found in ESF #5: Emergency Management. Tactical procedures, checklists, and personnel rosters for activating and setting up the EOC and alternate EOC, to include detailed DDO and EOC activation procedures will be described in a County EOC Manual.

5.7.2 EOC Structure

Core functions of the County EOC include coordination, communications, resource allocation and tracking, and information collection, analysis, and dissemination. To accomplish this, the EOC will be activated and staffed to the appropriate level necessary for the response. The EOC Director will direct and coordinate EOC operations. The EOC Director will activate the appropriate ESFs and EOC positions based upon assessment of the specific issues generated by an emergency incident.
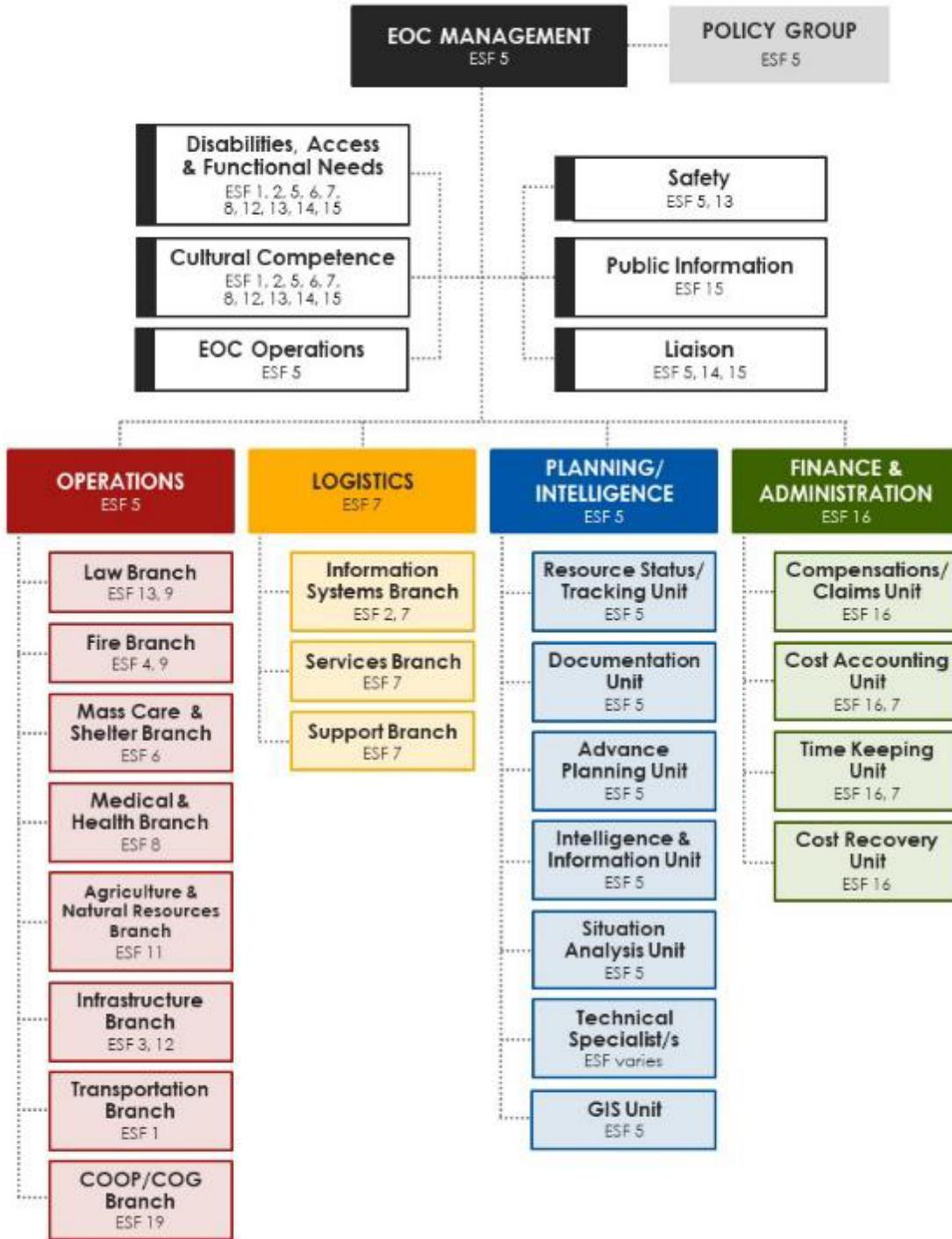
Exhibit 13: EOC Organizational Chart

The EOC is organized into five (5) sections, each responsible for carrying out different aspects of a response. Each section is further organized into branches or groups which are activated as needed. Additional or different branches or units may need to be established depending upon the incident type or to manage the span of control.

- **Management Section.** Coordinates the overall response and recovery transition effort including prioritizing, decision-making, coordination, tasking, policy and guidance and conflict resolution. This includes reports to the CAO, the Board of Supervisors and the Policy Group when activated. The EOC Director, Public Information Officer (PIO), Disabilities, Access and Functional Needs (DAFN) Coordinator, Cultural Competence Coordinator, Legal Advisor, Liaison Officer, Well-being Specialist, and Safety Officer comprise the Management Section. It is important to note that all coordinator, advisor, and PIO positions represent larger supporting sections within the EOC, as outlined in *ESF #5: Emergency Management*.

- **Planning & Intelligence Section.** Responsible for preparing the EOC Action Plan, maintaining resource status, as well as collecting, analyzing, and displaying incident-related information to provide the overall COP. The Planning & Intelligence Section is commonly referred to as the EOC "engine". This Section helps set the EOC "operational tempo" and coordinates all EOC meetings and briefings to ensure EOC staff are aware of current response effort and objectives.

- **Operations Section.** Coordinates and supports field operations as directed by the Management Section, and in accordance with incident objectives. The Operations Section coordinates priority missions with Branch Directors or Group Supervisors and ensures resource deployment is consistent with OA objectives. The Operations Section has primary responsibility for communication and liaison with assets in the field, and to provide regular situational updates to the County EOC.

- The Operations Section will be organized and staffed as required by incident response. Typical branches and their responsibilities are described in below.

Exhibit 14: Typical EOC Operations Section Branches

Operations Branch	Functions/Responsibilities	ESF
Law	Law enforcement, force protection, investigations, mountain search and rescue, evacuation, facility security	13, 9
Fire	Firefighting, urban search and rescue, HAZMAT	4, 9, 10
Mass Care & Shelter	Shelter operations, mass feeding, pets/animal care (in shelters), bulk distribution, unhoused	6
Medical and Health	Public Health, healthcare services, EMS, behavioral health, environmental health	8, 10
Agriculture & Natural Resources	Large animal rescue, parks, natural resources	11
Infrastructure	Public Works, utilities, debris management, damage assessment, engineering	3, 12
Transportation	Transportation, paratransit	1
COOP/COG	Setting priorities, staffing, relocation & alternate facilities	19, 5, 7, 16

- **Logistics Section.** Responsible for providing information systems (including communications and networks and their security, equipment/devices, and service), resource tracking, and procuring and distributing the equipment, supplies, personnel (including volunteers), transportation, food, and facilities needed to support the OA's response. Logistics is also responsible for donations management.

- **Finance & Administration Section.** Responsible for ensuring all financial records and other required documentation are maintained, and all incident-associated costs are tracked, to include personnel time and cost recovery.

5.8 Readiness Working Group

As described in Section 3.3.4: Readiness Working Group, the Readiness Working Group (RWG) is a core component of the County's Whole Community Approach to inclusive emergency management. The purpose of the RWG is to provide a forum for diverse whole community stakeholders to work together to coordinate planning and response, assign roles and responsibilities, validate assumptions, and

continue to build and sustain relationships—and ultimately to build capability and capacity so the OA is truly resilient.

While much of the RWG's efforts will be in preparedness and building meaningful relationships, the RWG can also leveraged by the EOC for large incident responses to communicate and receive information to better inform executive level discussion and decision-making for inclusive and equitable emergency response operations. Attachment 4: Readiness Working Group Overview provides additional information about the RWG, to include the initially identified representative groups and organizations.

5.9 Roles of the Public, NGOs, and the Private Sector

5.9.1 Individuals, Families, and Households

Individuals, families, and households play crucial roles in emergency management by supporting each other and ensuring personal and family readiness for disasters. Personal safety and reduced emergency impact hinge on active planning, establishing support and communications networks, and timely responses to emergency warnings and orders.

It is critical that each individual, family, and/or household account for their unique considerations and build supply kits and emergency plans to address these needs. This includes individuals who have DAFN or medical needs taking steps to ensure supplies and plans account for any medications, service animals, device power requirements, personal assistance service providers, or any other specific considerations.

Examples of preparedness and readiness activities include:

- Taking first aid training
- Stocking up on emergency supplies
- Building a diverse set of emergency communications tools for the sending and receiving of emergency information and alerts, such as mobile/cellular devices, landline phones, internet, National Oceanic and Atmospheric Administration (NOAA) weather radio, and other land mobile radios
- Being ready for evacuation or sheltering in-place for several days with basic supplies or back-up power

- Where communications are limited or not available, working to create a network of family, friends, and community that can work together as a human-to-human alert network. This may include learning HAM radio operations, or identifying key community members with this knowledge.

Many individuals also proactively join programs such as Community Emergency Response Teams (CERT) and stand ready to aid their neighborhood and community in emergency response and recovery.

There are also many mitigation actions that can be taken at the household level such as seismically retrofitting buildings, clearing brush away from structures in fire hazard areas, securing large items and furniture, etc. These limit the impact that any incident can have. Mitigation actions can limit the impact an incident can have. These actions can often decrease the likelihood of needing emergency assistance, or decrease recovery time.

During a crisis, it's vital to stay updated with emergency communications and heed directions from authorities. Individual emergency plans should account for circumstances that may delay critical tasks during an emergency (e.g., receiving emergency alerts, safe evacuation, etc.) and identify solutions that will enhance personal safety and resiliency.

Preparedness and readiness information and tools:

- *Listos California is a resource hub with numerous materials in multiple languages.*

- *Ready.gov has an extensive library of preparedness and readiness tools for a multitude of scenarios to include easy-to-use checklists.*

If all people who CAN prepare before an emergency take action to ready themselves, their families, and their households, responders can focus on the people who by economic, historical, structural disadvantage, ability, or other access and functional needs who will need more assistance.

5.9.2 Nonprofit/Non-Governmental Organizations

The County recognizes the value and importance of organizations that provide day-to-day critical services and community support to the County's diverse populations. Many of these organizations have also played key roles in past and recent disasters. Their unique capabilities, resources, and services can augment response and recovery efforts and fill gaps government entities cannot address. This bolsters the entire EMO's ability to effectively meet the public's needs.

The County will continue to cultivate relationships with non-governmental organizations (NGOs) throughout the county, including faith-based organizations (FBOs) and community-based organizations (CBOs), and other nonprofit agencies. The County EOC will likely be a focal point for coordination of response activities with many nonprofits and volunteer groups via the County's forming Voluntary Organizations Active in Disaster (VOAD), or an established CBO Liaison(s). Some private NGOs with key response roles may have representation in the County EOC. For example, Volunteer Center of Santa Cruz personnel can help provide staff to support the EOC Logistics Section (see *ESF #7: Logistics*) to coordinate volunteer staff procurement. In addition, the Santa Cruz County Second Harvest Food Bank and the American Red Cross can provide staff or resources within the EOC Operations Section to support *ESF #6 – Mass Care and Shelter*. Additional EOC support positions will be explored as ESFs and other EOC documentation is developed.

5.9.2.1 Voluntary Organizations Active in Disaster

The County is in the process of formally establishing a Voluntary Organizations Active in Disaster (VOAD) chapter, which will be done in conjunction, or in partnership, with the RWG. A VOAD is a coalition of NGOs that support

emergency management efforts by coordinating the planning efforts of a variety of voluntary organizations. [31]

In the interim, OR3, or the County EOC when activated at any level (to include watch/warning levels), will initiate communications with key partner agencies. These agencies can assist in sharing information more broadly within the community, and coordinate with the County and others to provide services. Standard communication methods such as phone, conference calls, email, and in-person meetings will be used. If disruptions occur, the county's Amateur Radio Emergency Service (ARES) may be utilized. Until a VOAD leadership structure and a VOAD on-call procedure are confirmed, alternative communication channels are pivotal to maintain coordination. See Section 7: Communications & Public Information and Warning.

5.9.3 Private Sector

Much of the county's critical lifeline infrastructure is owned or maintained by the private sector, such as power and communications, and must be protected during a response to ensure a quick and complete recovery from an emergency. Businesses also play a pivotal role in sustaining the County's economic health. In the wake of a disaster, the swift recovery of Santa Cruz County will hinge on the ability of its small, medium, and large enterprises to resume operations. These same businesses provide valuable resources before, during, and after an emergency, and play critical roles in meeting the needs of impacted populations.

These resources may be accessed through both normal and emergency procurement processes. In addition, many national businesses, such as pharmacies, grocery stores, banks, and 'big box' retailers have active emergency response programs specifically designed to assist local governments with emergency response and recovery. Local regional managers, and OR3 in conjunction with *ESF #7: Logistics*, may be able to identify and assist in accessing this assistance. Pre-planning and coordination are essential for effective integration and use during response and recovery.

All businesses in the county are strongly encouraged to create comprehensive emergency plans, encompassing employee safety, business continuity, and asset protection. A robust emergency plan not only safeguards the business and its employees but also contributes to community resilience.

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[31] California Voluntary Organizations Active in Disaster (VOAD)

> *Sample plans, and other resources and easy-to-use checklists and toolkits are available at Ready.gov under "Ready Business".*

The use of a Business Operations Center (BOC) linked to the EOC, to include possible funding options to create and sustain the BOC, will be explored by OR3 and the CAO's Office to allow for more effective public and private sector coordination in an emergency.
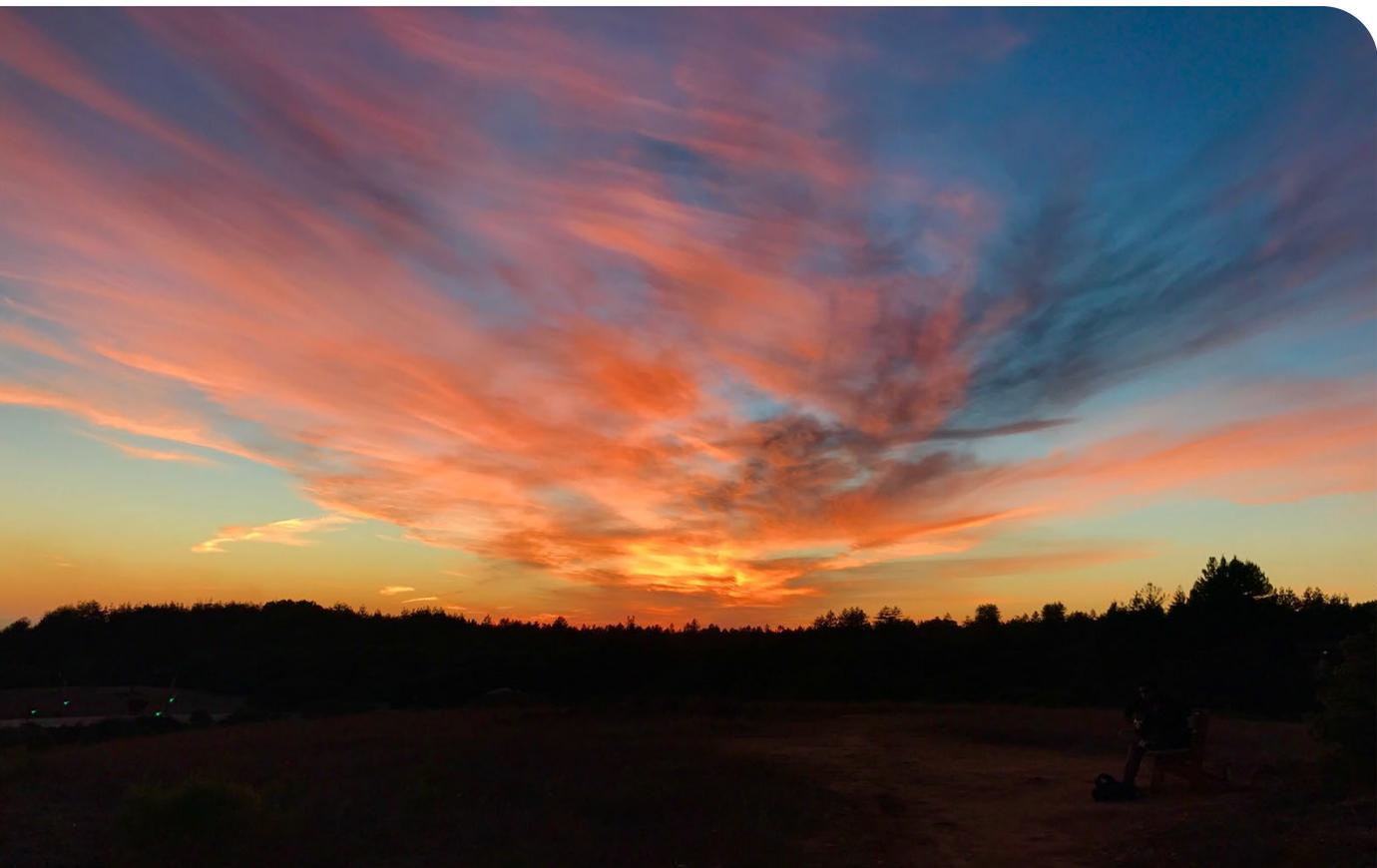
SECTION 6:
Information Collection, Analysis, & Dissemination

A primary objective of the Santa Cruz County (the County) Operational Area (OA) is the collection and analysis of information and intelligence to create a Common Operating Picture COP. Accurate and timely situational awareness creates a COP that enables effective, consistent, coordinated, and timely decision-making.

6.1 Situational Awareness

A recognized and easy-to-follow process for analyzing the continuous flow of information from a multitude of sources to establish situational awareness is critical in an emergency. Coordination among the County's Emergency Management Community (see Section 4.1: Santa Cruz's Emergency Management Community) can ensure a more complete COP by helping to rapidly process information into actionable intelligence to support decision-making.

To ensure effective flow of information and intelligence, emergency organizations at all levels must adhere to established communication systems and protocols to organize, integrate, and coordinate the exchange of information and intelligence among responding agencies. Within the realm of emergency management:

- **Information**. Raw, unevaluated data that *may be speculative, rumored, or factual but unverified.* This typically originates from various sources like field

reports, media, social media, and other sources which have not been vetted for accuracy.

- **Intelligence**. Information that has been analyzed and validated for *its accuracy, relevance, and timeliness, to support decision-making and is based on vetted and verified data.*

6.1.1 Information Sources

Sources of information and intelligence used to build situational awareness and the COP include:

- **Open-source information.** Publicly available information, such as news reports, social media networks, etc.

- **Imagery and signals intelligence.** Includes geospatial data, visual imagery (photos, video, etc.) from satellites, lasers, unmanned aerial vehicles (UAVs) such as drones, radar, etc.

- **Human intelligence.** Available first responders, verbal & *Survey 123* reports from Community Emergency Response Teams (CERTs) members, field outreach teams, eyewitness accounts, liaisons, local Emergency Operations Center(s) (EOC) reports, and updates.

- **Mapping/Geographic Information Systems (GIS).** Includes overlaying data sets with mapping to understand demographics and other information about impacted areas.

- **Intelligence Community Products.** The U.S. Intelligence Community provides key strategic and tactical intelligence that can be leveraged before, during, and after an emergency. The U.S. Department of Homeland Security (DHS) supports integration of intelligence at state and local levels, and with the private sector. Regional and State Fusion Centers are also primary sources of intelligence for the local level. The California State Threat Assessment Center (STAC) is the state's primary fusion center for strategic threat analysis and situational awareness. The STAC provides reports to statewide leadership and the public safety community. The Northern California Regional Intelligence Center (NCRIC) is the regional fusion center for Santa Cruz County. [32]

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[32] More information about intelligence sharing is available at: DHS Intelligence and Analysis; State Threat Assessment Center; and NCRIC.

- **Non-Governmental Partners and Elected Officials.** The County also works closely with non-governmental partners including businesses, nonprofit organizations, faith-based organizations, local leadership, elected officials, and others. These entities are valuable for access to specific and nuanced information from clients/constituents, and may present information that is otherwise not readily available to first responders or government agencies.

Organizations serving people with disabilities, access and functional needs (DAFN), and culturally diverse populations are essential in assessing the emergency impact on these vulnerable groups.

> *The County's GIS team has built a robust web-based GIS application called Situational Awareness For Emergency Response (SAFER) to help with COP visualization(s). SAFER also syncs with official social media feeds throughout the County and includes links and maps to other official information sources. Additional functionality and integration will continue to be developed.*
>
> *Available at [Situational Awareness For Emergency Response](#).*

6.1.2 Essential Elements of Information

A key goal of the County's EOC is to work to ensure the interests and needs of all County stakeholders are represented, communicated, or otherwise included within the formal response organization. To help achieve this, the County EOC maintains standing Essential Elements of Information (EEIs) to help drive information collection and dissemination to support the COP.

EEIs are the critical items of information required within a particular timeframe. When related to other available information and intelligence, the information may be used to establish and maintain situational awareness and drive more informed decision-making.

In an actual or threatened emergency, EEIs assist EOC staff in quickly prioritizing key tasks and information requests upon EOC activation or in preparation for a potential activation. EEIs provide direction on what types of data and information to collect, as well as where and how to source it.

The Standing EEIs can be utilized by the EOC Director and the EOC Planning and Intelligence Section Coordinator as the basis to develop and refine EEIs as soon

as possible after EOC activation. Specific EEIs will vary depending on the type of emergency.

As a part of EEIs, Requests for Information (RFIs) may periodically be issued to stakeholders or other agencies and departments to enhance situational awareness. They may also be used to fulfill information needs for agencies outside the County.

A list of preliminary Essential Elements of Information (EEIs) to include their potential sources and expected contributions, can be found in ESF 5: Emergency Management.

Additional engagement with the County Emergency Management Team (CEMT) and the Readiness Working Group (RWG) can refine and enhance both standing and operational EEIs.

6.1.3 FEMA Community Lifelines

The Federal Emergency Management Agency (FEMA) has introduced the concept of Community Lifelines[33] to prioritize and streamline decision-making during incident response. These lifelines are essential services that support human health, safety, and economic security. This enables continuous operation of critical government and business functions. When these lifelines are disrupted, immediate intervention and restoration are needed. The Lifeline Framework can be used to help establish priorities, guide EEIs and RFIs, and support decision-making.

FEMA's Seven Community Lifelines:

- **Safety and Security.** Law Enforcement/Security, Fire Services, Search and Rescue, Government Services, Community Safety

- **Food, Hydration, Shelter.** Food, Hydration, Shelter, Agriculture

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[33] Additional information (including graphic and visual diagrams) available at <u>FEMA Community Lifelines</u>.

- **Health and Medical.** Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management
- **Energy.** Power Grid, Fuel
- **Communications.** Infrastructure, Responder Communications,

- **Transportation.** Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime
- **Hazardous Materials.** Facilities, Hazardous Materials (HAZMAT) Response, Pollutants, Contaminants

Alerts, Warnings and Messages, Finance, 911 and Dispatch

- **Water Systems.** Potable Water Infrastructure, Wastewater Management

6.2 Information Coordination & Dissemination

To facilitate and coordinate information during an emergency, the County has structures and mechanisms in place to enable accurate and timely collecting,

vetting, and deconflicting of information with the goal of creating actionable intelligence. This includes, but is not limited to:

- On-site Incident Command Leadership
- OA EOC (if activated)
- OA Joint Information System (JIS) and participation in local, regional, state Joint Information Centers (JICs, if activated)
- County Department Operations Centers (DOCs)
- Local, regional, state EOCs (if activated)
- Readiness Working Group (RWG) and agreements with non-governmental partners (business, organizations, etc.)
- Specialized or technical subject matter experts (weather service, County Departments, NCRIC/fusion centers)

Additional information regarding the two-way flow of information and specific communications modalities and methods are in Section 7: Communications & Public Information and Warning and will be included in *Emergency Support Function (ESF) #2: Communications* and *ESF #5: Emergency Management* as appropriate.

6.2.1 On-Site Incident Command Leadership

It is incumbent upon the Incident Commander (IC) or Unified Command (UC) to provide real-time situational awareness and ongoing updates to either the DOC or EOC, based on activation status. Information describing current conditions, actions being taken, and needed resources to meet incident objectives are critical to relay. Eventually, a face-to-face (in-person or virtual) meeting is best so the *ICS 201: Incident Briefing* form can be delivered and discussed.

6.2.2 County Department Operations Centers

Field level reports disseminated to local Department Operations Centers (DOCs) will be vetted for relevance and accuracy, summarized in a DOC Situation Report (SitRep), and transmitted to the County EOC on a regular schedule. The County EOC will maintain regular communication with DOCs to provide timely updates to resource requests, situational awareness, and action planning.

6.2.3 OA Emergency Operations Center

The County EOC is responsible for gathering timely, accurate, accessible, and consistent information during an emergency, and acts as a central point and hub for gathering, analyzing, and disseminating information pertinent to a large-scale incident or event. Given the flow and pace of information in today's fast-paced world, information management with translation into actionable usable and vetted intelligence is of paramount importance.

When the EOC is activated, there are several systems used to coordinate and manage information. This includes:

- **EOC Operations Section.** Each activated Branch within the Operations Section is tasked with ongoing communication with, and connection to, field level responders and ICs. This real-time flow of information is essential to gain an understanding of the evolving situation and development of action items. **A COP is reliant on ground truth for it to be accurate, impactful, and relevant. This COP, in turn, will assist the field level by providing a greater sense of the impact to the whole community.**

- **EOC Planning and Intelligence Section.** Responsible for supporting efforts for timely effective collection and analysis. This includes receiving data, validating data for accuracy and timeliness, and analyzing for clarity, urgency, and security before being disseminated.

- **EOC Briefings.** Periodic EOC briefings will be held to update agencies, departments, organizations, and entities of the current status of the incident, event, or disaster. The briefings will take place as often as necessary, as determined by the EOC Director. Briefings should occur at least once per shift, with the understanding that the schedule may be adjusted to suit the needs of the situation.

  - **EOC Action Plan Briefings.** Conducted at the end of each operational period to transfer information to the incoming shift.

- **Situation Reports (SitReps).** Each EOC Section provides regular updates and reports to the Planning & Intelligence Section. The development of SitReps contributes to everyone's situational awareness and creates a common operating picture that can be used to adjust operational priorities, strategies, and objectives. SitReps are typically distributed at least once per shift, to include County departments, RWG members, and others as may be necessary or required. Some information may be classified or marked as Controlled Unclassified Information (CUI) depending upon the incident.

- **Liaisons.** Liaisons will be a primary means of coordinating information for the EOC in an emergency given the number of potential agencies and organizations involved in an emergency affecting the County. Assigned liaisons and agency/organizational representatives must have the authority to speak for their parent agencies or organizations on all matters.

  o Liaisons are representatives from other government agencies (e.g., cities, special districts, other counties), non-governmental organizations, and the private sector who provide input on their organization's policies, resource availability, and other incident-related matters. Depending upon the type of incident and the level of EOC activation, Liaisons can include representatives from various County Departments. Liaisons provide regular reporting to/from the EOC.

6.2.4 Local, Regional, State EOCs

Local EOCs that are activated will provide a jurisdictional SitRep to the County EOC based on field reports and EOC activities. As the COP is developed, it will be made available to local EOCs for validation and concurrence.

Communications between the County EOC and other activated EOCs will be conducted via liaisons, phone calls, or conference calls, in addition to other methods chosen to communicate, as requested, by the County EOC, and City of Santa Cruz, Watsonville, Capitola, and Scotts Valley EOCs.

CalEOC and OASIS (see Section 7: Communications & Public Information and Warning) will be used to communicate situational awareness and critical information with the California State Operations Center (SOC).

SECTION 7:
Communications & Public Information and Warning

7.1 Introduction

Timely, effective, and clear communications with the public and responders is critical for incident stabilization and establishing and maintaining public trust. The County Emergency Operations Center (EOC) will utilize and build upon existing resources and relationships to establish communications with the community, response organizations, and key stakeholders to maintain situational awareness and effective coordination as necessary. There are multiple redundant communication methods available in the County EOC, allowing for the efficient sharing of information and intelligence.

7.1.1 Accessible and Inclusive Communications

Emergency public information must be tailored to be accessible to the entire diverse community of Santa Cruz County (the County). This includes individuals with disabilities, and other access and functional needs (DAFN), such as individuals who are visually or hearing impaired, those with mobility difficulties, and those with Limited or Non-English Proficiency (LEP/NEP). Individuals in the county also come from various cultural backgrounds and norms. People that are unhoused, visitors, migrant workers and others will require different outreach tools, methods, and messaging, given their unique needs. The manner and style information are crafted, used, and disseminated must be culturally competent

and appropriate. Even within groups of primarily English speakers, there are nuances in how minority groups and populations need to receive information to ensure it is understood and relatable. The goal of all messaging for the entirety of the county community is to ensure it is:

1. Physically received
2. Understandable
3. Personally applicable
4. Actionable

The County will prioritize disseminating a consistent message, delivered in a culturally competent manner, across multiple channels to maximize inclusivity and reach. The County recognizes demographic data can quickly become outdated and might omit certain high-risk groups. Using the Readiness Working Group (RWG), and other existing day-to-day relationships, the County can continue to collaborate and partner with trusted community voices, such as those from community-based organizations (CBOs), faith-based organizations (FBOs), non-governmental organizations (NGOs), elected officials, and community leaders.

Formats for ensuring connection to populations with DAFN and LEP/NEP include:

- American Sign Language (ASL)
- Native speakers and outreach in multiple languages (see Section 2.3.3.5: Race, Ethnicity, and Language in Demographics)
- Use of professional translation services to develop culturally competent messaging that account for different dialects and levels of comprehension
- Closed captioning
- Large print (14 Point Verdana)
- Electronic formats which allow for size adjustments on mobile devices
- Document formats that conform to 508 accessibility standards
- Audio format

7.1.2 Responsibilities

If the County EOC is activated, all incident-related information (e.g., updates, resource requests, etc.) will adhere to the communications policies and procedures outlined in the to-be-developed *Emergency Support Function (ESF)*

#2: *Communications, ESF #15: Public Information and Warning/External Affairs*, and the *EOC Manual*. Communications will also be further articulated within *ESF #5: Emergency Management*.

- **Communications Infrastructure.** The Information Services Department (ISD) is the facilitating lead within *ESF #2*, tasked with the maintenance, operation, and restoration of communication pathways during emergency response. Additional partners in ensuring effective and reliable communications are the Office of Response, Recovery & Resilience (OR3), General Services Department, Sheriff's Office, and Santa Cruz Regional 9-1-1 (NetCom).
- **Communications Information.** *ESF #15: Public Information & Warning/External Affairs* coordinates with others regarding public information needs and activities to deliver timely, accurate, and effective public messaging. It is led by the Public Information Officer (PIO) and supported by County Department PIOs (as relevant), NetCom, and others.

7.2 Joint Information System

ESF #15: Public Information & Warning/External Affairs will provide a detailed description of the County's Joint Information System operations, including the Joint Information Center (JIC).
The ESF will include JIC operations, policies, procedures, activation levels, and position checklists.

7.2.1 Overview

The County's Joint Information System (JIS) integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate, accessible, timely, and complete information during crisis or incident operations.

In order to maintain trust and authority, it is essential that messaging be delivered at the accelerated pace at which information flows through the media and other messaging and outreach strategies.

A JIS utilizes shared plans, protocols, procedures, and structures to provide information. The JIS ensures:

- A structure and system for developing and delivering coordinated interagency messages.

- Development, recommendation, and execution of public information plans and strategies on behalf of the Incident Commander (IC) or EOC.

- Advice to the IC or EOC concerning public affairs issues that could affect a response effort.

- Management of rumors and inaccurate information that could undermine public confidence in the incident response effort and interfere with response operations.

A JIS may be virtual or operate out of a physical location, known as a JIC.

7.2.2 Bay Area Joint Information System

The County is a member of the Bay Area JIS. The Bay Area JIS is a collaboration between thirteen Bay Area member counties that cooperate on training, messaging and message templates, public information, rumor control and other basic JIS functions. Bay Area JIS membership and resources are available to all local PIOs, including PIOs from cities and special districts.

7.3 Joint Information Center

Because of the county-wide nature of most disasters in Santa Cruz County, the County will activate an Operational Area (OA) level JIC. The OA JIC is the central hub of the OA JIS. **The JIC is where PIOs and public information staff representing all agencies and organizations involved in incident management activities gather, verify, coordinate, and disseminate official, timely, accurate, easy to understand, and consistent information to the public.** The JIC is the single point of coordination for all public information operations during emergencies. In rare or complex cases, multiple JICs may be established.

At a high level, JIC seeks to accomplish the following:

1. **Gathering** information from the response (ICs and EOCs), and from public sources to include members of the public, broadcast/traditional media, radio, social media, and field level PIOs.
2. **Verifying** and analyzing information for accuracy and relevancy.
3. **Writing and producing** information in multiple languages and formats for the varied platforms necessary for distribution as timely and accurately as possible. This includes **responding to rumors and misinformation**.
4. Obtaining any necessary **approvals** for information dissemination.
5. **Disseminating** information via as many modes as possible to include human-to-human networks, field PIOs, press releases, press conferences, social media posts, radio, other media broadcasts, reports, etc.

Note: Offering distinctions between "information" and "intelligence" (see Section 6.1: Situational Awareness) can be helpful in educating the public, improving information flow, and preventing rumors and misinformation which will occur when the pace of official information is slower than the speed of communication and social networks.

7.3.1 Lead Public Information Officer

PIOs are the core participants in both the JIC and JIS and are responsible for conducting JIC/JIS operations in a coordinated and organized manner. The County's Lead PIO acts under the direction of the EOC Director as part of the EOC management team. The Lead PIO may also advise and counsel the EOC Director whether a JIC needs to be activated.

7.4 Emergency Notification and Warning Systems

Emergency notification and warning systems are designed to disseminate critical information to the public and relevant agencies about impending or ongoing emergencies. Their primary purpose is to ensure that people can take appropriate actions to protect their lives, property, and the environment in the face of imminent threats.

Given the significant communications challenges posed by the region's topography and the considerable lack of communications and reliable power infrastructure in major geographic areas, it is imperative to include multiple communication methods and human-to-human networks in the outreach efforts targeting neighborhood groups, residents, and communities.

The means by which information is shared can include verbal reports, door-to-door, loudspeaker messages, written messages, social media messaging, Cruz Aware's voice, text, email alert, warning platforms, and broadcast platforms like radio, television, and cable.

Where communications infrastructure systems are currently lacking, additional methodologies must be explored and used.

7.4.1 Santa Cruz County-Specific Messaging Systems

Cruz Aware

- Used for both emergency and non-emergency situations (e.g., roadwork and other neighborhood-level disruptions and information)
- Multiple push communication channels available: phone calls, text messages, email, free mobile app
- Multilingual support
- Advanced geolocation technology delivers targeted alerts based on a specific location
- System is "opt-in" and requires users to sign up for alerts

CruzAlert

- UC Santa Cruz Campus Notification System used to quickly communicate information to students, faculty, and staff.

- Reserved for emergency notifications for incidents with immediate life safety concerns (e.g., bomb threats, fire, active shooter)
- Multiple push communication channels available: voice messages, mobile and landline phones, text messages to mobile/cellular devices, email to all CruzMail and other registered email accounts
- Students, faculty, and staff and others, as appropriate, are automatically enrolled in CruzAlert
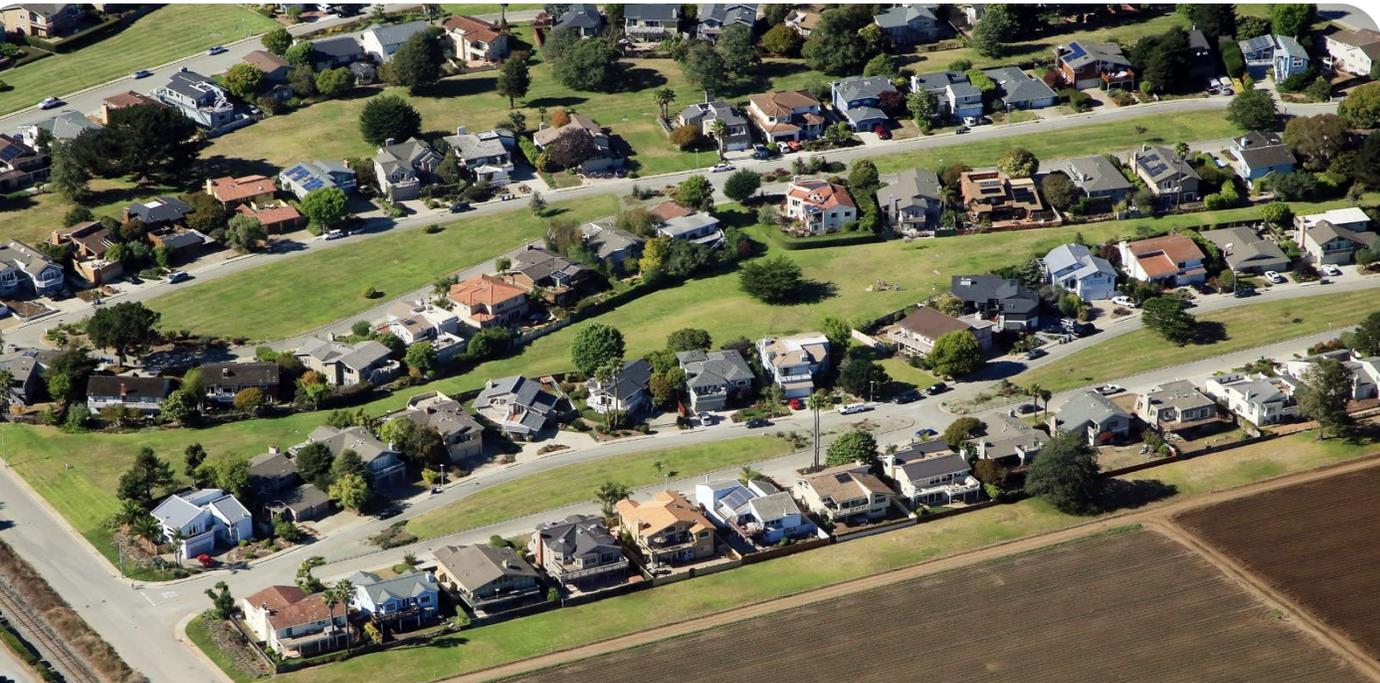
EAS/WEA/IPAWS

The Integrated Public Alert and Warning System (IPAWS) is FEMA's national system for the local Emergency Alert System (EAS) and Wireless Emergency Alert (WEA):

- EAS is a national public warning system commonly used by state and local authorities to deliver important emergency information such as weather and AMBER alerts
- WEA provides critical warnings and information to the public on wireless devices
- NetCom holds the ability to issue EAS/WEA/IPAWS messages on behalf of the County OA

7.4.2 Automated Systems and Messaging Sent from External Sources

ShakeAlert

- Earthquake Early Warning System from the U.S. Geological Survey

- Detects significant earthquakes quickly enough for alerts to be delivered seconds before shaking arrives

National Oceanic and Atmospheric Administration (NOAA) Weather Radios

- When properly programmed, the National Weather Service remotely turns on specific radios and sends basic alerts, including for wildfires.

- The County currently has an initiative to purchase and distribute NOAA weather radios. The program includes additional add-on services like strobe lights and bed shakers for the hearing-impaired.

Nearest weather channels in Santa Cruz County:

  o San Francisco 162.400

  o Monterey 162.550

  o Monterey Marine 162.450

Tsunami Warning Center

- Automatically sends emergency messages when a tsunami threat reaches the Warning level.

7.5 Responder and Emergency Management Communication Resources

Communications must be a two-way flow (both top-down and bottom-up). All communications must use plain language and avoid acronyms or jargon.

7.5.1 First Responder Communication Tools

Santa Cruz Regional 9-1-1 (NetCom)

- Receives 9-1-1 and non-emergency calls and dispatches accordingly.

- Operates 24 hours per day, 7 days per week, 365 days per year.

- Managed by the NetCom Joint Powers Authority (JPA) to provide services.
- Used by:
    - Santa Cruz County Sheriff's Office, Santa Cruz Police Department, Watsonville Police Department, and Capitola Police Department
    - Santa Cruz Fire Department, Watsonville Fire Department, and all Fire Districts in the county
    - American Medical Response (ambulance transport provider)

Land Mobile Radios (LMR)

- Interoperable LMR networks used by first responders (Law/Fire/EMS), Lifeguards, Harbor Patrol, Public Works, and NetCom
- Additional users can be added as needed.
- Base station radios are available in the County EOC for direct communications with field responders.

Port District, Lifeguard, U.S. Coast Guard, and Marine Band Radios

- Interoperable radio communications on standard marine band frequencies used by all entities that work in the marine environment.
- At least one radio or another device capable of communicating with the port/marine environment will be available in the EOC.

Survey 123

- App-based software deployed in the field via mobile and tablet devices.
- Gathers immediate and real-time situational awareness at the source.
- Integrated with the County's ArcGIS and ESRI mapping systems.
- Can be used for damage assessment.
- Used by the County's Community Emergency Response Teams (CERTs)

Zonehaven

- Toolkit for managing evacuations used by first responders and public safety personnel in the county
- A Zonehaven Standard Operating Procedure (SOP) has been developed by law enforcement, fire, and the County Office of Response, Recovery, and Resilience (OR3)

Community Emergency Response Teams (CERTs)

- Volunteers are geographically distributed across the county.
- Can be utilized as points of communication to gather situational awareness, relay messages, and distribute information.
- Use Multi-Use Radio Service (MURS) radios to communicate between neighborhoods and teams

Amateur Radio Emergency Service (ARES)

- ARES provides a robust, redundant, and resilient communication pathway in the county.
- Existing SOPs and response procedures integrate ARES into the OA's response to disasters

7.5.2 OA Emergency Management Communication Modalities

OA-Wide Conference Calls

- OA calls are held regularly when the EOC is activated or when circumstances arise needing OA-wide coordination.
- A list of key partners is maintained by OR3. This list will be reviewed and updated by the RWG and County Emergency Management Team (CEMT)

Organization-Specific Conference Calls

- Many organizations throughout the county have regularly scheduled conferences calls with key partners within their area of expertise. Most calls occur monthly and can be leveraged quickly for special meetings to disseminate vital information during emergencies.
  - o Examples of organized calls include but are not limited to: Health Service Agency's Healthcare Coalition, School District calls hosted by

the Santa Cruz County Office of Education; South County Triage Group; San Lorenzo Valley (SLV) Roundtable; and Chambers of Commerce

OASIS

- Redundant communications system using leased transponder space from commercial satellite operators.
- System allows virtually uninterruptible communication between state, regional and County (OA) EOCs. Consists of a communications satellite, multiple remote sites, and a hub

CalEOC

- A customized version of the WebEOC platform used by Cal OES
- The County must utilize this system to submit initial damage estimates (IDEs) and preliminary damage assessment (PDA) information, and to request emergency management mutual aid (EMMA)
- Designated OR3/Disaster Duty Officer(s) will have access and training to perform these tasks

Other Primary and Secondary Modes of Communication in the EOC

- Landline phones
- Cellular phones
- Text/SMS messaging
- Email
- Fax machines
- Satellite phones
- Couriers/Runners

7.6 Public Information Outreach Platforms

In addition to systems such as Cruz Aware, the County currently uses several traditional and technology platforms and a range of outreach methods to communicate with the public and historically underserved and hard-to-reach populations within the OA. Both high tech (e.g., mass communication media including voice, text, and emails) and low-tech platforms (e.g., door knocking, service worker personal outreach) must be utilized to ensure inclusivity and access given the county's geography and historically challenged communications systems.

7.6.1 Phone, Social Media, and Other Digital Platforms

211

- Phone system that operates 24 hours per day, 7 days per week, 365 days per year for community access to information related to disasters
- Led and managed by the United Way of Santa Cruz County

Social Media and Collaborative Technologies

- Social media allows for both gathering emergency information from the public and disseminating emergency information to the public in near real-time.
- Technological advances undertaken by social media corporations may provide added benefits, such as additional alerting systems.
- Geographic and contextual multimedia, such as narratives, photos, and videos, can contribute to development of the OA Common Operating Picture (COP). See Section 6.1: Situational Awareness.
- Key go-to platforms for communities within the county include Facebook Groups and NextDoor.

- Social media pages that provide official OA/County information are:
  - Santa Cruz County Facebook page
  - Santa Cruz County Instagram page
  - Santa Cruz County Twitter page
  - Santa Cruz County YouTube Channel

Nixle

- Public safety messages and emergency information pushed via email and text message alerts from local fire and law enforcement agencies.

Note: Nixle is in limited jurisdictional use within the county

7.6.2 News Media and Radio

Radio Stations

- In times of emergency when power is unavailable, radio stations may be a more reliable form of broadcast medium than television.
- The OA currently utilizes the following radio station to distribute critical information to the public during disasters:
  - KSCO: AM 108, FM 104.1, 95.7, and 107.9
  - KOMY: AM 1340
  - KZSC: FM 88.1 (UCSC)
  - KSQD: FM 89.5, 89.7, 90.7
  - KBCZ: FM 89.3
  - Stations may be added following consultation with the RWG.
- The County has contracts with several local Spanish radio stations with out-of-market programming and news operations to share non-emergency information such as sheltering and other resources.
- The County is currently exploring resources for Mixteco populations, such as *Radio Bilingue*, a half-hour mixed Spanish and Mixteco program produced each week.

News Media

- Vital partners for information dissemination, reporting, and community relationships.

- o Includes local, regional, national, and international print, television, and electronic media representatives.
- o County PIO maintains a standard press list which includes local Spanish language media outlets, Entravision and Univision

- Prompt, accurate information is necessary to meet the public's demand for information, prevent rumors, and maintain trust and authority.

- Information released to the media should be verified through established JIC/JIS protocols, in coordination with other partners. In larger incidents, this may require coordination with state and neighboring jurisdiction PIOs, among others.

SECTION 8:
Administration, Finance, & Logistics

Proper recordkeeping and accounting allow the County of Santa Cruz (County) to provide continuity of financial support for the County and the Operational Area (OA), and maximizes recovery of allowable disaster costs. All County assets (human, facility, equipment, supplies, and other resources) will become the purview of the County Emergency Operations Center (EOC), when activated, to acquire and direct in any way necessary to respond to an emergency. Incident Command (IC) in the field will be instrumental in monitoring and communicating needs and requests to the EOC.

The County will develop and maintain a *Disaster Finance and Cost Recovery Manual (ESF 16: Disaster Finance and Cost Recovery)* to fully detail the County's disaster finance procedures, cost controls, and financial cost recovery policies and procedures.

Additional information regarding the EOC Finance & Administration Section can be found in ESF 5: Emergency Management and ESF 16: Disaster Finance and Cost Recovery.

8.1 Documentation and Record Keeping

8.1.1 EOC Finance & Administration Overview

The EOC Finance and Administration (F&A) Section plays a supporting role in all incidents and events to ensure all required documentation and records are collected for the California Office of Emergency Services (Cal OES) and Federal Emergency Management Agency (FEMA).

Filing requirements necessitate the retention of documentation throughout all actions and activities. The extent to which the EOC F&A Section is activated is contingent on the scale and magnitude of the emergency or incident. Smaller incidents may necessitate partial section activation. Larger or more complex incidents will require full section activation. EOC Activation Levels are articulated further in Section 5.6.1: EOC Activation of this Base Plan, and in *Emergency Support Function (ESF) #5: Emergency Management Annex*.

Specific position guidance and checklists for EOC operations will be developed and provided as attachments to *Emergency Support Function (ESF) #5: Emergency Management Annex*. These will be developed in accordance with recordkeeping requirements for reimbursement claims, and other information necessary as outlined in *ESF #16: Disaster Finance and Cost Recovery* and the County's *Continuity of Operations (COOP) Plan*.

8.1.2 Cost Expenditure Documentation

The EOC F&A Section will manage and maintain all financial records related to the emergency or incident. Documentation supporting all costs claimed are required, and all information must relate back to individual original source records.

This includes, but is not limited to, maintaining records for:

- Damage assessment expenditures
- Recovery cost expenditures
- Insurance related documents
- Personnel time and overtime
- Employee injuries
- Any other costs associated with the emergency or incident

Funding will be approved or denied based upon the information supplied by applicant agencies, such as the County, or the County OA. **The initiation of expenditure tracking should begin upon threat, warning, notification, or clear occurrence of an incident, event, or obvious disaster that requires labor, equipment, materials, and other associated expenses.**

8.1.3 EOC Documentation

When the EOC is activated, proper documentation to support emergency operations is essential. Even if the EOC activates at lower levels for minor incidents, situations can quickly escalate or multiply. Strong documentation provides County decision-makers with vital incident cost and operational data, and ensures maximum cost recovery when necessary.

Documentation memorializing all activities and decisions within the EOC, and EOC processes from activation to demobilization, will become part of the permanent record. Activity and process documentation includes, but is not limited to:

- Emergency Action Plans (EAPs)
- Situation Reports
- Activity Log Forms (Incident Command System (ICS) Form 214)
- Message Forms
- Resource Requests

Document maintenance and retention must comply with federal, state, or local requirements, whichever standard is the strictest.

8.1.4 Vital and Essential Records Preservation

The County's *COOP Plan* will include an inventory of essential records, systems, data management software, and equipment necessary to perform essential functions, and to reconstitute normal operations following an emergency. The County's *COOP Plan* must identify and include the following necessary and reasonable steps to protect such information, no matter the form or media:

- Selection of essential records identified through the County's Records Retention Schedule or Document Management System.
- Any additional vital records identified within the County's *COOP Plan*.

- Review of protection methods available and appropriate for essential/vital records and information preservation.
- Identification of alternate storage locations for essential information.
- Determining which records and information are essential/vital and should be given priority during salvage operations.
- Development of audit measures and maintenance to ensure current and effective recovery systems.
- Establishment of administrative procedures and policies, such as an Essential/Vital Records Plan Packet.

Additional information related to essential records and reports can be found in the County's *COOP Plan*. As appropriate any EOC-required action will be documented as part of *ESF #5: Emergency Management.*

8.1.5 After-Action / Corrective Action Reporting

Standardized Emergency Management System (SEMS) regulations require any jurisdiction proclaiming a Local Emergency for which the governor proclaims a State of Emergency to complete and transmit an After-Action Report (AAR) and Corrective Action Report (CAR) to Cal OES within ninety (90) days of the incident period's close. The AAR will document the County's response activities and identifies strengths and areas for improvement. The CAR establishes a work plan for implementing improvements in response and recovery systems.

The AAR is a composite of documents submitted by all functions and provides a broad perspective of the incident. It references documents that are more detailed and addresses all areas specified in regulations. The AAR also includes information gathered from all documents generated during the response phase

and interviews with emergency responders. It will coordinate with, but not encompass, hazard mitigation. Hazard mitigation efforts may, however, be included in the AAR's "Recovery Actions to Date" section.

At a minimum, the AAR must provide:

- Response actions taken
- Applications to SEMS and the National Incident Management System (NIMS)
- Suggested modifications to SEMS/NIMS
- Necessary mediation to plans and procedures
- Identified training needs

Depending upon the nature of the incident, city and special district after-action observations may be included as part of the larger Santa Cruz County OA AAR. It is essential that AAR developers purposefully seek and include input from nonprofit/community partners and the private sector.

The EOC Planning & Intelligence Section, in conjunction with the Director of Emergency Management (DEM), will develop the AAR and CAR, or provide input to support the OA's AAR development and submission. The DEM will ensure the AAR, or AAR input, is complete and distributed as appropriate. For any AARs not included in the OA submittal or when such a submittal is not required—such as those specific to a department, City, or special district—the County Director of Emergency Management (DEM), or their designee, will send the AAR/CAR to the Cal OES Coastal Region and provide an informational copy to the submitting jurisdiction within ninety (90) days.

8.2 Procurement

8.2.1 Procurement Requirements

The County should comply with their own procurement procedures in accordance with applicable state and local laws and regulations, provided they conform to applicable federal laws and standards. If there is a question regarding applicable laws, ordinances, etc., the more stringent policy shall apply.

Exhibit 15 identifies key finance and procurement policies, codes, and regulations. Additional references can be found in Section 12: References and Authorities. These lists are not inclusive of all applicable regulations.

8.2.1.1 Federal

Emergency Procurements and subsequent Recovery Procurements should conform to the Federal Acquisition Regulation (FAR). During emergency periods, efforts should be made to solicit bids and proposals from several sources to ensure low cost or best value. Documentation of any bid or proposal solicitation, as well as corresponding responses, will be maintained. Emergency contracts should be rebid once the exigent period is over and long-term needs are identified.

All procurement actions must also adhere to Chapter 2 of the Code of Federal Regulations (2 CFR), which includes requirements for full and open competition, inclusion of small and disadvantaged firms to the extent possible, price and cost analysis, and documentation of procurement and vendor selection process.

8.2.1.2 State of California

In order to qualify for maximum reimbursement from the State of California, emergency procurements and subsequent recovery procurements should conform to the California Public Contract Code. **To the extent possible, emergency response and recovery agreements and contracts should be competitively bid and pre-qualified pursuant to State law prior to any emergency.** These competitively bid and pre-qualified contracts ensure fair and open competition in a manner that meets state and federal procurement requirements, and allows the County to have resources immediately available when needed.

Exhibit 15: Applicable Finance and Procurement Policies, Codes, and Regulations

Federal
• Emergency procurements and subsequent recovery procurements should conform to the Federal Acquisition Regulations (FAR). • Chapter 2 of the Code of Federal Regulations (2 CFR)
State
• California Public Contract Code
Local
• County Procurement Procedures • Procedure for the Administration of Contracts, Agreements, the Purchasing of Supplies, Materials and Equipment, and Grants • Electronic ICS Form 214 and Timecard Link Tool and Procedure (developed by the County Health Services Agency (HSA)) • County of Santa Cruz Human Resource Policy • County of Santa Cruz Purchasing Policy Manual June 2023

8.2.2 County of Santa Cruz Disaster Emergency Fund

The Board of Supervisors established a separate committed fund balance account known as the *Reserve for Natural Disasters*. The funding for the Reserve is established by resolution during the annual budget process. The purpose of the Reserve is to fund extraordinary operating costs, legal costs and cash flow disruptions resulting from delays in state and federal reimbursements for natural disasters. In accordance with the County's Fund Balance Policy, any use of funds requires a four-fifths vote of the Board of Supervisors appropriating the funds.

8.3 Cost Recovery

Disaster-related expenditures may be reimbursed under several state and federal programs. Recovering these costs can be a complicated and lengthy process that requires extensive documentation and meticulous record keeping to ensure maximum reimbursement.

Key cost recovery principles include:

- The Finance Department is responsible for coordinating the County's efforts to properly apply for state and federal reimbursement for disaster-related costs and obligations.

- For disasters involving significant damage to infrastructure, it can take an extraordinary amount of time to complete the eligible work and to compile supporting documentation necessary for state and federal reimbursement.

- FEMA's Office of the Inspector General routinely audits state and local governments and nonprofit organizations that receive FEMA disaster assistance funds.

- If the Inspector General determines that a grant applicant did not spend disaster assistance funds according to federal regulations and FEMA guidelines, FEMA can rescind the original award.

- Providing documentation in the form FEMA expects can provide a measure of protection for the County and its OA partners. In addition to inadequate documentation, common disallowances include expenditures for ineligible items, improper procurement, and duplicate payments from insurance companies.

- It is critical to maintain records and documentation in an auditable form for at least three (3) years following receipt of a closeout letter from Cal OES.

8.3.1 Eligible Costs

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and for which the service is the responsibility of the applicant agency (the County). Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy for the emergency service. Eligible costs are costs that:

- Are reasonable and necessary to accomplish the eligible work
- Comply with federal, state, and local requirements for procurement
- Do not include (or are reduced by) insurance proceeds, salvage values, and other credits

When determining eligible costs, the defining factor for reimbursement will be whether the documented costs can be deemed "reasonable." The federal government often refers to 2 CFR 200.404 for a definition of "reasonable" cost: *A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the decision was made to incur the cost.*

The question of reasonableness is particularly important when a non-federal entity is predominantly federally funded. Eligible cost criteria apply to all direct costs, including salaries, wages, fringe benefits, materials, equipment, and contracts awarded for eligible work. Ineligible expenses include costs for standby personnel and equipment and lost revenue.

Additional information on cost recovery, including FEMA reimbursement categories, can be found in Section 9: Recovery.

8.3.2 Insurance Administration and Claims

The County maintains a regularly updated schedule of insurance policies, which identifies the types of insurance covered, policy dates, coverage amounts and carriers. This list and schedule are maintained by the County's Personnel Department, Risk Management Division. Additionally, the County's *COOP Plan*

and *ESF #16: Disaster Finance and Cost Recovery* will include the list of providers and contacts.

In emergencies eligible for Stafford Act assistance, numerous insurance guidelines apply with respect to eligibility to seek and obtain federal assistance. FEMA only pays following any reimbursement due from insurance. FEMA also does not pay for or reimburse business interruption expenses and losses, or for facilities owned by the private sector.

8.4 Logistics Management and Resource Support

ESF #7: Logistics will detail the County's resource management strategy, inclusive of the resource requests in accordance with local, state, and federal requirements and processes. During an emergency, the County EOC Logistics Section is responsible for the coordination and management of OA resources, including but not limited to the tracking, availability, and procurement of internal and external resources. **To ensure proper documentation and to maximize cost recovery, the EOC Logistics Section works closely with the EOC F&A Section.**

8.4.1 Resource Requests

Upon exhaustion of all internal and local resources, a resource request based on need is submitted to the County EOC. Resource requests from jurisdictions within the county will be coordinated to determine whether a resource is available from County departments or other sources within the OA. Resource requests from the field and County departments and non-county jurisdictions will be made through one of the following processes:

- **Discipline-specific mutual aid systems.** Requests for resources that are normally within the inventories of the mutual aid system will go from local coordinator to OA Mutual Aid Coordinator to Regional Mutual Aid Coordinator. See Section 8.5.2: Mutual Aid.

- **Appropriate branches within the EOC Operations Section.** Upon receipt of a request for additional resources, the EOC Operations Section initiates the resource request through the Logistics Section at each level with an emphasis on the need for lateral coordination with other functions.

8.4.2 Staff Augmentation/Disaster Service Workers

Pursuant to California Government Code §3100-3109, all public employees[34] are obligated to serve as Disaster Service Workers (DSWs) and are subject to assignment of public employee DSW status and associated duties. In addition to employees, certain classes of volunteers are considered DSWs for the purpose of engaging in disaster service pursuant to the California Emergency Services Act (CESA) without pay or other consideration.

The DSW designation does not include employees performing day-to-day response activities such as those associated with law enforcement, fire, or emergency medical services. DSWs provide services and support during declared emergencies or disasters. In the event of a major emergency or disaster, County employees may be called upon to perform certain duties in support of emergency management operations. Disaster service duties include assisting any unit of the emergency organization or performing any act contributing to the protection of life or property or mitigating the effects of an emergency or potential emergency. The County of Santa Cruz has a 3-tiered DSW designation structure:

- **DSW 1**: County employees assigned to the County EOC
- **DSW 2:** County employees reserved for departmental COOP requirements
- **DSW 3:** County employees who are utility resources available to be deployed where needed during a disaster or EOC activation *(most commonly to support mass care and shelter operations)*

DSW assignments should be reviewed annually by County departments to ensure DSW designations do not conflict with the performance of essential functions in support of necessary daily or COOP/ COG activities, such as County Service Area (CSA) and other work.

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[34] Public employees (civil service) are all persons employed by any City, County, or State agencies or public districts in the State of California.

For those County employees who do not have a specific disaster assignment, or specific emergency-related training, they may be assigned to perform general duties under the DSW Program.

Additional training and orientation are needed for County DSWs, particularly for DSWs serving in frontline public-facing positions such as mass care and shelter operations. This will be coordinated by the Office of Response, Recovery & Resilience (OR3), the Human Services Department (HSD), and Health Services Agency (HSA) as part of *ESF #5: Emergency Management*, *ESF #6: Mass Care and Shelter*, and *ESF #7: Logistics*, and other ESFs as required.

8.5 Mutual Aid and Other Agreements

8.5.1 County Standby Agreements and MOUs

The County maintains day-to-day contractual agreements to include Joint Powers Authorities (JPAs) agreements, as referenced in Section 5.5: Joint Powers Authorities and Attachment 3: Mutual Aid.

Additionally, the County is heavily engaged with, and reliant upon its private sector and nonprofit/community and faith-based partners on a daily basis. The County recognizes the importance of including these partners in county emergency response, recovery, and preparedness efforts. Business and industry own, or have access to, substantial response and support resources. These resources can be utilized either within or outside the county to support emergency operations and recovery. Where appropriate, this may potentially help businesses off-set potential economic losses with alternate resource use in a major disaster.

The County will continue to engage in outreach and communication efforts as

part of the Readiness Working Group (RWG) and other outreach and whole community collaboration efforts to identify potential opportunities. Agreements or understandings will be documented as may be necessary or required.

As of the date of this plan, the County, led by OR3, is in the process of establishing standby contracts with its nonprofit partners and service providers to facilitate role clarity and improved cost recovery. When necessary, the County may also consider Memorandums of Understanding (MOUs), or other agreements.

8.5.2 Mutual Aid

Should OA resources prove to be inadequate during an emergency, requests will be made for assistance from other local jurisdictions, higher levels of government, and other agencies in accordance with existing or emergency negotiated Mutual Aid Agreements (MAAs) and understandings. Mutual Aid, including personnel, supplies, and equipment, is provided in accordance with the California Master MAA, and other OA MAAs, to include Public Works and Law Enforcement MAAs. The Emergency Management Assistance Compact (EMAC) defines the interstate mutual aid system, which facilitates resource flow across state lines during governor-declared states of emergency.

Attachment 3: Mutual Aid provides additional details. The Attachment also provides an overview of how the County fits within the larger mutual aid system, as well as specific policies and procedures. Individual ESFs will also include more specific mutual aid information, as appropriate.

Any additional agreements and understandings that may be entered into at the time of a disaster will be duly authorized by the County, as applicable, and will be formalized in writing whenever possible.

The OA Mutual Aid Coordinators are responsible for tracking requests for equipment, resources, and manpower under

existing mutual aid protocols. The requesting agencies are responsible for reporting to Cal OES the number and status of resources deployed on a mission on a daily basis.

8.6 Nondiscrimination

This section is included in other parts of this plan, and is intentionally repeated. Failure to comply or honor nondiscrimination and inclusive practices can result in legal, financial, or moral consequences. This policy applies to all levels of government, contractors, volunteers, and labor unions. The County will not discriminate on the grounds of race, religious creed, color, national origin, ancestry, disability, medical condition, genetic information, marital status, sex, gender, gender identification, gender expression, age, sexual orientation, or military or veteran status in the execution of emergency management functions.

Further, the County will comply with all aspects of the Americans with Disabilities Act (ADA). This includes, but is not limited to facility accessibility, and ensuring communications address the provision of appropriate auxiliary and aids and services to ensure effective communication with individuals with disabilities, ensure individuals with disabilities are not separated from service animals and assistive devices, and can receive disability-related assistance throughout emergencies. Further the County must ensure the requirements set forth in California Government Code §8593.3 and §8593.3.5 are met. Support resources to accomplish these will be identified in a to-be-developed Resource Directory as part of *ESF #5: Emergency Management*, and documented as appropriate within *ESF #2: Communications*.

SECTION 9:
Recovery

9.1 Recovery Overview

This section primarily addresses recovery for major disasters. The concepts, however, can also apply to more localized incidents impacting Santa Cruz County. Recovery planning should begin as soon as possible, even while response activities are in progress. Recovery is an interdependent process with many concurrent activities working to progressively advance community restoration. Decisions and priorities set early in the recovery process can have cascading effects on the nature and speed of recovery progress.

Recovery may be divided into three operational phases, all of which overlap to some extent:

- Short-term/immediate needs
- Intermediate
- Long-term recovery

Intermediate and long-term recovery typically extends beyond deactivation of the County Emergency Operations Center (EOC).

The National Disaster Recovery Framework (NDRF) seeks to enable a more effective recovery support for disaster-impacted jurisdictions. It provides a flexible structure that enables disaster recovery managers to operate in a unified and

collaborative manner. The NDRF focuses on how best to restore, redevelop, and revitalize the health, social, economic, natural, and environmental fabric of the community and build a more resilient nation.

The NDRF also establishes Recovery Support Functions (RSFs). The NDRF and its RSFs can provide a strong foundation for the County to build a robust recovery organization and Recovery Plan. The County's Recovery Plan will also articulate how the County will manage concurrent recovery efforts given the County's current and projected experience with multiple overlapping disasters.

9.2 Recovery Organization

Responsibility for supporting recovery efforts in the County after a disaster is shared among the public (all levels of government, special districts, joint powers), nonprofit and private sectors, communities, and individuals. Recovery for Santa Cruz County is complex, as the County relies on resources shared by other counties in the region, such as transportation systems and infrastructure. The County workforce availability is also impacted when roadways and

transportation systems are disrupted (see Section 2.3: Situation/Community Overview).

A Recovery Task Force consisting of representatives from the County, local jurisdictions, business, community organizations, and nonprofit organizations may be established to help coordinate the recovery process. Long-term recovery is a complex process that necessitates community-wide coordination. The Recovery Task Force would operate outside the EOC organization once incident demobilization occurs.

9.3 Sources of Emergency Reimbursements

There are several reimbursement types and sources, such as:

- Federal Emergency Management Agency (FEMA) Public Assistance: Damage to public infrastructure
- FEMA Individual Assistance: Damage to private residences
- Small Business Administration (SBA) Loans: Damages to small business ("small" is per SBA size standards and definitions)
- Agricultural Damage
- Federal Program Damages
    - Federal Highway Administration – Emergency Relief Program
    - U.S. Army Corps of Engineers
    - Natural Resources Conservation Service
    - Other federal agency assistance may become available

9.4 FEMA Public Assistance

9.4.1 Purpose and Eligibility

FEMA's Public Assistance grant program provides federal assistance to state and local governments and certain types of private nonprofit organizations following a presidential disaster declaration. Public Assistance provides grants so communities can quickly respond to and recover from major disasters or emergencies.

Assistance may be used for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private nonprofit organizations. The federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration.

FEMA determines whether the various components are eligible for disaster assistance. Reimbursable work categories are listed in Exhibit 16. The essential elements of the Initial Damage Estimate (IDE) form are the reimbursable categories as allowed by FEMA.

Exhibit 16: FEMA Reimbursable Work Categories

Category	Type of Work	Work Duration Type
Category A	Debris Removal	Emergency Work
Category B	Emergency Protective Measures	Emergency Work
Category C	Roads & Bridges	Emergency Work
Category D	Water Control Facilities	Permanent Work
Category E	Buildings & Contents	Permanent Work
Category F	Utilities	Permanent Work
Category G	Other – Parks, Recreation, etc.	Permanent Work
Duration:	Emergency Work: 6 months Permanent Work: 18 months Time extensions may be granted for extenuating circumstances.	n/a

9.4.2 Facilities

9.4.2.1 Facility Type

To be eligible, a facility must:

- Be the responsibility of an eligible applicant
- Be in a designated disaster area
- Not be under the specific authority of another federal agency
- Be in active use at the time of the disaster

Examples of eligible public facilities include:

- Roads (non-federal aid)
- County Service Area (CSA) roads
- Sewage treatment plants
- Irrigation channels
- Schools
- Buildings, contents, equipment
- Bridges and culverts
- Utilities

Eligible private nonprofit facilities include:

- Educational facilities (classrooms, supplies, and equipment)
- Gas, water, and power systems
- Emergency facilities (fire stations and rescue squads)
- Medical facilities (hospitals and outpatient centers)
- Custodial care facilities
- Other essential government services, such as private nonprofit facilities that must be open to the public

9.4.2.2 Restrictions

Alternative Use Facilities

If a facility was used for purposes other than for which it was designed, restoration will only be eligible to the extent necessary to restore the immediate pre-disaster alternative purpose.

Inactive Facilities

Facilities that were not in active use at the time of the disaster are not eligible, *except* in those instances where:

- Facilities were only temporarily inoperative for repairs or remodeling
- Active use by the applicant was firmly established in an approved budget
- The owner can demonstrate to FEMA's satisfaction an intent to begin use within a reasonable time

Time to Complete

For debris removal and emergency work, an additional six months may be granted by the state. For permanent restoration work, an additional thirty months may be granted by the state. The County will only be reimbursed for those costs incurred up to the latest approved completion date for a particular project. The project must be completed for the County to retain any money already funded.

Negligence

No assistance will be provided for damage caused by negligence through failure to take reasonable protective measures. If negligence by another party results in damages, assistance may be provided on the condition that the applicant agrees to cooperate with FEMA in all efforts to recover the cost of such assistance from the negligent party.

Special Considerations Requirements

Necessary assurances shall be provided to document compliance with special requirements including, but not limited to, floodplain management, environmental assessments, hazard mitigation, protection of wetlands, and insurance.

9.4.3 Individual Assistance

FEMA's Individuals and Households Program (IHP) [35] provides financial assistance and direct services to eligible individuals and households affected by a disaster, who have uninsured or underinsured necessary expenses and serious needs.
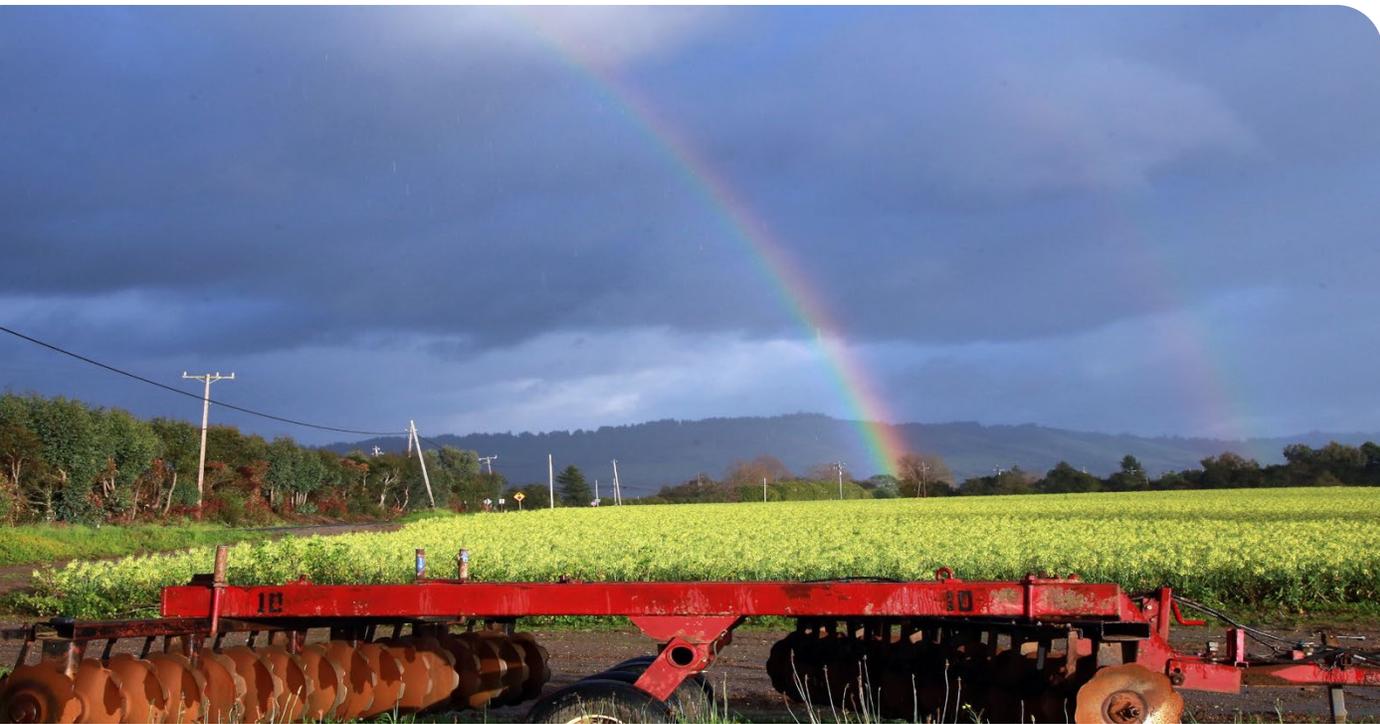
9.5 Hazard Mitigation

Hazard mitigation planning reduces loss of life and property by minimizing the impact of disasters. It begins with state, tribal, and local governments identifying natural disaster risks and vulnerabilities common in their area. After identifying these risks, long-term strategies for protecting people and property from similar

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[35] Additional IHP assistance information can be found at [FEMA's IHP website](#).

events are developed. Mitigation plans are key to breaking the cycle of disaster damage and reconstruction.

Following a disaster, FEMA Hazard Mitigation Assistance can provide funding for eligible mitigation measures to reduce future disaster losses. Exhibit 17 provides an overview of the primary Stafford Act [36] post-disaster mitigation programs.

Exhibit 17: Stafford Act Hazard Mitigation Programs

| Section 404 Mitigation	Section 406 Mitigation
Section 404 is broader in scope than Section 406 mitigation work. It funds mitigation projects for both damaged and non-damaged facilities throughout the entire state.	Section 406 focuses provide funding for mitigation measures only for facilities that have been damaged in a particular presidentially declared disaster area.
• Hazard Mitigation Branch/State Program • May apply statewide • Includes preventive measures • Public and private properties • Benefit Cost Ratio > 1.0 • Limited funding	• Public Assistance Program • Applies only to declared counties • Includes only damaged facilities • Public and Private Nonprofit facilities only • 15% rule, 100% rule or Benefit Cost-Analysis • No program funding limit

9.5.1 Local Hazard Mitigation Plan

The County's 2021-2026 Local Hazard Mitigation Plan (LHMP) was published in 2021 by the County's Community Development and Infrastructure (CDI) Department Planning Division. The Cities of Watsonville and Santa Cruz maintain their own LHMPs. Development of a shared OA-wide LHMP during the next County update can provide regional benefits, which is critical given the level of interdependent and shared infrastructure.

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[36] The Robert T. Stafford Disaster Relief and Emergency Assistance Act provides the statutory authority for most Federal disaster response activities especially as they pertain to FEMA and FEMA programs. Additional information regarding the Stafford Act and other Federal Disaster Authorities is available on the FEMA website.

Future LHMP updates should also include technological and human-caused risks, hazards, and threats. The LHMP and the County's 2022 Climate Action and Adaptation Plan (CAAP) should be reconciled as climate-driven hazards, threats and impacts have changed the County's hazard vulnerability profile.

A well-documented LHMP that includes clearly articulated projects and priorities can help maximize available mitigation grants and programs both before and after a disaster.
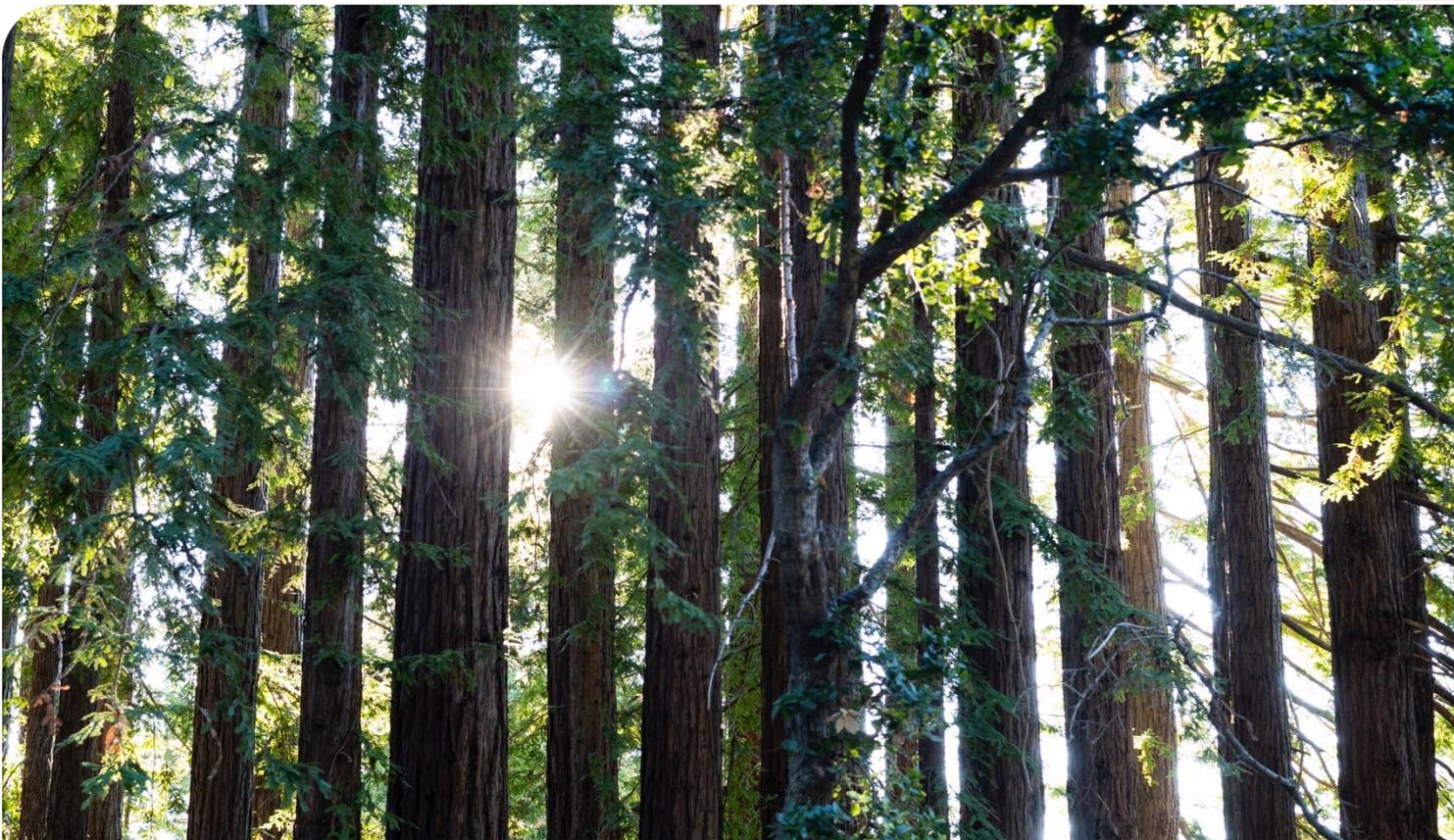
SECTION 10:
County ESFs & EOP Annexes

While the Base Plan covers general emergency policy and doctrine, many functions require more specific guidance. In alignment with national, state, and local frameworks, guidelines, and best practices, the County Operational Area (OA)'s primary EOP annexes are categorized as Emergency Support Function (ESF) Annexes which fill this need for more detailed guidance.

ESF annexes will focus on specific responsibilities, tasks, and operational actions for particular emergency functions. These functional annexes will clearly describe the policies, processes, roles, and responsibilities of various partners—government officials, departments and agencies, private sector elements, and nonprofit organizations—before, during and after emergencies.

ESF annexes may also establish preparedness targets (e.g., training, exercises, equipment checks and maintenance) to help achieve function-related goals and objectives during emergencies and disasters.

10.1 ESF Annex Implementation

Each annex may use implementing instructions in the form of Standard Operating Procedures (SOPs)/Standard Operating Guides (SOGs), checklists, charts, tables, forms, and maps. These may be included as attachments or references.

The ESF planning team may use supporting documents to clarify the contents of the plan or annex. For example, in the *ESF #13: Public Safey & Security and Evacuation Annex* may be more effective by including maps marked with evacuation routes. Because these routes may change depending on the location of the hazard, the evacuation annex may also include hazard-specific maps. Similarly, maps showing the locations of shelters may support *ESF #6: Mass Care and Shelter.*

10.2 Emergency Support Functions

Using the ESF structure can facilitate the flow of OA requests for governmental support to state and federal levels during an incident, and the provision of resources back to the OA. Given the recent number of disasters and emergencies in the County, this is critical.

ESFs discuss certain functions or operations that cut across most or all emergencies, such as emergency management and public information. As necessary, the County may develop additional hazard or incident-specific playbooks to address specific hazards (e.g., earthquake, tsunami, pandemic, public safety power shut off (PSPS) or power grid loss, etc.), specific incidents (e.g., mass casualy, radiological incident, etc.), or for large planned special events.

ESFs #1-15 are generally standardized, and directly align for federal, state, and County. Beyond ESF #15, the State and County have added additional ESFs to meet specific needs and contexts. Exhibit 19 provides a crosswalk of how the County OA ESFs/Annexes correlate to State and Federal ESFs.

10.3 County ESFs

Exhibit 18 provides an overview of each County ESF, and the assigned County Primary and Supporting Department(s) and/or Agencies.

- **Primary Departments** possess significant authorities, roles, resources, and capabilities for coordinating and carrying out a particular ESF.
- **Supporting Departments/Agencies** possess specific capabilities and resources that provide support to the primary department and mission of the ESF.

Additional work will be necessary to fully identify supporting departments and agencies and develop robust annexes, inclusive of standard operating procedures (SOPs), and other supporting documentation to enable the full capability of each ESF.

10.3.1 ESF-to-EOC Relationship

Incorporating County ESFs during EOC activations provides the greatest possible access to stakeholder resources and capabilities regardless of which organization has those resources. All County ESFs do not need to be activated simultaneously, but instead each individual ESF should be activated as needed based upon the specific needs of a given incident.

Once activated, the ESF will be established as an EOC Branch or Unit under one of the five core ICS/EOC sections as detailed in Section 5.7.2: EOC Structure and *ESF #5: Emergency Management*. A designated representative should be identified to represent each ESF in the EOC. This representative is not solely responsible for carrying out all activities under the purview of an ESF, but instead they are the coordinating entity among all stakeholders that are members of each ESF.

Exhibit 18: County Emergency Support Functions

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
1	Transportation	Provides coordination of multi-modal transportation systems and infrastructure during a threat, or in response to an incident including rail, transit, aviation, maritime, freight, and surface road sectors. Coordinates accessible transportation resources within major transit systems and private/non-governmental accessible vehicle stock. In coordination with other ESFs and local entities, assess, identify, establish and/or maintain transportation routes for: evacuation and surge of populations; staging areas, reception areas, shelters, others; movement of special equipment.	Transportation Section, Community Development & Infrastructure (CDI) (Public Works Division)	Transit District; Port District; Sheriff's Office; Human Services Department (HSD); County Office of Education (COE)

2	Communications	Coordinates information regarding impact to and restoration of telecommunications infrastructure; communications support to response efforts; facilitation of information to emergency management decision makers; and assists in the stabilization and reestablishment of voice and data systems and applications during incidents. Provide communications and alert strategies for people with disabilities and access and functional needs (DAFN) including Telecommunication Device for the Deaf (TDD), 711 Relay, texting capability, Video Remote Interpreting (VRI), among others.	Information Services Department (ISD)	Netcom; 211/United Way; Major Communication and Network Providers
3	Public Works and Engineering	Coordinates agencies' resources to facilitate provision of technical expertise, evaluation, engineering services, contracting for emergency repair, construction management, building inspection, damage assessment, waterway response, debris management, etc.	Public Works Division, CDI	CDI (Sections/ Divisions including Building, Engineering, Environmental Planning (Geology), General Services, Sanitation, Transportation, Landfill Section (Public Works Division), Flood Control Section; Health Services Agency (HSA) Environmental Health Division

SECTION 10: County ESFs & EOP Annexes

4	Firefighting	Coordinates activities directly related to the detection and suppression of wildland, rural, and urban fires, and the provision of resources to support other response entities.	County Fire (fulfilled by the CAL FIRE CZU Unit Chief)	All other Fire Agencies within Santa Cruz County
5	Emergency Management	Conducts deliberate whole community (as identified in the EOP) planning activities, and is responsible for overall implementation of the County EOP. Coordinates and resolves issues among ESFs in all four phases of emergency management to provide consistency and efficiency, and ensures ESFs include cross-jurisdictional coordination and private/nonprofit community partners where appropriate. During an emergency, manages and facilitates a coordinated emergency operation by providing the core management and administrative functions in support of the County EOC. Includes interfaces with Local, Regional and State management partners following SEMS.	Office of Response, Recovery & Resilience (OR3)	County Administrative Officer (CAO); all County Departments

| 6 | Mass Care and Shelter | Coordinates all mass care and shelter operations within the County. Working with cities, non-governmental agencies to provide feeding, housing, clothing, non-medical care and sheltering, needed care supplies and assistive equipment, support for pets and service animals, family assistance, and other immediate short- and long-term care needs.

Responsible for coordinating when physical sites are identified (i.e., shelters, Family Assistance Centers, etc.) and ensuring sites meet physical and programmatic accessibility requirements. Additionally, coordinate provision of alternate options to obtain mass care services for those who cannot independently access these services. | HSD | HSA; Animal Services Authority JPA; Second Harvest Food Bank; American Red Cross, and other VOAD/RWG agencies |

| 7 | Logistics | Coordinates and facilitates timely and efficient delivery of personnel, supplies, equipment, services, and facilities. This is done through processes that enable effective procurement, emergency contracting, vendor relationships, as well as coordination of State and Federal resources, and other mutual aid agreements. This includes facilitation of volunteer and donations management, as well as the purchase of key equipment and supplies to support DAFN populations such as durable medical equipment; auxiliary communication equipment; assistive devices; consumable medical supplies; ramps and other equipment as identified. | General Services Department (GSD) | Personnel Department; HSD (for housing logistics); OR3; ISD; HSA; CDI (Real Property); Auditor-Controller, Treasurer, and Tax Collector Department; Volunteer Center of Santa Cruz |

8	Public Health, Behavioral Health and Medical	Coordinates the County's public health, environmental health, mental/ behavioral health, and emergency medical services (EMS) activities to support whole community health related needs. This includes coordination with community providers including hospitals, community health clinics, long-term care providers, hospice, homecare, dialysis centers, and others as identified in the community. Supports mass care operations in provision of health care services and/or supplies/goods needed to support DAFN populations.	HSA [(Emergency Medical Services (EMS), Public Health (PH), Medical Health Operational Area Coordinator (MHOAC), Behavioral Health (BH)]	County Fire; Sheriff (Coroner)
9	Search and Rescue	Coordinates activities directly related to incident scene (water and land) search and rescue (SAR) operations.	Sheriff (Mountain SAR); Fire Agencies (USAR)	Ben Lomond Swift Water Rescue Committee; Maritime: Port District and U.S. Coast Guard
10	Hazardous Materials	Coordinates agencies and governmental entities with jurisdictional and regulatory authority to address actual or potential release of oil (land or marine-based) or other hazardous materials (HazMat) to save lives, protect health and safety, protect property, and preserve the environment.	HSA (Environmental Health)	Scotts Valley Fire HazMat Commission and HazMat Response Team (SCHMIT)

11	Food, Agriculture & Livestock/Large Animals	Provides guidance on how to protect and adequately address emergencies that directly impact the County's agricultural, natural, and cultural resources, and historic properties. Includes coordinating plant, animal, and agricultural health issues inclusive of large animals, livestock, and agricultural commodities.	Agricultural Commissioner's Office	HSA (Environmental Health); California Department of Food & Agriculture; Santa Cruz County Animal Services Authority JPA; Equine Evacuation Group
12	Utilities *(Power, Sanitation & Solid Waste, Water)*	Coordinates the effective utilization of available electric power, water, wastewater, solid waste, and natural gas, to meet essential needs and provide restoration for utilities during an emergency or disaster. Including operational strategies for prioritizing key at-risk facilities (i.e., hospitals and long-term care facilities, shelters, etc.); and supporting people living independently in the community dependent on life sustaining power equipment.	CDI	OR3, GSD (for fuel for critical facility back-up generation); Water Districts

13	Public Safety and Security	Coordinates to support facility and resource security, security planning, public safety and support for security operations (i.e., Security, Evacuation, Traffic/Crowd Control, etc.) for the County. Evacuation includes all activities related to evacuation of areas within the County, as well as impacts of evacuations in surrounding regional areas. This includes establishment of evacuation routes, transportation, and public messaging and ensures operations take into account people with disabilities and access and functional needs as well as culturally diverse populations. Includes large and small animal evacuation.	Sheriff	Public Safety and Security: CDI (Public Works Division); County ISD/GIS, OR3 Evacuation: CDI (Public Works Division); County ISD/GIS: County Fire; OR3; Animal Services Authority JPA; Equine Evacuation Group
14	Cross-Sector Business and Infrastructure	Coordinates cross-sector operations among infrastructure owners and operators, businesses (small, medium, large), cities, special districts, and other government partners.	CAO	HSD (Workforce Development)

| 15 | Public Information & Warning/ External Affairs | Coordinates with government, nongovernment, media, and others regarding public information needs and activities to deliver timely, accurate, and effective public messaging. Works to provide information that is culturally competent and available in alternate formats (sign language, captions, alternative text); ensures web-based information is accessible; and press conferences include sign language interpreters. This may also include establishing accessible hotlines to address inquiries/information to the public. | OR3 PIO | County Department PIOs: Sheriff; CAO; HSD; HSA; NetCom; 211/United Way |
| 16 | Disaster Finance and Cost Recovery | Coordinates disaster financing and cost recovery activities addressing the financial and administrative procedures that support emergency operations, to include disaster accounting, emergency procurement documentation, and cost recovery. | CAO (Budget Officer) | Auditor-Controller; Treasurer and Tax Collector; CDI Public Works (initial damage assessment); OR3 (jurisdictional coordination) |

17	Cybersecurity	Serves, or works with the County's Cybersecurity Plan, and (Cyber) Incident Response Plan (to be developed in 2023). Coordinates response to a cyber incident and provides a means of defining, specifying, and maintaining the functions and resources required to ensure timely and consistent actions, communications, and response efforts. Ensures appropriate coordination and inclusion of necessary local, state, federal, and local agencies and private industry partners, in order to minimize the impact of a cybersecurity incident.	ISD	CAO; OR3; PIO
18	Board of Supervisors Emergency Operations Guide	The Emergency Operations Guide for County Board of Supervisor Members provides guidance regarding emergency management roles and responsibilities before, during and after an emergency.	CAO	OR3; Clerk of the Board; County Counsel
19	Business Continuity / COOP/COG (multiple plans)	See the County Department Continuity of Operations (COOP). This ESF provides the planning and preparedness construct to provide a unified COOP/Continuity of Government (COG) strategy for all departments. Departments will establish, maintain, and update their COOP Plans based on the County's Base COOP Plan.	OR3	CAO, All Other Departments

10.4 County-State-Federal ESF Crosswalk

Coordination among ESFs at all levels enables enhanced coordination and understanding among stakeholders.

Exhibit 19: County-State-Federal ESF Crosswalk

Annex /ESF#	County ESF	State ESF	Federal / NRF ESF
1	Transportation	CA-ESF 1: Transportation	ESF #1: Transportation
2	Communications	CA-ESF 2: Communications	ESF #2: Communications
3	Public Works and Engineering	CA-ESF 3: Construction & Engineering	ESF #3: Public Works and Engineering
4	Firefighting	CA-ESF 4: Fire and Rescue	ESF #4: Firefighting
5	Emergency Management	CA-ESF 5: Management	ESF #5: Information and Planning
6	Mass Care and Shelter	CA-ESF 6: Care & Shelter	ESF #6: Mass Care, Emergency Assistance, Temporary Housing, and Human Services
7	Logistics	CA-ESF 7: Resources	ESF #7: Logistics
8	Public Health, Behavioral Health and Medical	CA-ESF: Public Health and Medical	ESF #8: Public Health and Medical Services
9	Search and Rescue	N/A *Note: In the September 2023 State Emergency Plan (SEP) Update: CA-ESF 9 is removed. Urban Search and Rescue (USAR) is incorporated in CA-ESF-4, and wilderness SAR is incorporated within CA-ESF 13.*	ESF #9: Search and Rescue

Annex /ESF#	County ESF	State ESF	Federal / NRF ESF
10	Hazardous Materials	CA-ESF 10: Hazardous Materials	ESF #10: Oil and Hazardous Materials Response
11	Food, Agriculture& Livestock/Large Animals	CA-ESF 11: Food & Agriculture	ESF #11: Agriculture and Natural Resources Annex
12	Utilities *(Power, Sanitation & Solid Waste, Water)*	CA-ESF 12: Utilities	ESF #12: Energy
13	Public Safety and Security	CA-ESF 13: Law Enforcement *Note CA-ESF 16: Evacuation - removed in 2023 SEP and merged with ESF 13 Law Enforcement*	ESF #13: Public Safety and Security
14	Cross-Sector Business and Infrastructure	CA-ESF 14: Recovery	ESF #14: Cross-Sector Business and Infrastructure
15	Public Information & Warning/ External Affairs	CA-ESF 15: Public Information	ESF #15: External Affairs
16	Disaster Finance and Cost Recovery	N/A	N/A
17	Cybersecurity	CA-ESF 18: Cybersecurity	N/A
18	Board of Supervisors Emergency Operations Guide	N/A CA - Elected Officials Stand-Alone Plan(s) – No ESF Assigned	N/A Elected Officials Various Support Annexes and Stand-Alone Plans – No ESF Assigned
19	Business Continuity / COOP/COG (multiple plans)	N/A COOP/COG Plans (multiple) - No ESF Assigned	N/A COOP/COG Plans (multiple) - No ESF Assigned

SECTION 11:
Plan Development & Maintenance

11.1 Plan Revision and Maintenance Cycle

The County of Santa Cruz (the County) County Administrative Office (CAO), Office of Response, Recovery and Resilience (OR3), with input from essential stakeholders across the Operational Area (OA), is responsible for maintaining, reviewing, and updating this plan.

It is essential that OR3 make revisions and updates in collaboration with participating local jurisdictions and other planning partners identified in the EOP to ensure accuracy and validity. The County Emergency Management Team (CEMT) together with the Readiness Working Group (RWG) provide a solid foundation for continued plan development and updates.

11.1.1 Initial EOP Development and Update Cycle

The November 2023 version of the Base Plan represents a total revision of the previous EOP and establishes the County's Emergency Management Organization (EMO). It incorporates revisions and updates for conformance with current best practices and state and federal legislation.

Typically, a review and update cycle for a Base Plan is every three years. However, Emergency Support Functions (ESF) annex development, as well as necessary updates to County policies and codes, must continue in the year

following initial development of this Base Plan to achieve full conformance with current requirements and expectations. It is therefore recommended that the Base Plan be updated annually as the County's emergency management program and plan matures.

The OR3 Director, or their designee, will publish and distribute any necessary changes. Base Plan changes must be approved by the Board of Supervisors.

11.1.2 Plan Maintenance Cycle

Following the initial development of ESF annexes and other supporting documentation which will provide additional functional, operational, and scenario-specific information, plan maintenance status can be achieved.

ESFs, annexes, and supporting documentation will be reviewed and revised as necessary at a minimum of once per year. Base Plan updates will change to every three years.

Changes to improve to the EOP will be incorporated based on lessons learned from actual emergencies, drills, and exercises. Best practices and lessons learned from jurisdictions outside the County may also be incorporated.

Significant changes at the local (County/ Operational Area), state, and/or federal levels may precipitate out-of-cycle emergency updates.

11.2 Integrated Preparedness Plan

Planning alone will not achieve preparedness or build and maintain resilience. Training and exercises are essential components of the ongoing Preparedness Cycle (see Exhibit 20) to make emergency operations personnel and their support systems operationally ready.

OR3, in conjunction with the CEMT and RWG, will develop and implement a priority-based multiyear Integrated Preparedness Plan (IPP) combining efforts across the elements of the preparedness cycle to make sure jurisdictions/organizations in the County have necessary response and recovery capabilities. The IPP will include progressive trainings, workshops, and exercises. External agencies that may be involved in response and recovery will be included to the extent possible.

The IPP is designed to ensure that, by the end of the planning cycle, all personnel with emergency management responsibilities have received the required training, and exercises have been conducted to exercise all aspects of the Base Plan and prioritized functional (ESF) and hazard-specific annexes.

The IPP is reviewed on an annual basis, or as deemed necessary. Homeland Security Exercise and Evaluation Program (HSEEP)-based best practices are used to guide development of the IPP, trainings, and exercises. EOP Plans and Annexes can then be modified based on lessons learned and/or review. Revised plans are then tested in follow-on exercises for continued enhancement and training.

Exhibit 20: Preparedness Cycle

11.3 Training

All County personnel who may participate in the County's emergency response must receive appropriate Standardized Emergency Management System (SEMS), National Incident Management System (NIMS), and other specialized training as required by SEMS regulations, NIMS policy, or their job function. *Specific courses by name will be included in the IPP.*

All personnel expected to participate in emergency preparedness, response, and recovery operations will receive training in the basics of ICS and other baseline training as identified by NIMS (ICS 100, 200, 300, 400, IS 700, or 800, as appropriate).

Those with assigned primary and back-up positions in the EOC should receive specialized training specific to their assigned position. In addition to department and position-specific role in the overall EMO, specific emergency management training is planned for the following types of individuals:

- New Employees
- Elected Officials
- Department Directors and other County Emergency Management Team (CEMT) members
- First Responder Personnel (Fire, Sheriff, Public Works, Public Health)
- EOC Director & Deputy Director
- County Disaster Service Worker (DSW) Level 1 or anyone who may hold or take a position in the EOC including Command Staff, Section Coordinators, Branch Directors, Unit Leaders, Liaison Officers, etc.
- Public Information Officers
- Resilience Working Group (RWG) members

Training will be provided online, through independent study, or in-person depending on subject matter, staff/instructor/venue availability, or other conditions.

The County is a member of Bay Area Urban Area Security Initiative (BAUASI). The BAUASI offers many applicable training and exercise opportunities that County and EOC staff will take advantage of annually.
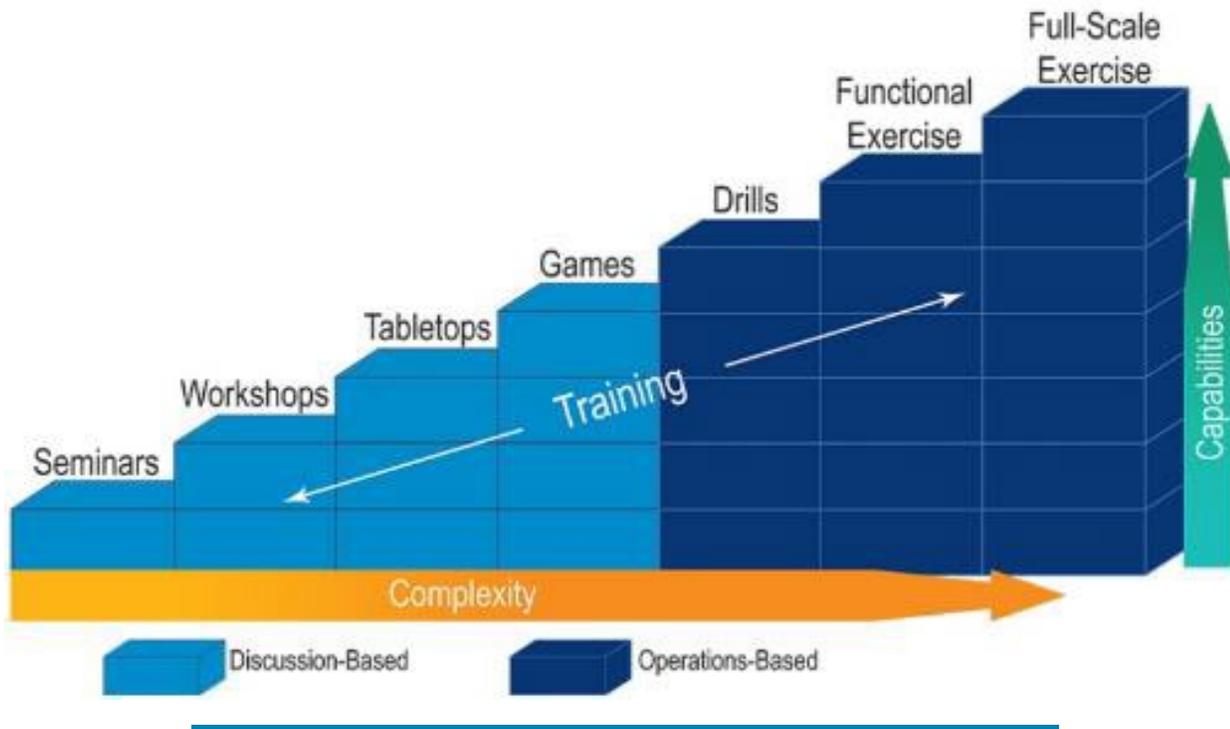
11.4 Exercises

The best tool for putting training to the test and allowing staff to demonstrate and practice their skills in a near real-world situation is through exercises. Exercises allow personnel to become familiar with the procedures, facilities, and systems which will be used in emergency situations. Exercises should therefore provide realistic representation of the County's diverse community. HSEEP is a capabilities and performance-based exercise program that provides standardized methodology and terminology for exercise design, development, conduct, evaluation, and improvement planning.

Following HSEEP doctrine and best practices, a regular exercise program should be progressive, and include the following: [37]

- Incorporation of disabilities, access and functional needs (DAFN) into exercise design and content
- Incorporation of cultural competency considerations
- Correction of systemic misconceptions and inaccurate assumptions
- Educational and testing opportunities to ensure compliance with the Stafford Act, Post-Katrina Emergency Management Reform Act, Rehabilitation Act, Americans with Disabilities Act (ADA), and others as appropriate
- Use of people with DAFN versus actors

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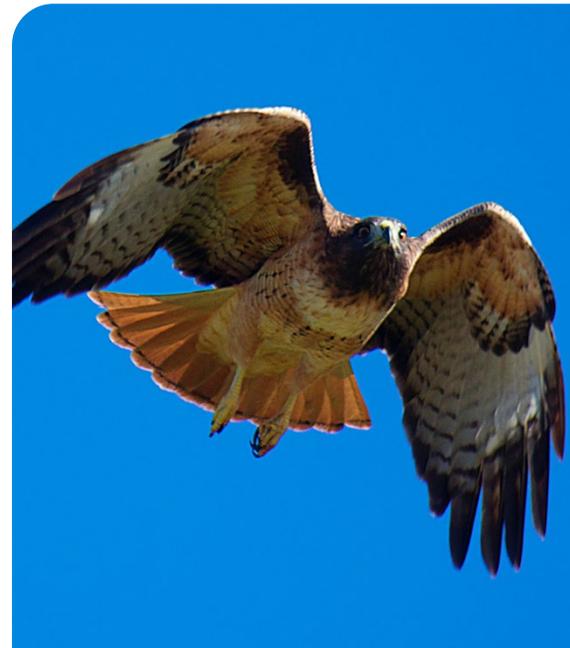
[37] Homeland Security Exercise and Evaluation Program (HSEEP) Policy and Guidance

Exhibit 21: HSEEP Exercise Continuum

Exhibit 21 summarizes the continuum of discussed-based to operations-based exercises. Important within this exercise spectrum is the ability and recommendation to exercise varying elements of the County's EOC, e.g., section specific training at the workshop / tabletop level which provides hands-on instruction for smaller groups of personnel from the EOC roster and allows for greater frequency of training regimen.

Commitment needed for planning and training also increases as the level of exercise increases. For example, seminars or workshops can be convenient and low-cost methods when used for orientation and overview, whereas full-scale exercises involve the actual movement of people and equipment to respond to a simulated event in the field.

SECTION 12:
Authorities & References

All authorities and references listed apply to the Base Plan and all its Annexes and Attachments.

County references are on file with the County Clerk, available electronically on the County's shared drive, and in hard copy format in the County Emergency Operations Center (EOC) as specified in *ESF 5: Emergency Management*.

State and federal references are also available electronically in the aforementioned location. Agreements with voluntary organizations and other governmental and private organizations will be on file, as appropriate.

12.1 Santa Cruz County Authorities and References

1. County Administrative Officer Powers and Duties (Santa Cruz County Code, Title 2, Chapter 2.08, Section 2.08.040)

2. County of Santa Cruz Civil Grand Jury Cyber Threat Preparedness Report, May 18, 2023

3. Emergency Management Council (Santa Cruz County Code, Title 2, Chapter 2.106; Ord. 3853 §1 (part), 1987: prior code §3.61.020: Ord. 2545, 3/21/78)

4. Emergency Services (Santa Cruz County Code, Title 2, Chapter 2.26)

5. Fire Mutual Aid

6. Joint Powers Authorities (JPA) agreements

12.2 State of California Authorities and References

1. Accessibility to Emergency Information and Services: Access and Functional Needs (California Government Code, Title 2, Division 1, Chapter 7, Article 6.5, Section 8593.3) (see also California Assembly Bill 477, 2019 for reference information)

2. Accessibility to Emergency Information and Services: Cultural Competence (California Government Code, Title 2, Division 1, Chapter 7, Article 6.5, Section 8593.3.5) (see also California Senate Bill 160, 2019 for reference information)

3. Alert and Warning Systems Guidelines, Office of Emergency Services: (California Senate Bill 833l 2018)

4. Amendments to the California Government Code, Title 2, Division 1, Chapter 7, California Emergency Services Act (Standardized Emergency Management System), Petris SB 1841 Chapter 1069

5. California Disaster and Civil Defense Master Mutual Aid Agreement

6. California Disaster Assistance Act (California Government Code, Title 2, Division 1, Chapter 7.5)

7. California Emergency Management Mutual Aid (EMMA) Plan, March 2022

8. California Emergency Services Act (California Government Code, Title 2, Division 1, Chapter 7)

9. California Fire and Rescue Operations Plan

10. California Fire Service and Rescue Mutual Aid Plan

11. California Harbors and Navigation Code (Port Act)

12. California Law Enforcement Mutual Aid Plan

13. California Public Contract Code

14. California Public Records Act §6254

15. California State Emergency Plan and sub-plans/Annexes, 2017

16. California State Emergency Plan and sub-plans/Annexes, Coordinating Draft, August 2023

17. Closed Session (California Government Code, Title 5, Division 2, Part 1, Chapter 9, Section 54957)

18. Continuity of Government in California (California Constitution, Article IV, Section 21)

19. Disaster Service Workers and Public Employees (California Government Code, Title 1, Division 4, Chapter 8; and Labor Code Section 3211.92)

20. Emergency Proclamations Quick Reference Guide for Local Government, California Office of Emergency Services, October 2022

21. Emergency Services: Access and Functional Needs (California Assembly Bill 2311; 2016)

22. Emergency Situation (California Government Code, Title 5, Division 2, Part 1, Chapter 9, Section 54956.5)

23. Local Government (California Constitution, Article XI)

24. Operational Areas (California Government Code Title 2, Division 1, Chapter 7, Article 9, Section 8605)

25. Preservation of Local Government (California Government Code, Title 2, Division 1, Chapter 7, Article 15, Sections 8635-8641)

26. Standardized Emergency Management System (California Government Code, Title 2, Division 1, Chapter 7, Article 9.5, Section 8607(a))

27. Standardized Emergency Management System (SEMS) (California Code of Regulations, Title 19, Division 2, Chapter 1)

28. State of War Emergency (California Government Code Title 2, Division 1, Chapter 7, Article 12, Section 8620-8624)

29. Temporary Seat of State Government (California Government Code, Title 1, Division 3, Chapter 1, Section 450)

30. Unavailable Members (California Government Code, Title 2, Division 1, Chapter 7, Article 15, Section 8644)

12.3 Federal Authorities and References

1. A Whole Community Approach to Emergency Management: Principles, Themes and Pathways for Action, December 2011, Federal Emergency Management Agency.

2. ADA Amendments Act of 2008, inclusive of P.L. 110-325

3. Civil Rights Act of 1964 (PL 88-352, Section VI)

4. Developing and Maintaining Emergency Operations Plans, Comprehensive Preparedness Guide (CPG) 101, Version 3.0, November 2021, Federal Emergency Management Agency.

5. Disaster Relief Appropriations Act of 2013

6. Emergency Alert System (EAS) Statement of Requirements, Presidential Memorandum, 1995

7. Emergency Management and Assistance (Code of Federal Regulations, Title 44)

8. Emergency Management Assistance Compact (EMAC), 1996

9. Federal Acquisition Regulation

10. Federal Civil Defense Act of 1950 (PL 920)

11. Federal Response to Hurricane Katrina: Lessons Learned Report, 2006, The White House.

12. Grants and Agreements (Code of Federal Regulations, Title 2)

13. Homeland Security Act of 2002 (PL 107-296)

14. Homeland Security Presidential Directive 5: Management of Domestic Incidents, February 2003

15. Improving Access to Services for Persons with Limited English Proficiency (Executive Order 13166)

16. Individuals with Disabilities in Emergency Preparedness (Executive Order 13347)

17. Integrated Public Alert and Warning System (IPAWS) (Executive Order 13407)

18. National Incident Management System, 3rd Edition, 2017, Federal Emergency Management Agency.

19. National Response Framework, 4th Edition, 2019, Federal Emergency Management Agency

20. Older Americans Act of 1965

21. Post-Katrina Emergency Management Reform Act of 2006

22. Presidential Decision Directive 39: U.S. Policy on Counterterrorism

23. Presidential Decision Directive 62: Combating Terrorism

24. Presidential Policy Directive 8: National Preparedness, March 2011

25. Rehabilitation Act of 1973, Sections 501, 503, 504 and 508

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

27. Sandy Recovery Improvement Act of 2013

12.4 Footnote Reference URLs

- California State Threat Assessment Center (STAC): https://www.caloes.ca.gov/office-of-the-director/operations/homeland-security/state-threat-assessment-center/

- California Voluntary Organizations Active in Disaster (VOAD) https://voadcalifornia.wpengine.com/

- Center for Farmworker Families: http://farmworkerfamily.org/

- Choose Santa Cruz: https://www.choosesantacruz.com

- DHS Intelligence and Analysis: https://www.dhs.gov/topics/intelligence-and-analysis

- Economic Contributions of Santa Cruz County Agriculture Report: https://agdept.com/Portals/10/pdf/SC_Ag_Report.pdf

- FEMA Community Lifelines: https://www.fema.gov/emergency-managers/practitioners/lifelines

- FEMA Individuals and Households Program: https://www.fema.gov/assistance/individual/program

- Homeland Security Exercise and Evaluation Program (HSEEP) Policy and Guidance: https://preptoolkit.fema.gov/web/hseep-resources/policy-and-guidance

- Listos California: https://www.listoscalifornia.org/disaster-readiness/

- Northern California Regional Intelligence Center (NCRIC): https://ncric.ca.gov/

- Resource Conservation District Stewardship in Agriculture: https://www.rcdsantacruz.org/stewardship-in-agriculture

- Robert T. Stafford Disaster Relief and Emergency Assistance Act: https://www.fema.gov/disaster/stafford-act

- Santa Cruz County Human Services Department (HSD) FY 2021-22 Annual Report: https://santacruzhumanservices.org/Portals/0/hsd/reports/Final%20Public%20Annual%20Report%20FY21-22.%20ADA%20pass.pdf?ver=Ux0CNYOrBRa9CfY3fDoftg%3d%3d

- Santa Cruz Metropolitan Transit District, https://scmtd.com/en/agency-info/planning/dept-overview

- Santa Cruz Port District, https://www.santacruzharbor.org/

- Santa Cruz Sentinel: https://www.santacruzsentinel.com/2021/05/05/santa-cruz-county-gears-up-for-tourism-after-release-of-new-survey/

- Santa Cruz: Demographics: County: Santa Cruz: https://www.datasharescc.org/

- U.S. Department of Housing and Urban Development: Public Housing Agency Disaster Readiness, Response, and Recovery Guidebook, September 2022: https://www.hud.gov/sites/dfiles/PIH/documents/PHA-D3R_Guidebook.pdf

- United States Census and American Community Survey: https://data.census.gov or https://data.census.gov/profile/Santa_Cruz_County,_California?g=010XX00US

- Visit Santa Cruz County, https://www.santacruz.org/press/facts-stats-faqs
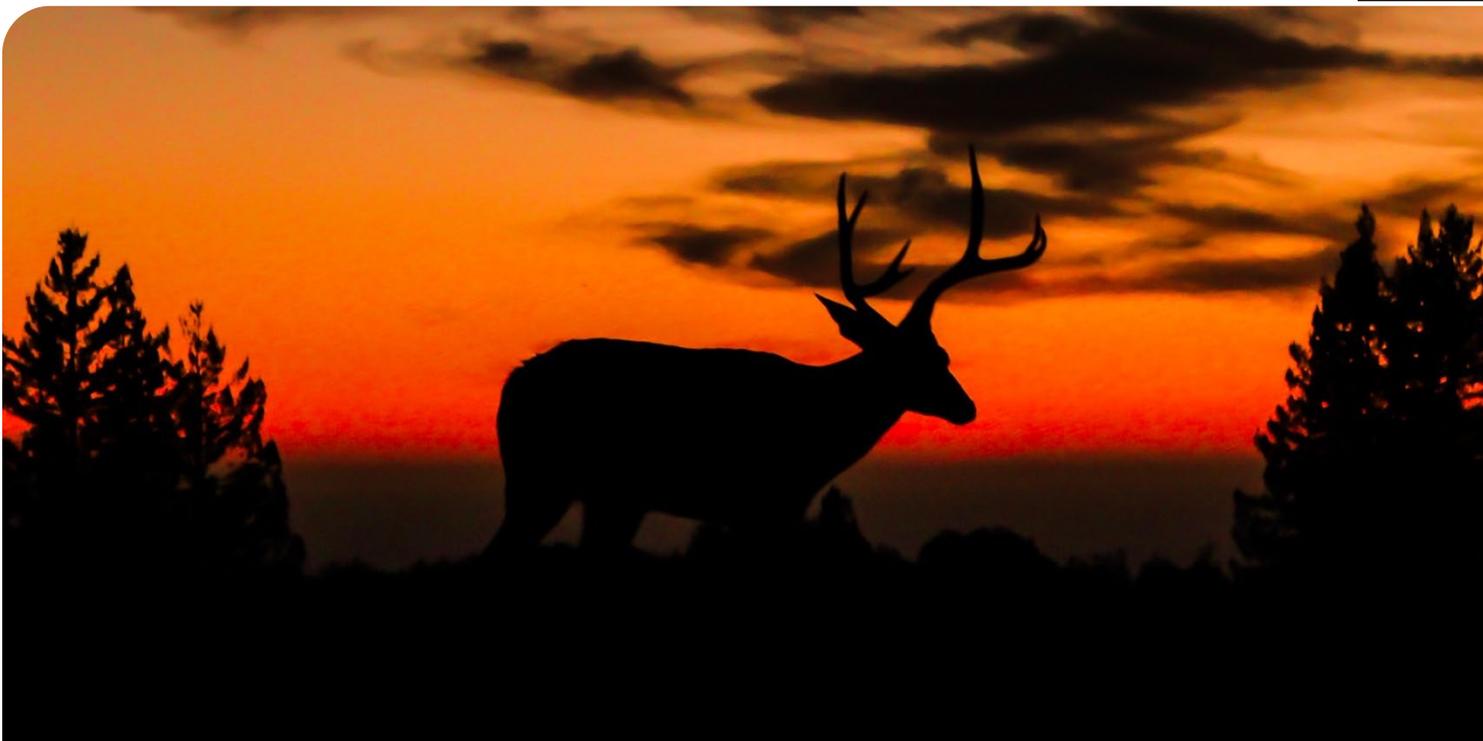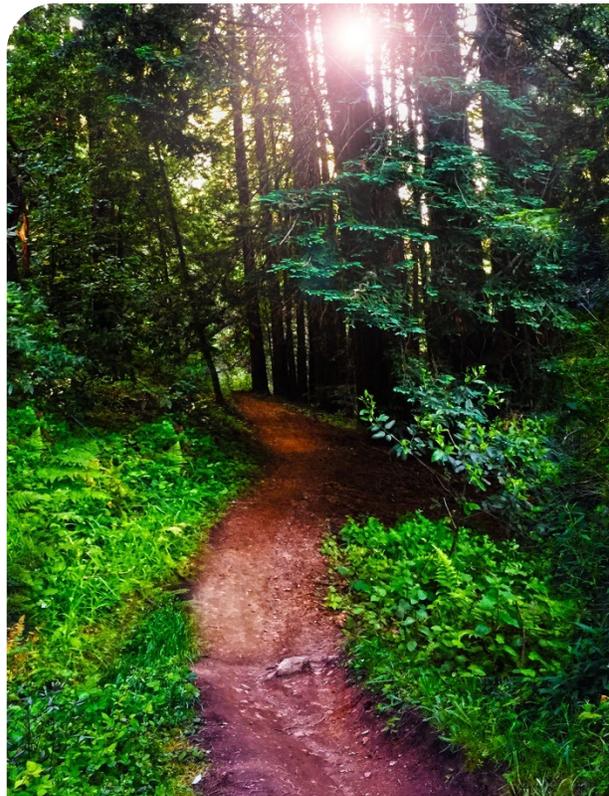
ATTACHMENTS

ATTACHMENT 1: Acronyms & Glossary of Terms

ATTACHMENT 2: Hazards Overview & Risk Assessment

ATTACHMENT 3: Mutual Aid

ATTACHMENT 4: Readiness Working Group

ATTACHMENT 5: Board of Supervisors EOP Approval

ATTACHMENT 1: Acronyms and Glossary of Terms

A-1.1 Acronyms

Acronym	Expanded Name/Term
ADAAG	Americans with Disabilities Act Accessibility Guidelines
AAPI	Asian American Pacific Islander
AAR	After-Action Report
AC	Area Command
ADA	Americans with Disabilities Act
AEOC	Alternate Emergency Operations Center
AFN	Access and Functional Needs
ARES	Amateur Radio Emergency Service
BAUASI	Bay Area Urban Area Security Initiative
BOC	Business Operations Center
CAAP	Climate Action and Adaptation Plan
CA-ESF	California Emergency Support Function
CAL FIRE	California Department of Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Services
CAO	County Administrative Office(r)
CAR	Corrective Action Report
CBO	Community-Based Organization
CDAA	California Disaster Assistance Act
CDI	Community Development and Infrastructure Department
CEMT	County Emergency Management Team
CERT	Community Emergency Response Team
CESA	California Emergency Services Act

Acronym	Expanded Name/Term
CFR	Code of Federal Regulation
CHP	California Highway Patrol
COG	Continuity of Government
COOP	Continuity of Operations
COP	Common Operating Picture
CRC	Community Resilience Center
CUI	Controlled Unclassified Information
DAFN	Disabilities, Access and Functional Needs
DDO	Disaster Duty Officer
DEIA	Diversity, Equity, Inclusion, and Accessibility
DEM	Director of Emergency Management
DES	Director of Emergency Services
DHS	U.S. Department of Homeland Security
DOC	Department Operations Center
DSW	Disaster Service Worker
EAP	Emergency Action Plan
EAS	Emergency Alert System
EEI	Essential Element of Information
EMAC	Emergency Management Assistance Compact
EMC	Emergency Management Council
EMO	Emergency Management Organization
EMS	Emergency Medical Services
EMSA	Emergency Medical Services Authority
ENS	Emergency Notification System
EOC	Emergency Operations Center

Acronym	Expanded Name/Term
EOG	Emergency Operations Guide
EOP	Emergency Operations Plan
EPSS	Enhanced Powerline Safety Settings
ESF	Emergency Support Function
FAR	Federal Acquisition Regulation
FBO	Faith-Based Organization
FEMA	Federal Emergency Management Agency
F&A	Finance and Administration
FPL	Federal Poverty Level
FY	Fiscal Year
GIS	Geographic Information System
GSD	Santa Cruz County General Services Department
H4H	Housing 4 Health
HAZMAT	Hazardous Material
HSA	Santa Cruz County Health Services Agency
HSD	Santa Cruz County Human Services Department
HSEEP	Homeland Security Exercise and Evaluation Program
IAP	Incident Action Plan
IC	Incident Commander or Incident Command
ICP	Incident Command Post
ICS	Incident Command System
IDE	Initial Damage Estimate
IHP	FEMA Individuals and Households Program
IPAWS	Integrated Public Alert & Warning System
ISD	Santa Cruz County Information Services Department

Acronym	Expanded Name/Term
IT	Information Technology
JIC	Joint Information Center
JIS	Joint Information System
JPA	Joint Powers Authority
LEP	Limited English Proficient or Proficiency
LFA	Lead Federal Agency
LGBTQIA+	Lesbian, Gay, Bisexual, Transgender, Queer/Questioning, Intersex, and Asexual
LHMP	Local Hazard Mitigation Plan
LMR	Land Mobile Radio
LTRG	Long-Term Recovery Group
MAA	Mutual Aid Agreement
MACS	Multi-Agency Coordination System
MMAA	Master Mutual Aid Agreement
MOU/A	Memorandum of Understanding / Agreement
NCRIC	Northern California Regional Intelligence Center
NDRF	National Disaster Recovery Framework
NEP	Non-English Proficient
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NRF	National Response Framework
OA	Operational Area
OASIS	Operational Area Satellite Information System
OR3	Santa Cruz County Office of Response, Recovery & Resilience

ATTACHMENT 1: Acronyms & Glossary of Terms

Acronym	Expanded Name/Term
PG&E	Pacific Gas & Electric
PIO	Public Information Officer
PIT	Point-in-Time
PSPS	Public Safety Power Shutoff
RACES	Radio Amateur Civil Emergency Services
RFI	Request for Information
RMAC	Cal OES Regional Mutual Aid Coordinator
RSF	Recovery Support Function
RWG	Readiness Working Group
SAFER	Situational Awareness for Emergency Response *(from Santa Cruz County GIS Team)*
SCCC	Santa Cruz County Code
SCHMIT	Santa Cruz Hazardous Materials Interagency Team
SEMS	Standardized Emergency Management System
SES	Socioeconomic Status
SLV	San Lorenzo Valley
SNAP	Supplemental Nutrition Assistance Program
SOC	State Operations Center
SOG	Standard Operating Guide
SOP	Standard Operating Procedure
SSI	Social Sensitivity Index
STAC	State Threat Assessment Center
UASI	Urban Area Security Initiative
UC	Unified Command
UCSC	University of California, Santa Cruz

Acronym	Expanded Name/Term
UAV	Unmanned Aerial Vehicle
VOAD	Voluntary Organizations Active in Disaster
WEA	Wireless Emergency Alert
WUI	Wildland Urban Interface

A-1.2 Glossary

A

Access and Functional Needs (AFN): See People with Access and Functional Needs

After-Action Report (AAR): A post-incident report covering response actions, application of SEMS, modifications to plans and procedures, training needs, and recovery activities. AARs are required under SEMS after any emergency, which requires a proclamation or declaration of an emergency. Reports are required within ninety days of the emergency's end.

B

Board of Port Commissioners (BPC): The Santa Cruz Port District is a municipal corporation and a political subdivision of the State of California. It is governed by an elected Board of Commissioners, each of whom is elected to serve a four-year term. The Board of Commissioners consists of five members, elected to a four-year term by the constituents of the Port District. This board has the responsibility to establish policies, approve budgets, designate officials, and supervise services within the Port District. Moreover, the board chooses a Port Director, who is tasked with the management of daily functions.

Board of Supervisors: The Board of Supervisors is responsible for the overall management of county government operations, such as setting policies, adopting budgets, appointing officials, and overseeing services. The board consists of five members elected by districts. Each member represents a different geographical area of the County.

C

County (uppercase 'C'): Refers to the official government entity of Santa Cruz including its formal administrative and operational structures.

county (lowercase 'c'): Indicates the geographic area and community within the county's boundaries, rather than the governmental body. This geographical reference may also be written "Santa Cruz County" as in "the greater Santa Cruz County community".

County Administrative Officer (CAO): The CAO serves as the County manager, appointed by and reporting to the Board of Supervisors. The CAO also serves as the Director of Emergency Services (DES) for the County. The CAO has the authority to implement all ordinary power and special powers conferred upon them through *Santa Cruz County Code, Chapter 2.26 – Emergency Services*. The CAO has the authority to request the Board of Supervisors to proclaim a Local Emergency if the Board is in session, or to issue such a proclamation if the Board is not in session, and it is necessary and appropriate to do so.

Command Post: See Incident Command Post

Command Staff: The Command Staff at the SEMS Field level consists of the Information Officer, Safety Officer, Legal Officer, and Liaison Officer. They report directly to the Incident Commander. They may have an assistant or assistants, as needed. At the EOC, they would report to the EOC Director within the Management Section.

Continuity Planning: Helps ensure an organization's ability to sustain vital operations, including administrative and business components, immediately following a crisis or disaster. Continuity Planning includes personnel delegation and succession planning.

Cost-Sharing Agreements: Agreements between agencies or jurisdictions to share designated costs related to incidents. Typically, cost-sharing agreements are formalized through written documentation, although they can also be established verbally by authorized representatives from the relevant agency or jurisdiction.

County Emergency Management Team (CEMT): The CEMT is the County-designated emergency management planning, training and exercise team made up of key positions and department heads. CEMT members may also serve as members of the command or general staff during an EOC activation.

CZU: Refers to the CAL FIRE designation for its San Mateo–Santa Cruz Unit. CZU was used as the official name for the series of fires that devastated the Santa Cruz/San Mateo Mountain region in 2020.

D

Delegation of Authority: A statement provided to the Incident Commander/ Department Director or other official by the Agency Executive delegating authority and assigning responsibility. The Delegation of Authority can include objectives, priorities, expectations, constraints and other considerations or guidelines as needed. Many agencies require written Delegation of Authority to be given to Incident Commanders prior to their assuming command on larger incidents. Delegations of Authority are also used for Continuity of Operations.

Department Operations Center (DOC): A facility used by a specific discipline, such as flood operations, fire, medical, hazardous material, police or a unit, such as Department of Public Works or the Department of Health (e.g., the Health Services Agency). DOCs may be used at all SEMS levels above the field response level depending upon the needs of the emergency.

Director of Emergency Manager (DEM): The CAO/DES has the authority to appoint an Administrator of Emergency Services, as per County Code §2.26.030. The CAO/DES designated the Director of the Office of Response, Recovery, and Resilience (OR3) as the Administrator of Emergency Services, referred to as the DEM. The DEM facilitates the County's emergency management program with authority to activate the EMO, and may also serve as the EOC Director, or EOC Chief of Staff, in an actual emergency.

Disaster Service Worker (DSW): All public employees within the State of California, to include County employees, are declared as DSWs subject to assignment of public employee disaster service worker status and associated duties. As DSWs, employees are obligated to perform various disaster service activities to include assisting any unit of the emergency organization or performing any act contributing to the protection of life or property, or mitigating the effects of an emergency or potential emergency. *[Source: California Government Code, Section 3100-3109]*

E

Emergency: The actual or threatened existence of conditions of disaster or peril to the health and safety of persons or property within the OA including, but not limited to, those caused by such conditions or hazards as fire, flood, storm, tsunami, earthquake, epidemic, pandemic, hurricane, tornado, civil disturbance, significant technology or infrastructure disruption, act of terrorism, hazardous material spill, effect(s) of climate change or other conditions, including conditions resulting from war or imminent threat of war.

Emergency Management Organization: The operational forces deemed necessary to meet the conditions of an emergency. All officers and employees of the County, together with those credentialed, or otherwise qualified, volunteer forces enrolled to aid them during an emergency, and all groups, organizations and persons who may by agreement or operation of law, including persons pressed into service under the provisions of this title, be charged with duties incident to the protection of life and property in the County during such emergency.

Emergency Operations Center (EOC): A location from which centralized emergency management can be performed. EOC facilities are established by an agency or jurisdiction to coordinate the overall agency or jurisdictional response and support to an emergency.

Emergency Operations Plan (EOP): The plan that each jurisdiction has and maintains for responding to appropriate hazards.

EOC Action Plan: The plan developed within an EOC, which contains objectives, actions to be taken, assignments, and supporting information for the next operational period.

F

Finance Section: One of the five primary functions found at all SEMS levels, which is responsible for all costs and financial considerations to include maintaining financial record and tracking all incident-associated costs.

G

General Staff: The group of management personnel reporting to the Incident Commander or to the EOC Director. They may each have a deputy, as needed. General Staff consists of:

- Operations Section Chief
- Planning & Intelligence Section Chief
- Logistics Section Chief
- Finance & Administration Section Chief

Note: Santa Cruz County opted to use the term "Coordinators" to describe its General Staff positions in the County OA EOC.

I

Incident Action Plan (IAP): The plan developed at the field response level, which contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. The plan may be oral or written.

Incident Commander (IC): The individual responsible for the command of all functions at the field response level.

Incident Command Post (ICP): The location at which the primary command functions are executed. The ICP may be collocated with the incident base or other incident facilities.

Incident Command System (ICS): The nationally used standardized on-scene emergency management concept specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with responsibility for the management of resources to effectively accomplish stated objectives pertinent to an incident.

Incident Objectives: Statements of guidance and direction necessary for the selection of appropriate strategy(s), and the tactical direction of resources. Incident objectives are based on realistic expectations of what can be accomplished when all allocated resources have been effectively deployed. Incident objectives must be achievable and measurable, yet flexible enough to allow for strategic and tactical alternatives. Incident objectives are established early on in response to an incident; however, they may change regularly throughout operational periods as response and recovery progress.

J

Joint Information Center (JIC): A facility established to coordinate all incident-related public information activities. It is the central point of contact for all news media at the scene of the incident. Public information officials from all participating agencies should co-locate at the JIC.

Joint Information System (JIS): Integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, timely information during crisis or incident operations. The mission of the JIS is to provide a structure and system for developing and delivering coordinated interagency messages; developing, recommending, and executing public information plans and strategies on behalf of the IC; advising the IC concerning public affairs issues that could affect a response effort; and controlling rumors and inaccurate information that could undermine public confidence in the emergency response effort. The JIS may operate out of a physical location called a Joint Information Center (JIC).

Jurisdiction: The range or sphere of authority. Public agencies have jurisdiction at an incident related to their legal responsibilities and authority for incident mitigation. Jurisdictional authority at an incident can be political/geographical

(i.e., special district, county, state, or federal boundary lines), or functional (i.e., police department, health department, etc.).

L

Liaison Officer: A member of the Command Staff in the Management Section at the Field SEMS level responsible for coordinating with representatives from cooperating and assisting agencies. At SEMS EOC levels, the function may be done by a Coordinator or within a Section or Branch reporting directly to the EOC Director.

Local Emergency: The duly proclaimed existence of such conditions that are, or are likely to be, beyond the control of the services, personnel, equipment, and facilities of the County, and which may require the supplemental efforts and available resources of other local government entities, the state or federal government, or disaster relief organizations to help alleviate the damage, loss, hardship, or suffering caused thereby.

Logistics Section: One of the five primary functions found at all SEMS levels. The Section responsible for providing facilities, services, and materials for the incident or at an EOC to include providing communications services (inclusive of information technology, phones, radios, and other devices), resource tracking, and procuring the equipment, supplies, personnel, transportation, food, and facilities needed to support the County's response.

M

Management Section: The Management Section consists of Command Staff. They report directly to the Incident Commander/EOC Director and are responsible for overall management of the emergency and for providing policy and guidance for the response.

Master Mutual Aid Agreement: An agreement entered into by and between the State of California, its various departments and agencies, and the various political subdivision, municipal corporations, and other public agencies of the State of California to assist each other by providing resource during an emergency mutual aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other to prevent and combat any type of disaster or emergency.

N

National Incident Management System (NIMS): A system mandated by Homeland Security Presidential Directive 5 (*HSPD-5)* to provide a consistent nationwide approach for federal, state, local, and tribal governments; the private sector; and non-governmental organizations to work effectively and efficiently together to prepare for, respond to, and recover from domestic incidents, regardless of cause, size, or complexity. To provide for interoperability and compatibility among federal, state, local, and tribal capabilities, NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multi-agency coordination systems; training; identification and management of resources, including systems for classifying types of resources; qualification and certification; and the collection, tracking, and reporting of incident information and incident resources.

O

Operational Area (OA): An intermediate level of the state emergency organization, consisting of a county and all political subdivisions within the County area.

Operational Period: The period of time scheduled for execution of a given set of operation actions as specified in the IAP. Operational Periods can be of various lengths, although usually not over twenty-four hours.

Operations Section: One of the five primary functions found at all SEMS levels. This Section is responsible for all tactical operations at the incident, or for the coordination of operational activities at an EOC as directed and in accordance with incident objectives. The Operations Section can include Branches, Divisions or Groups, Task Forces, Teams, Single Resources and Staging Areas.

P

People with Access and Functional Needs: Refers to a broader and diverse group of people, including 'People with Disabilities,' who directly benefit from physical, communication, and program access. This includes people who may or may not meet the definitions of civil rights laws or some of the sixty (60)-plus varied definitions of disability used by various government entities in the United States. Functional Needs include predictable and specific communication,

transportation, health and safety and support needs all contributing to helping people maintain their health, independence, and safety.

People with Disabilities: Refers to a protected class that is protected from discrimination as defined by federal civil rights laws. The Americans with Disabilities Act (ADA) and other state and federal civil rights protections that detail the right to equal participation to enjoy and use services.

Planning & Intelligence Section: One of the five primary functions found at all SEMS levels. Responsible for the collection, evaluation, and dissemination of information related to the incident or an emergency, and for the preparation and documentation of Incident or EOC Action Plans. The section also collects, analyzes, maintains, and displays information on the current and forecasted situation, and on the status of resources assigned to the incident. At the SEMS Field Response level, the Section will include the Situation, Resource, Documentation, and Demobilization Units, as well as technical specialists. Other units may be added at the EOC level.

Policy Group: The Policy Group consists of the following positions or their designees: County CAO, OR3 Director/DEM, County Counsel, County Budget Manager, Public Health Officer, Health Services Agency Director, Sheriff, Human Services Director, Personnel Director, Community Development and Infrastructure (CDI) Director, CDI Assistant Director of Planning, General Services Director, County Fire Chief, CDI Assistance Director of Public Works, Information Services Department Director, and Public Information Officer.

Procurement: Obtaining goods, service agreements, public works contracts, and any other solicitation(s) necessary to support the County in an Emergency.

Public Information Officer (PIO): A member of the Command Staff within the Management Section responsible for interfacing with the public and media or with other agencies requiring information directly from the incident. There is only one PIO per incident. The PIO may have assistants. This position is also referred to as Public Affairs or Information Officer in some disciplines. At SEMS EOC levels, the information function may be established as a Coordinator or as a section or branch reporting directly to the EOC Director.

R

Readiness Working Group (RWG): The RWG provides a forum for the diverse stakeholders of the Santa Cruz County community to work together to coordinate planning and response, assign roles and responsibilities, validate assumptions, and continue to build and sustain relationships - and ultimately to build capability and capacity so the OA truly is resilient. The RWG converges and aligns the County's emergency management and climate resilience efforts where possible for increased synergy and measurable outcomes. In a disaster or emergency, the RWG can be leveraged to enhance whole community situational awareness, information, and communication.

S

Safety Officer: A member of the Command Staff within the Management Section at the incident or within an EOC responsible for monitoring and assessing safety hazards or unsafe situations, and for developing measures for ensuring personnel safety. The Safety Officer may have assistants.

Span of Control: ICS span of control pertains to the number of individuals or resources that one supervisor can manage effectively on emergency response incidents. Generally, effective span of control on incidents may vary from three to seven. A ratio of one supervisor to five reporting elements is recommended. There may be exceptions, usually in lower-risk assignments or where resources work in close proximity to each other.

W

Whole Community: Whole Community is a philosophical approach for conducting inclusive and holistic full-cycle emergency management. In this case, it is the means by which County staff and stakeholders inclusive of emergency management practitioners, organizational and community leaders, private and nonprofit sector partners, and government officials can collectively understand and assess the needs of the community and determine the best ways to organize and strengthen assets, capacities, and interests. In doing so, a more effective path to security and resilience is built. Therefore, the "whole community" term reflects the larger Santa Cruz County community and all its stakeholders with a focus on inclusion, rather than exclusion. It encompasses a wide range of stakeholders including, but not limited to County departments, incorporated cities, unincorporated areas, neighborhoods, towns, and other areas; joint powers authorities (JPAs), state, and federal agencies; public, private, and non-profit sectors including faith-based organizations and community-based organizations (FBO/CBOs); academic and research-based establishments; residents and visitors; and others that may play roles in the community.

ATTACHMENT 2: Hazards Overview and Risk Assessment

This high-level hazard and risk assessment was developed to support current emergency planning efforts, in and around Santa Cruz County (the County). **This assessment is pending completion of more detailed risk and hazard assessments as well as associated plans. This assessment may not reflect the County's true risk. Consequently, this Attachment will be superseded by the publication of any specific or general hazard and risk assessment or mitigation plan.**

This hazards overview and risk assessment is derived from the 2021-2026 County of Santa Cruz Local Hazard Mitigation Plan (LHMP), the 2022 County of Santa Cruz Climate Action and Adaptation Plan (CAAP), and updates based on real-world incidents.

It is important to note that within the LHMP, there is no assessment of human-caused, technological, or reputational risks. This risk information is based upon information provided by the Santa Cruz County Sheriff's Office in collaboration with local law enforcement, interviews with the County Administrative Office with regard to reputational risks and threats, state and national-level threat assessment and trend data, including crime statistics, other security and terrorism assessments, and to some extent the *2020 Bay Area Urban Area Security Initiative (BAUASI) Threat and Hazard Identification and Risk Assessment (THIRA)*.

Top threats were assigned a risk rating in Exhibit 22, defined as:

- **Low** – Unlikely to happen
- **Medium** – Somewhat likely to happen
- **High** – Imminent, ongoing, or very likely to happen

Exhibit 22: County Hazard and Risk Assessment

Category	Threats	Risks
Human-Caused *(Intentional/Adversarial Actor)*	**Improvised Explosive Device (Bomb)**	**Medium**
Human-Caused *(Intentional/Adversarial Actor)*	**Armed Attack**	**Medium**
Human-Caused *(Intentional/Adversarial Actor)*	**Vehicle/Vessel Attack**	**High**

Category	Threats	Risks
Human-Caused *(Intentional/Adversarial Actor)*	**Arson/Incendiary Attack**	**Medium**
Human-Caused *(Intentional/Adversarial Actor)*	**IT Disruption**	**High**
Human-Caused *(Intentional/Adversarial Actor)*	**Cyber-Terrorism**	**High**
Human-Caused *(Intentional/Adversarial Actor)*	**CBRN**	**Low**
Natural	**Fire Threat**	**High**
Natural	**Tsunami**	**High**
Natural	**Landslide**	**High**
Natural	**Earthquake**	**High**
Natural	**Dam Failure**	**Low**
Natural	**Debris Flows**	**High**
Natural	**Drought**	**High**
Natural	**Extreme Heat**	**Medium**
Natural	**Flood**	**High**
Natural	**Freezing Events**	**Medium**
Natural	**Hailstorm**	**Low**
Natural	**Liquefaction**	**High**
Natural	**Winter Snowstorm**	**Medium**
Technological *(System Failure/ Accidental)*	**Hazardous Material Release on Land**	**Low**
Technological *(System Failure/ Accidental)*	**Hazardous Material Release on Water/Marine**	**Low**
Technological *(System Failure/ Accidental)*	**Agricultural**	**High**
Technological *(System Failure/ Accidental)*	**Levee System Failure**	**High**
Technological *(System Failure/ Accidental)*	**Sewage Spill**	**High**
Technological *(System Failure/ Accidental)*	**Dam Failure**	**Low**
Technological *(System Failure/ Accidental)*	**Power Interruption**	**High**
Technological *(System Failure/ Accidental)*	**Utility (other than Power) Interruption**	**Medium**

| Category	Threats	Risks
Reputational	Labor-union Dispute	Low
Reputational	Protest of Policy	Low
Reputational	Actions by County Staff	Low
Reputational	Tourist Targeted Crime	Medium

Note: The maps and graphics in this attachment are provided for overview and orientation purposes and are extracted from the Santa Cruz County 2021-2026 Hazard Mitigation Maps and CAAP. GIS mapping and data are coordinated by the County of Santa Cruz Information Systems Department (ISD), which updates their data sets periodically.

A-2.1 Natural

The county is vulnerable to several natural hazards. Its coastal access and mountainous geography increase the likelihood and impacts of landslides, flooding, and fire threats. Coastal erosion, tsunamis, and earthquakes are also considered likely threats that could occur in the near to long-term future.

Earthquake

An earthquake is a sudden release of energy on the earth's crust. Caused by movement along fault lines, earthquakes vary in size and severity. Past experiences have shown that the entire county is vulnerable to earthquake hazards. In Santa Cruz County, various faults are either currently active or have the potential to become active. Movement along these faults can cause fault-related surface deformation where the fault reaches the surface of the ground. Movement along these faults will likely damage structures, roads, utilities, and other fixed facilities. Exhibit 23 highlights the fault zones throughout the county.
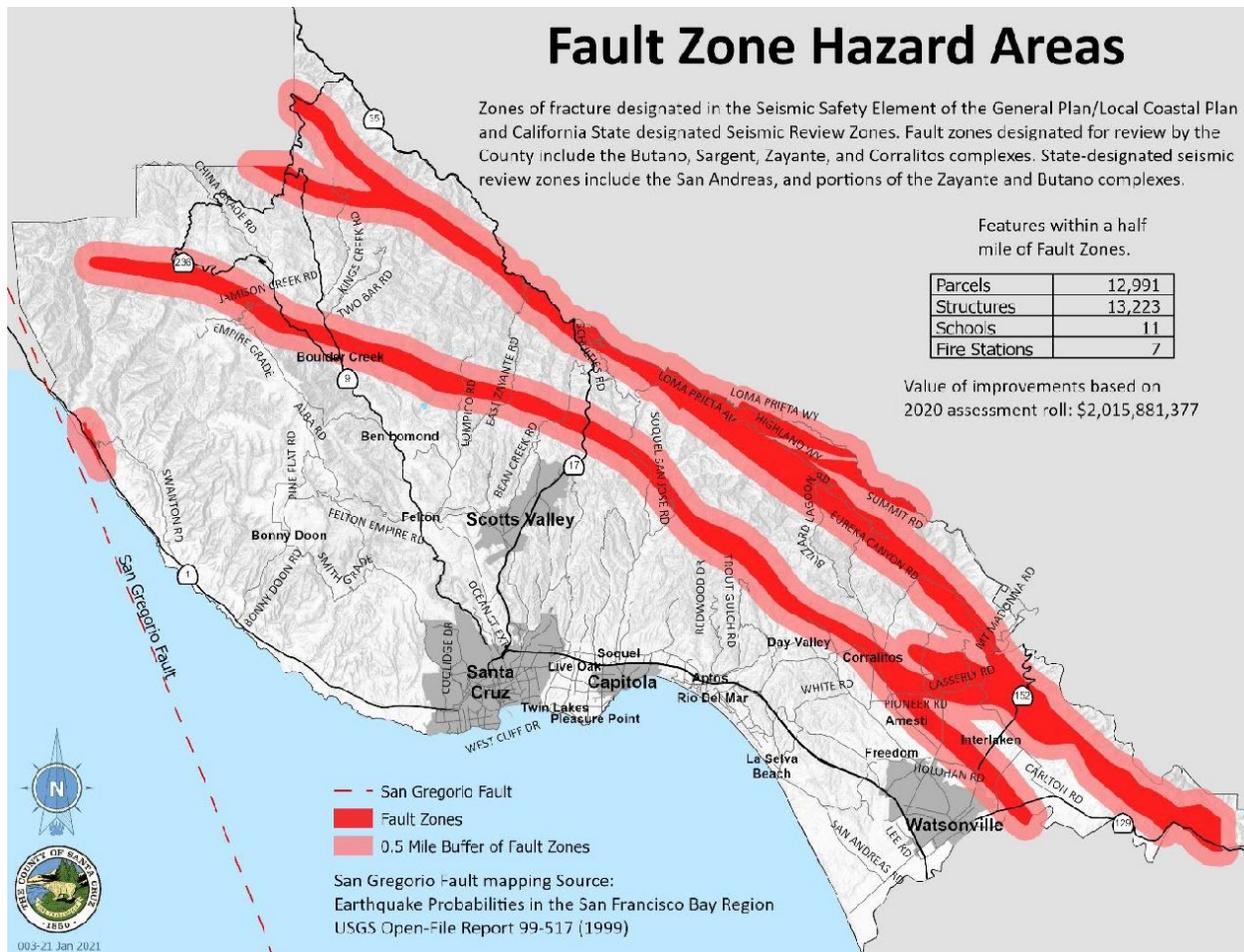
Exhibit 23: Fault Zones in Santa Cruz County

Liquefaction

Liquefaction refers to the process where loosely packed, water-soaked granular substances like sand or silt transition from solid to liquid due to seismic activity. This can lead to ground failure, and in areas with inclined terrains, liquefaction can trigger slope collapse.

The risk of liquefaction can vary significantly, necessitating localized studies to accurately assess the threat in areas vulnerable to earthquakes. In the southern region of the county, most valley floors are comprised of alluvial material. According to the Liquefaction Hazard Areas map shown in Exhibit 24, these areas are categorized as having *very high*, *high*, or *moderate risk* of liquefaction. Coastal areas exhibit varying degrees of liquefaction risk, ranging from *low* to *very high*.
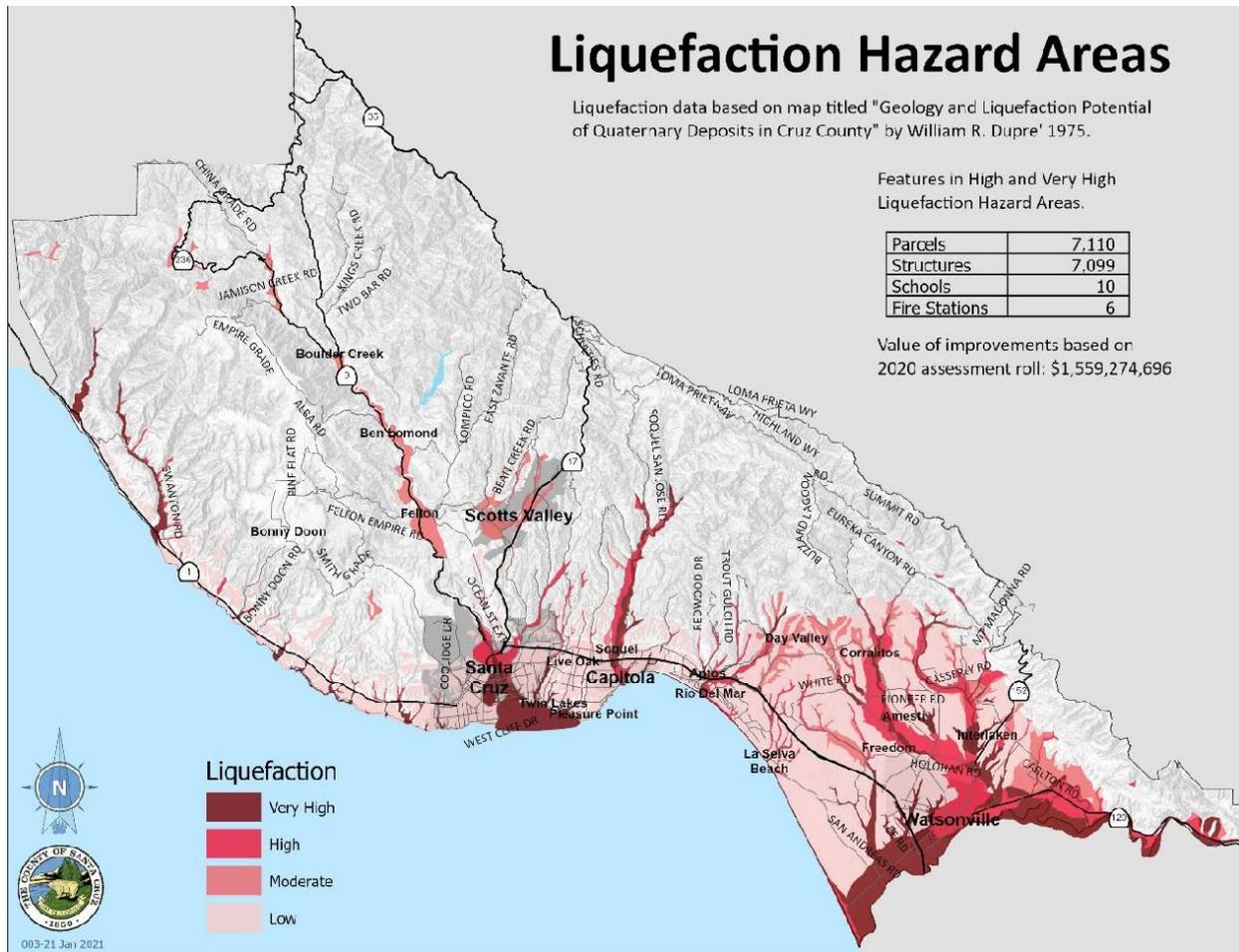
Exhibit 24: Map of Liquefaction Potential in Santa Cruz County

Climate Change

The county is experiencing direct impacts from climate change. From 2020-2023, the county experienced extreme weather conditions, including severe winter storms, extreme heat, poor air quality, and wildfires. These disasters have impacted the county, resulting in three federal disaster declarations.

Climate change can result in direct impacts on emergencies, and can amplify other hazards that already carry a high-risk factor, such as fire hazards, tsunamis, flood hazards, landslides, and dam inundation or breach.

Notably, the winter storms of 2017 resulted in damages exceeding $100 million to local roads, while the 2020 CZU Lightning Complex Fire destroyed over 80,000 acres, leading to the destruction of 920 residences. The winter storm of 2021 incurred millions of dollars in road repair costs.

Current circumstances and future projects suggest that the consequences of climate change will persist and intensify, affecting every facet of the county's economy, society, and overall quality of life. The escalating effects will be felt across both natural landscapes and built infrastructure, impacting all forms of life.

Fire Hazard

A wildland fire can be understood as any unintended fire that affects outdoor vegetation life. In addition to forests, agricultural lands, and open ranges, such fires can also occur in empty plots, road dividers, parks, golf courses, and less urbanized residential areas. Many of these locations are referred to as the Wildland Urban Interface (WUI).

Since the County's adoption of the *2013 Climate Action Strategy* and the previous update of the *Local Hazard Mitigation Plan in 2016*, the characteristics and frequency of wildland fires, particularly in the WUI, have changed in the county and state. The risk to human life and property in the WUI is considerably greater than in uninhabited natural areas.

Factors like human activity, climate change, forest management, and the deterioration of utility systems have significantly increased the range and quantity of potential ignition sources. The WUI will always remain susceptible to fires given the constant presence of combustible vegetation, residential structures, utility installations, and human actions that have the potential to trigger the next major fire in the county.

CAL FIRE has mapped fire hazard severity zones within the California State Responsibility Area (SRA) and Local Responsibility Areas (LRA). Mapping of the areas, referred to as Very High, High, and Moderate Fire Hazard Severity Zones (VHFHSZ), is based on relevant factors such as fuels, terrain and weather and can be referenced in Exhibit 25).

Exhibit 25: Map of Fire Hazard Severity Zones

Flood Hazard

Risks posed by flooding and coastal storms are closely interrelated, often manifesting as connected types of hazards in the county. Coastal storms can lead to the elevation of tidal levels, also known as storm surges, and bring about increased wind speeds, coastal erosion, debris flows, and flooding. Heavy rainfall or storm surges can cause rivers, creeks, adjacent low-lying areas, floodplains, and sometimes beaches to become submerged.

Floodplains are defined as areas adjacent to bodies of water, such as rivers, lakes, and oceans, which are routinely susceptible to flooding. The severity of a flood can be influenced by several factors, including the volume and duration of rainfall, the capacity of creek and storm drainage systems, and the soil's ability to absorb and retain water.

Most of the known floodplains in the United States have been mapped by FEMA, which administers the *National Flood Insurance Program (NFIP)*. Information about

floodplains in Santa Cruz County can be found in FEMA's most recent Flood Insurance Study (FIS) and on the Flood Insurance Map (FIRM). A small-scale version of the FIRM map for the county is shown in Exhibit 26.
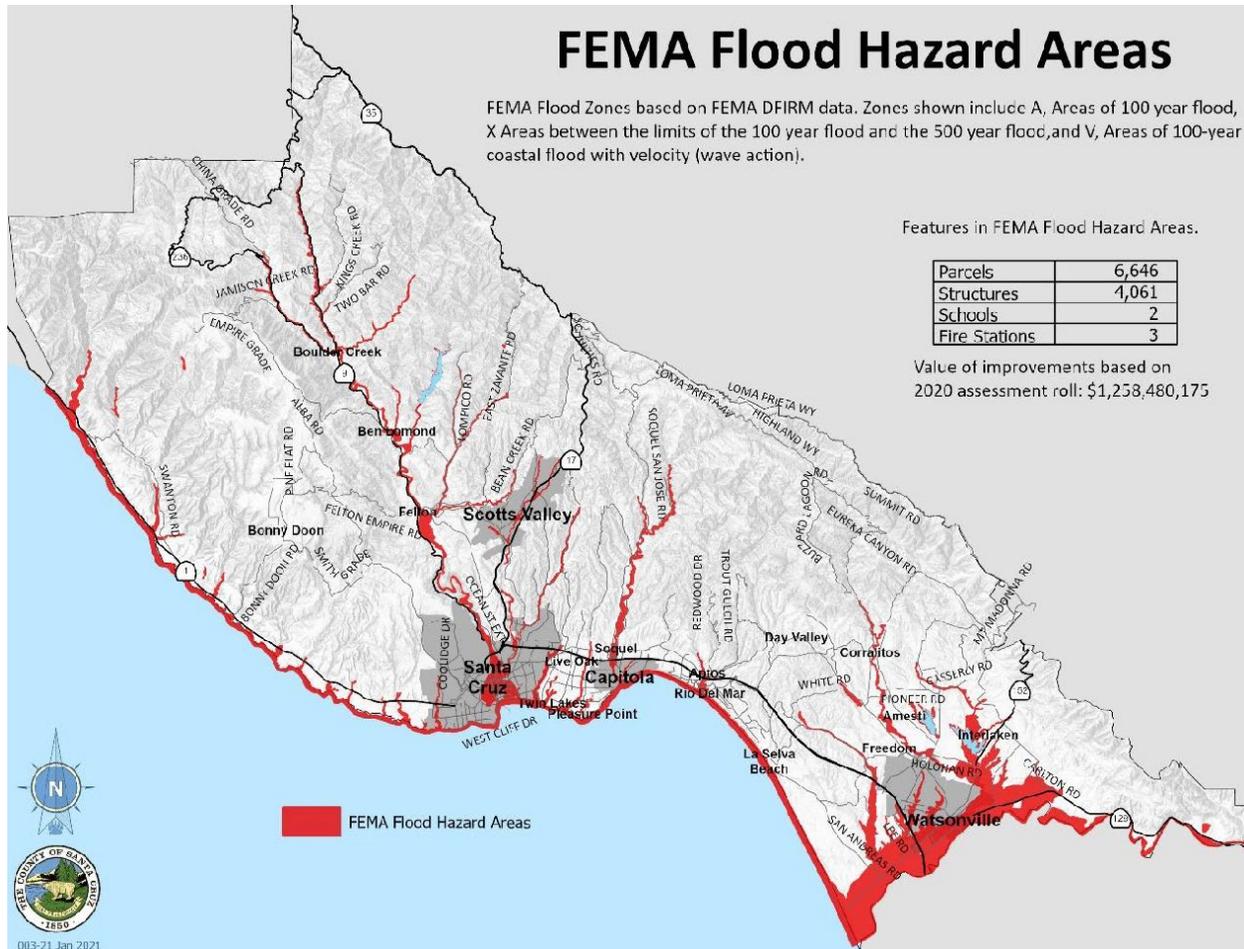

Exhibit 26: Generalized FEMA Flood Hazard Area in Santa Cruz County

Tsunami

A tsunami is a sequence of waves triggered by a sudden disturbance in a substantial body of water, like an ocean or a large lake. Tsunamis are commonly caused by tectonic activity along faults on the ocean floor, especially during major earthquakes, resulting in sudden vertical movement on the water's floor. This displacement results in a wave that emanates from the disturbance's origin and has the potential to cross oceans, inflicting damage on remote coastlines.

An earthquake in any part of the Pacific Ocean has the capability to generate tsunamis that may impact the entire Pacific basin, including offshore areas of the

county. The Santa Cruz Port District is at high risk of inundation with a tsunami. Given the high seismic activity around the Pacific Rim, tsunamis are not infrequent, although historically they have only reached a height of a few meters.

The county is located on Monterey Bay. Several active and potentially active earthquake faults are located within or near the county. An earthquake occurring in or near a fault line may lead to local source tsunamis caused by underwater land sliding in Monterey Bay. Tsunamis originating from the Cascadia Subduction Zone to the north, or tele tsunamis originating from other regions in the Pacific Ocean, are capable of causing significant destruction. A map of potential tsunami inundation areas within the county can be found in Exhibit 27.
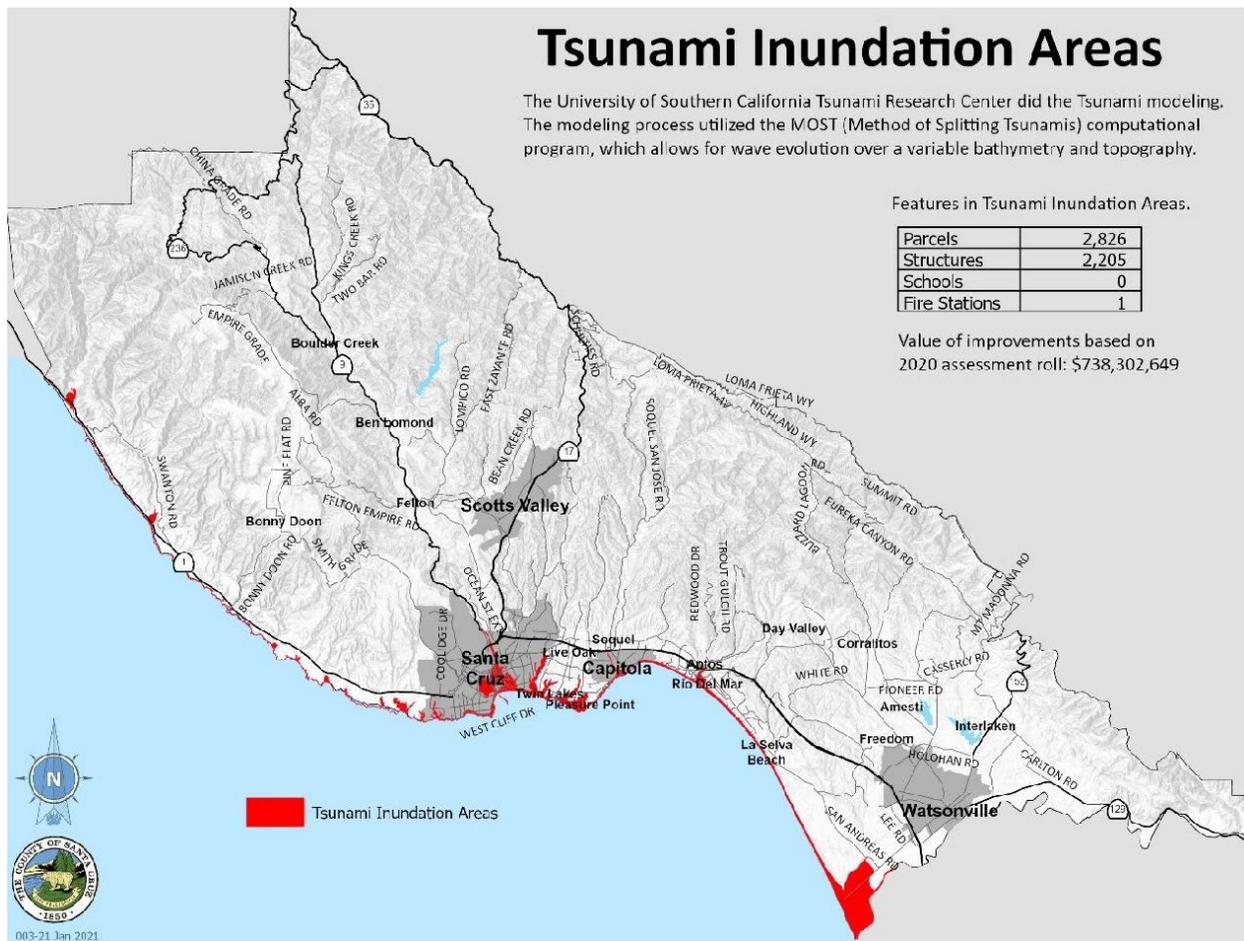
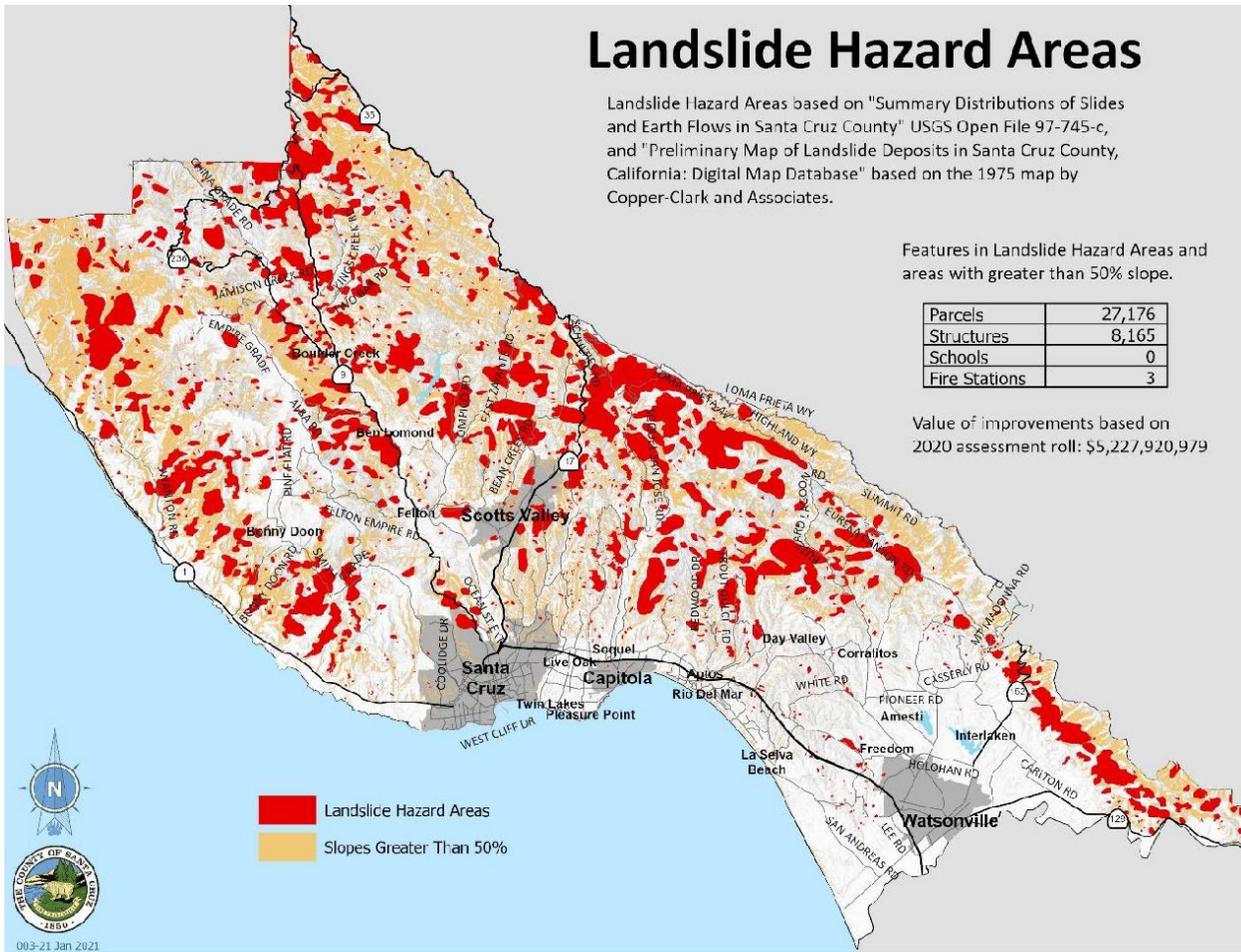**Exhibit 27:** Tsunami Inundation Areas

Landslide Hazard Areas

Landslides encompass a wide range of downhill movements of soil and rock triggered by gravity. Landslides manifest in various forms such as falls, topples, slides, spreads, flows, or a combination thereof. Notably, landslides may transition from one form of movement to another during their progression.

Landslides are a global phenomenon, but the unique geological features of the county render extensive areas particularly prone to various types of landslides. Elements that exacerbate the risk of landslides within the county include, but are not limited to:

- Storms
- Earthquakes
- Fires
- Freezing and thawing
- Erosion
- Wildfire burn scars along steep terrain
- Vegetation removal, grading, and other human activities

Although landslides occur throughout the county, there are specific areas where they are more concentrated. Higher occurrences are observed on the steeper slopes in the hills and mountains, along stream corridors, and coastal bluffs and inlets. Extensive regions of the county are subject to several forms of landslides, as indicated in Exhibit 28. Isolated sliding can also occur throughout the region.

It is important to note that conditions, such as severe winter storms, high rainfall levels - particularly during El Niño climate patterns, and steep terrain, can contribute to landslides.

Landslide Hazard Areas

Landslide Hazard Areas based on "Summary Distributions of Slides and Earth Flows in Santa Cruz County" USGS Open File 97-745-c, and "Preliminary Map of Landslide Deposits in Santa Cruz County, California: Digital Map Database" based on the 1975 map by Copper-Clark and Associates.

Features in Landslide Hazard Areas and areas with greater than 50% slope.

Parcels	27,176
Structures	8,165
Schools	0
Fire Stations	3

Value of improvements based on 2020 assessment roll: $5,227,920,979

■ Landslice Hazard Areas

■ Slopes Greater Than 50%

003-21 Jan 2021

Exhibit 28: Landslide Hazard Areas

A-2.2 Technological

Technological hazards are unintended events associated with failures in engineering, chemical spills, and human-caused accidents.

Dam Failure

Dam collapse can be triggered by various factors including seismic events, seiches, structural flaws, human-caused damage, or rainfall that exceeds the design's capacity. Dams constructed using materials like wood, stone, concrete, metal, or a combination thereof, are equipped with spillway mechanisms to safely direct regular stream flows and floodwaters. Spillways are commonly built using non-erodible materials, such as concrete. Additionally, dams are equipped with drains or other mechanisms to control the reservoir level and aid in maintenance and emergencies.

Within the county, five dams are regulated by the State Division of Safety of Dams due to their size. These are:

- Mill Creek Dam, situated near the Lockheed facility at the end of Empire Grade in northern Southern County.

- Newell Dam, located within the jurisdiction of the City of Santa Cruz

- Oak Site Dam, also located near the Lockheed facility, is currently undergoing decommissioning.

- Sempervirens Dam, within Big Basin Redwoods State Park, is currently under study for decommissioning.

- Soda Lake, located along Highway 129 in southeastern Santa Cruz County.

Given its geographic positioning, a catastrophic failure at the Newell Creek Dam could lead to significant property destruction or loss of human life in both the San Loreno Valley and the City of Santa Cruz, as depicted in Exhibit 29.
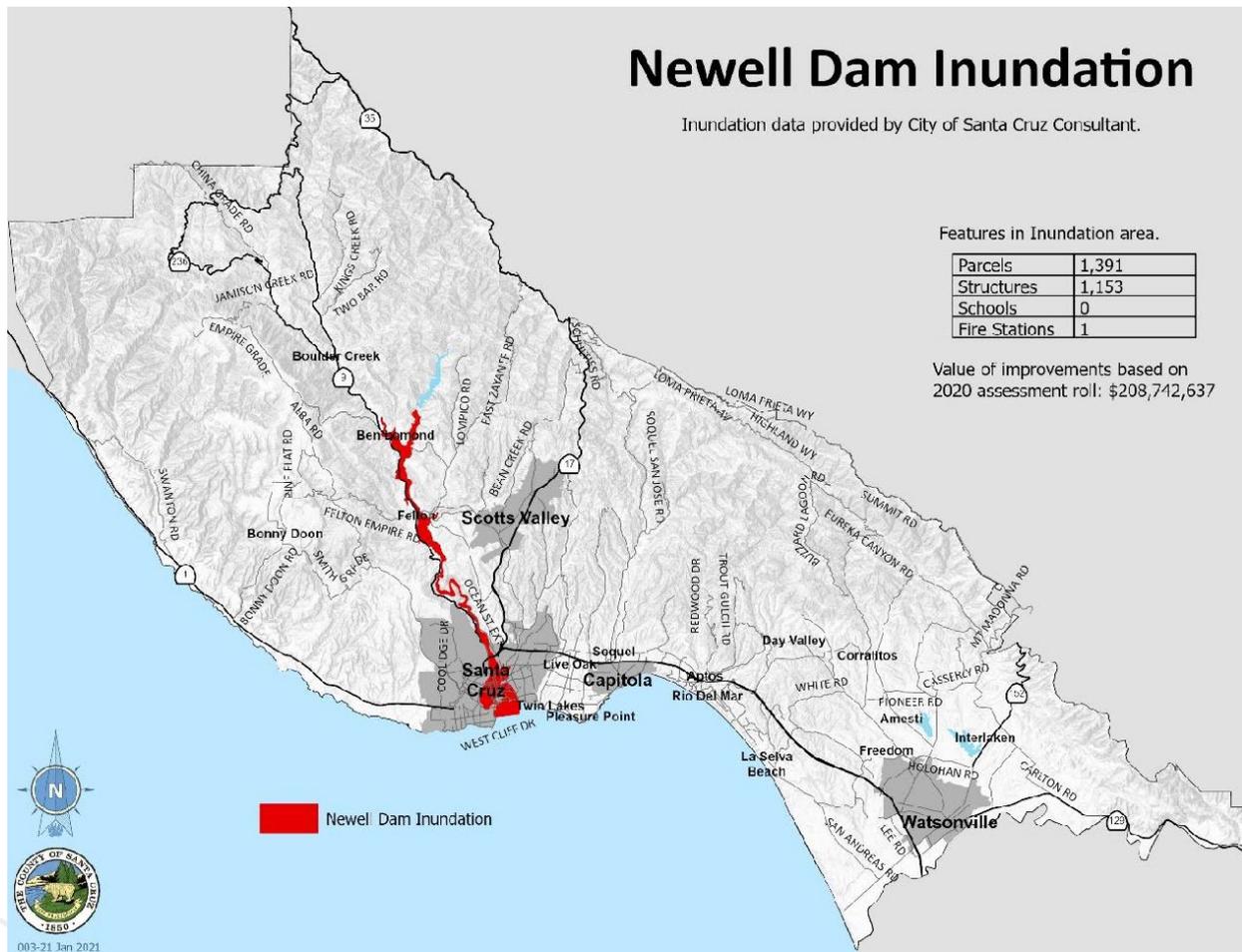
Exhibit 29: Newell Dam Inundation

A dam breach at the Mill creek, Oak Site, or Sempervirens dams could have repercussions for individuals and assets in the northern part of the county, particularly to the community of Boulder Creek East.

Soda Lake serves as a holding area for fine-grained materials, known as "fines," from the Wilson Quarry located in San Benito County. A breach in the Soda Lake levees could potentially discharge these fines, affecting nearby homes and extending onto Highway 129.

Although located in adjacent counties, the collapse of the Emler J Chesbro, Uvas, or San Justo dams could also have an impact on people and properties located along the Pajaro River within the county.

A-2.3 Human Caused Threats

Human-caused threats and hazards include terrorism, cyber-attack, large-scale criminal acts, and a significantly increasing threat of nation-state attacks. Human caused threats can result from several motivating factors and are difficult to predict. These acts of violence can be politically or personally motivated.

Nation-State Threats

There is an increasing nationwide threat from nation-state actors, particularly Russia and China. Targets include power, water, fiber and data lines, supply chain routes, and other critical infrastructure systems. Disruptions will most likely be caused by cyber-attack, and may be slow in how they progress. This may make them more difficult to detect. What may appear as isolated incidents could in fact be deliberate acts. Kinetic (physical) attacks cannot be ruled out. Resulting infrastructure outages could be prolonged (months). Russia and Chinese actors were also in major disaster and accident zones, to include the February 2023 Ohio Train Derailment and Oil Spill and the August 2023 Maui Wildfires. They sowed disinformation and malinformation at a pace faster than government could prevent or get in front of. The expressed intent of these actors, which have tremendous capability, is to incite fear, panic, and widespread chaos. They are seeking to take advantage of the current discord in the country, and amplify political and ideological divides.

Organization-Based

Acts of terror that utilize Improvised explosives, vehicle or vessel attacks, arson, and chemical, biological, radiological, and nuclear (CBRN) agents are typically the acts carried out by terrorist organizations, either home grown or from abroad. These organizations are typically well trained, and these acts of violence are planned out in advance with a specific mission in mind.

Attacks are predominantly motivated by politics and are geared to target locations that would have the highest level of impact, disrupt infrastructure, and result in a high death toll.

Though the Santa Cruz Beach Boardwalk is an iconic location locally and could be a potential target, it does not accomplish the overall goals of terror organizations. There are many events in Santa Cruz County that congregate large masses of people that could be a target of violence.

Strategic planning prior to these events, including target hardening tactics, helps reduce the potential threat. With the lack of high-risk targets and appropriate mitigation planning, these threats of violence are at a medium threat level as these threats generally are a risk factor nationwide.

Individual-Based

Armed attacks in both school and business settings have shown to be of concern in every county and city nationwide. These acts of violence are typically personally motivated and specific to the attacker. Most attackers act alone and are motivated by perceived or actual rejection by the target. These events typically do not target infrastructure or have overarching political focus.

Due to the inconsistent nature of active attackers, which are typically homegrown, there is no predictability of when and where the attack will occur. Mitigation steps have been put into place through training and standardizing response to these incidents, which will assist in the hardening of targets through response-based training and exercises.

A-2.4 Reputational

The County's ability to take action is heavily reliant upon the level of trust placed in the organization by the populations it serves. Disruption of the reputation or trust in the County hinders the County's ability to take action, leading to potential

repercussions on both human and economic fronts. The County may be exposed to reputational damage even when they have done little wrong. Conversely, the County's willingness to act with the strong sense of community and government service may mitigate impacts even when the County is at fault. The impact of social media on the perceptions of government and businesses has led to an increase in reputational risks. A mishandled response to an incident or emergency may cause more damage through reputational losses than the incident itself.

Protests occurring within the boundaries of the county may happen for reasons that have nothing to do with County policies. They may be in response to actual or perceived environmental impacts of the County's action or inaction. Protests may originate from stakeholders at either the primary or secondary level within the county.

The impact of County staff behavior on the County's reputation is likely to affect overall reputation, especially if the behavior is seen as part of a larger cultural issue. Current national trends include biased police/law enforcement behavior and work environments that foster unsafe conditions or exhibit discriminatory attitudes towards certain subgroups based on sex, race, religion, or sexual orientation.

The County actively promotes tolerance and respect for all humans regardless of their race, religious creed, color, national origin, ancestry, principal disability, mental disability, medical condition, genetic information, marital status, sex, gender, gender identification, gender expression, age, sexual orientation, or military or veteran status. Therefore, the assessed risk of staff behavior negatively impacting the reputation of the County is low.

ATTACHMENT 3: Mutual Aid

The foundation of California's emergency planning and response is a statewide mutual aid system, designed to ensure that adequate resources, facilities, and other support services are provided to jurisdictions whenever their own resource capabilities are exceeded or overwhelmed during any incident.

The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement, as provided for in the California Emergency Services Act. The Civil Defense Master Mutual Aid Agreement was developed in 1950 and adopted by California's incorporated cities and by all fifty-eight counties. It created a formal structure, in which each jurisdiction retains control of its own personnel and facilities but can give and receive help whenever it is needed. State government, on the other hand, is obligated to provide available resources to assist local jurisdictions in emergencies. The Standardized Emergency Management System (SEMS) includes mutual aid as an essential element in responding to disasters and emergencies.

Through this system, each local jurisdiction relies first on its own resources, then calls for assistance:

- City to City or District to District
- City/District to County
- County to County
- County to the Regional office of the California Office of Emergency Services (Cal OES), which relays unmet requests to the state.

A-3.1 Mutual Aid Regions

To facilitate the coordination and flow of mutual aid, the state is divided into six (6) Cal OES Mutual Aid Regions (Santa Cruz County is in Region II, South Division), and three (3) Administrative Regions (Santa Cruz County is in the Coastal Region). Through this mutual aid system, Cal OES can receive a constant flow of information from every geographic and organizational area of the state. This includes direct notification from a state agency or department, or from a local government official that a disaster exists or is imminent. In some cases, it also includes information that enables the anticipation of an emergency and mitigates its effects by accelerated preparations, and potentially prevents an incident from escalating into a disaster. See Exhibit 31.

There are four formal mutual aid Systems in California: Fire and Rescue, Law Enforcement, Coroner, and Emergency Management (which handles resources not covered by the other three systems). Additionally, the California Emergency Medical Services Authority (EMSA) and the California Department of Public Health (CDPH) coordinate inter-regional and state agency activity relating to mutual aid, as described in the California Public Health and Medical Emergency Operations Manual. This medical and health coordination system includes the Regional Disaster Medical and Health Coordination (RDMHC) Program across California's six mutual aid regions and the Medical Health Operational Area Coordination (MHOAC) program at the OA level. Other mutual aid coordination involves but is not limited to the interchange of resources related to the Safety Assessment Program (SAP), public information, communications, transportation services (TransMAC), water (CalWARN), hazardous materials response resources, volunteer agencies, and private agencies. Exhibit 30 provides a general diagram outlining the operational aspects of the mutual aid system, encompassing coordination and information flow.

A-3.2 Responsibilities

Inherent responsibilities exist at each organizational level and component of the statewide mutual aid system. This section provides a general description of those responsibilities, but it does not account for all potential responsibilities that may arise for a given entity during a specific response.

A-3.2.1 Field Level and Local Jurisdictions

Field Level: Requests for mutual aid resources originate from the Field Level and are managed by the Incident Commander (IC).

If the IC is unable to obtain the resource through existing local channels, the request is elevated to the next successive government level until it is obtained or canceled.

Local jurisdictions are responsible for:

- Developing and maintaining current emergency plans that are:
  - o Compatible with the California Master Mutual Aid Agreement and the plans of neighboring jurisdictions.
  - o Designed to apply local resources to the emergency requirements of the immediate community or its neighbors.

- Assessing its resource inventory and existing local agreements to determine whether the resources requested from the field are available. When locally committed resources are exhausted and mutual aid becomes necessary, the local official will request assistance from neighboring jurisdictions, or the OA, as necessary and feasible.

- Responding to requests for mutual aid.

- Dispatching situation reports to the appropriate Operational Area (OA) Coordinator as the emergency progresses and as changes in the emergency dictate.

- Identifying Multi-purpose Staging Areas (MSA) to provide rally points for incoming mutual aid and a staging area for support and recovery activities.

- Receiving and employing resources provided by neighboring jurisdictions, state, federal, and private agencies.

A-3.2.2 Santa Cruz County Operational Area (OA)

The OA is responsible for:

- Coordinating intra-county mutual aid.

- Establishing and maintaining liaison with the Cal OES Regional Mutual Aid Coordinator (RMAC), as well as local jurisdictions within the County and neighboring jurisdictions.

- Channeling local mutual aid requests which cannot be satisfied from within the County to the RMAC.

- Identifying MSAs to provide rally points for incoming mutual aid and staging areas for support and recovery activities.

- Receiving and employing resources provided by other counties, state, federal, and private agencies.

- Dispatching reports to the RMAC as the emergency develop and as changes in the emergency dictate.

- Carrying out emergency regulations issued by the Governor.

A-3.2.3 Cal OES Mutual Aid Region

Cal OES Mutual Aid Region is responsible for:

- Coordinating inter-county mutual aid.

- Establishing and maintaining liaison with appropriate state, federal, and local emergency response agencies within the Region.
- Providing planning guidance and assistance to local jurisdictions.
- Responding to mutual aid requests submitted by jurisdictions and OA Coordinators.
- Receiving, evaluating, and disseminating information on emergency operations.
- Providing situation reports to the Director of Cal OES, and as appropriate, recommending courses of action.

A-3.2.4 California Governor's Office of Emergency Services

Cal OES is responsible for:

- Performing executive functions assigned by the Governor.
- Coordinating the extraordinary emergency activities of all state agencies.
- Receiving, evaluating, and disseminating information on emergency operations.
- Preparing emergency proclamations and orders for the Governor and disseminating them to all concerned.
- Receiving, processing, evaluating, and acting on requests for mutual aid.
- Coordinating the application of state mutual aid resources and services.
- Receiving, processing, and transmitting requests for federal assistance.
- Directing the receipt, allocation, and integration of resources supplied by federal agencies and other states.
- Maintaining liaison with appropriate state, federal, and private agencies.
- Coordinating emergency operations with bordering states.

A-3.2.5 Other State Agencies

Other state agencies may provide mutual aid assistance to local jurisdictions based on capabilities and available resources.

A-3.2.6 Interstate

The Emergency Management Assistance Compact (EMAC) defines the interstate mutual aid system. EMAC is a congressionally ratified mutual aid compact that legally

establishes a national system to facilitate resource flow across state lines during an emergency or disaster. In 1996, EMAC was ratified as Public Law 104-321, making EMAC the first national disaster compact to be ratified by Congress since the Civil Defense Act of 1950. Through EMAC (which is administered through the National Emergency Management Association [NEMA]), assistance can be offered during governor-declared states of emergency through a system that allows states to send personnel, equipment, services, and commodities to help disaster relief efforts in other states. EMAC covers all hazards, and may also be used to support special events—as they are governor-declared emergencies by the requesting state.

A-3.2.7 Participation of Volunteer, Non-Governmental and Private Agencies

Volunteer, non-governmental, and private agencies play a vital role in the mutual aid system, in collaboration with governmental agencies. For example, the disaster medical mutual aid system relies heavily on private sector involvement for medical and health resources. Volunteer agencies (e.g., American Red Cross, Salvation Army, Disaster Communications Services, community, and faith-based organizations) are an essential element of local, state, and national emergency response to meet the needs of disaster victims. These agencies mobilize volunteers and resources through their own systems and processes. They are also able to identify unmet resource needs within their own systems, which can then be requested through the mutual aid system in coordination with the appropriate level of government. During these large-scale incidents, these agencies will typically provide a representative to the County/OA EOC.

A-3.3 Policies and Procedures

Mutual aid resources will be provided and utilized in accordance with the California Master Mutual Aid Agreement and supporting separate agreements.

During a proclaimed emergency, inter-jurisdictional mutual aid will be coordinated at the appropriate OA or mutual aid regional level whenever the available resources are:

- Subject to state or federal control
- Subject to military control
- Located outside the requesting jurisdiction
- Allocated on a priority basis

Due to the variety of radio communications systems, local agencies should coordinate, where possible, with incoming mutual aid forces to provide an interoperable communications plan.

Requests for and coordination of mutual aid support will be accomplished through established channels (cities to OA to region to state). Requests should include, as applicable:

- Number of personnel needed
- Reporting time and location
- Authority to whom they are to report
- Type and quantity of equipment
- Access routes
- Estimated duration of operations
- Wrap around resources that will be required to support the requested resource.

A-3.4 References

Mutual aid assistance may be provided under one or more of the following authorities:

- State of California Emergency Management Mutual Aid Plan
- State of California Fire and Rescue Emergency Plan
- State of California Law Enforcement Mutual Aid Plan
- State of California Public Health and Medical Emergency Operations Manual (EOM)
- State of California Medical and Health Operational Area Coordination (MHOAC) Program Manual
- Local Mutual Aid Agreements
- Federal Disaster Relief Act of 1974. (Public Law 93_288)
  - Provides federal support to state and local disaster activities.
- Emergency Management Assistance Compact, 1996. (Public Law 104-321)

A-3.4.1 Mutual Aid Diagrams and Maps
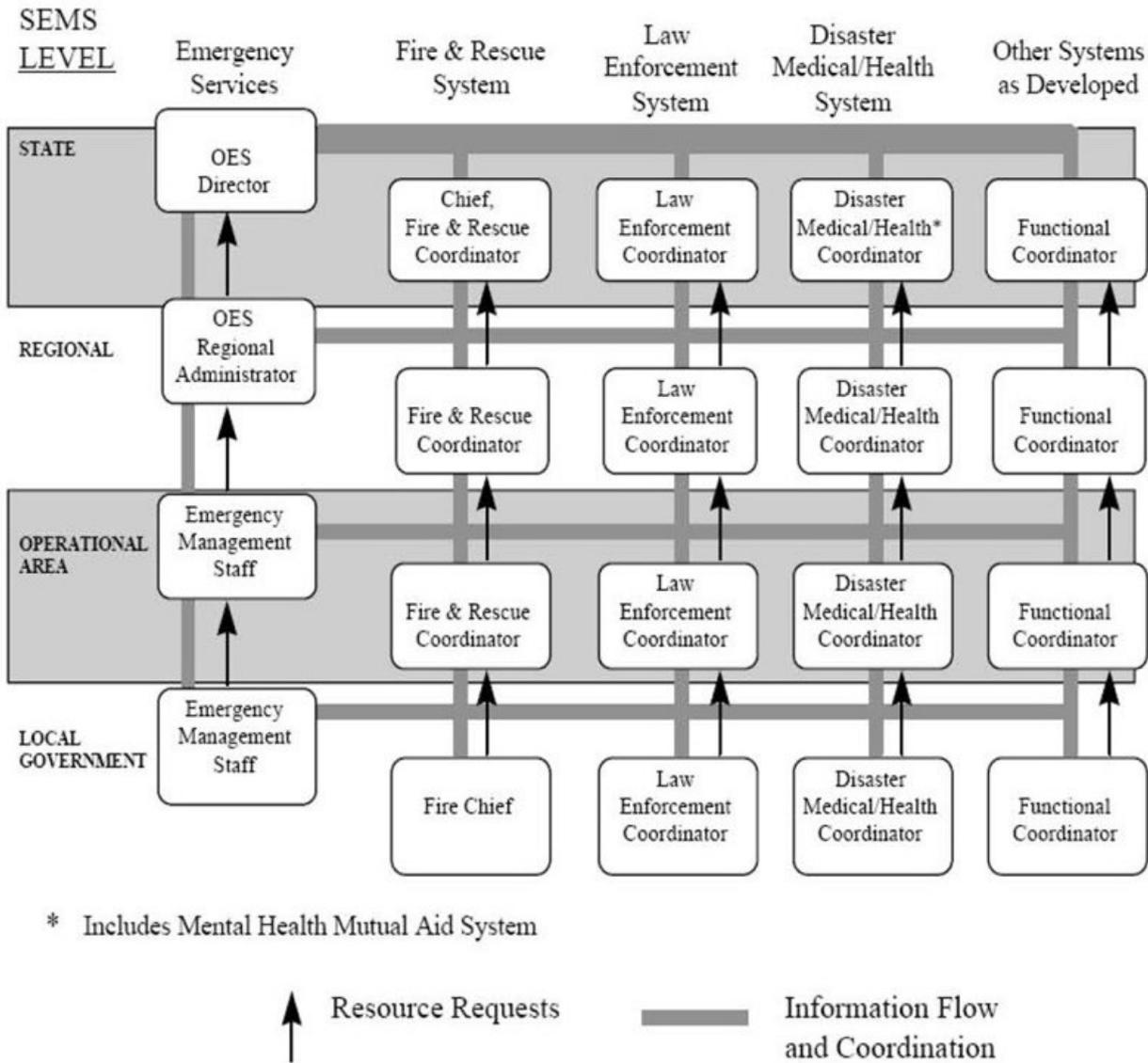
Exhibit 30: Mutual Aid Channels
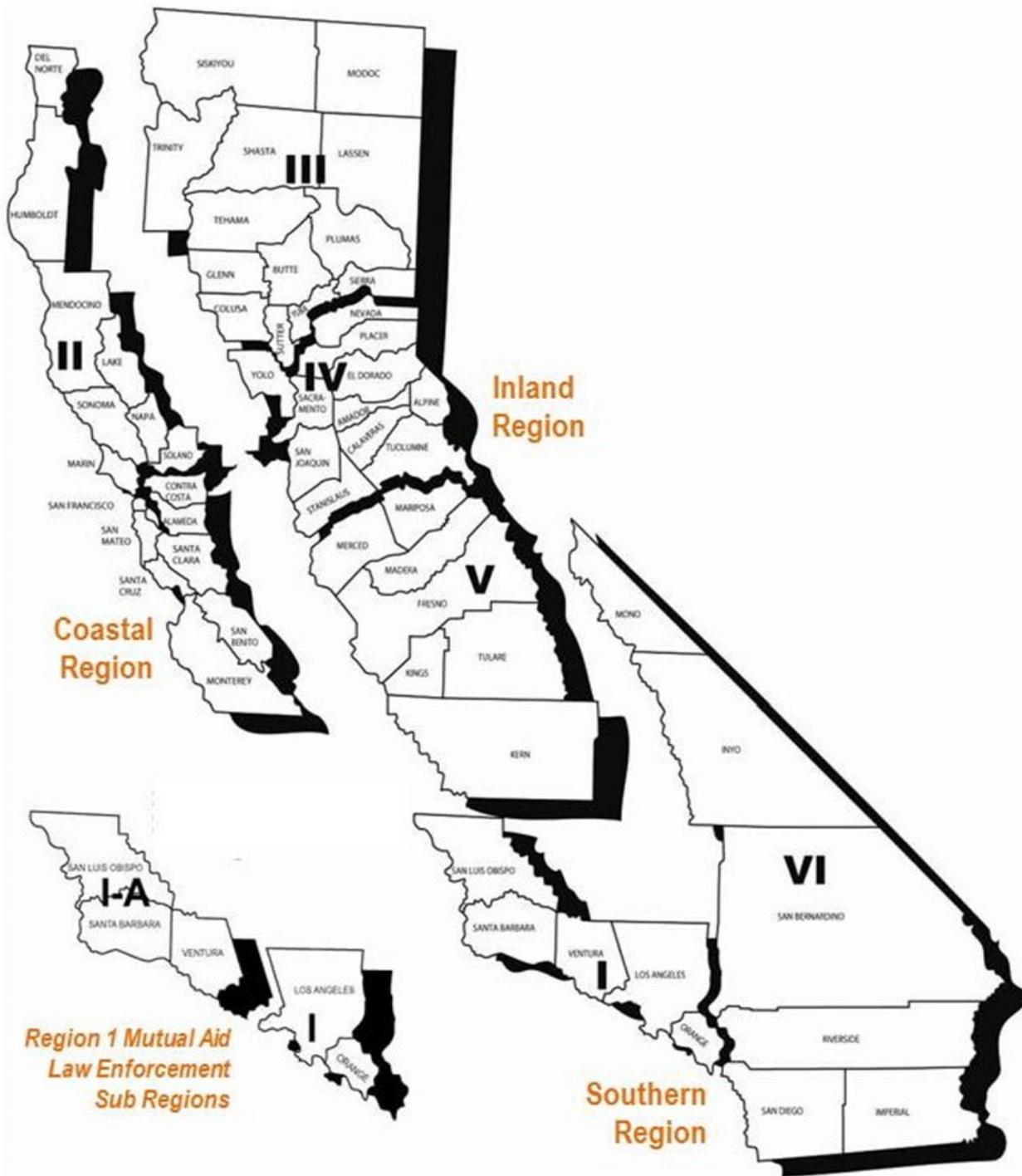
Exhibit 31: California Mutual Aid and Administration Map

ATTACHMENT 4: Readiness Working Group Overview

A-4.1 Purpose

The purpose of the Readiness Working Group (RWG), led by Santa Cruz County Office of Response, Recovery & Resilience (OR3), is to provide a forum for diverse whole community stakeholders to work together to coordinate planning and response, assign roles and responsibilities, validate assumptions, and continue to build and sustain relationships—and ultimately to build capability and capacity so the Operational Area (OA) is truly resilient.

The RWG converges and aligns the county's emergency management and climate resilience efforts where possible for increased synergy and measurable outcomes. In a disaster or emergency, the RWG can be leveraged to enhance whole community situational awareness, information, and communication.

A-4.2 Vision

Santa Cruz County: Ready and Resilient

The vision is a more inclusive and resilient Santa Cruz where the whole community's efforts build upon each other rather than compete. The diverse mix of public, private, non-governmental organizations (NGOs), and community-based organizations (CBOs) working together is powerful.

A-4.3 Goals

The initial overarching guiding goals of the RWG are:

- Build and maintain an integrated inclusive cadre of subject matter experts, innovators, advocates, and other critical stakeholders to support County of Santa Cruz whole community preparedness planning and readiness.
- Serve as a liaison point of contact to provide cultural and community-specific expertise, and act as a push-pull source of communication and situational awareness during response and recovery operations for Unified Commanders and Emergency Operations Centers (EOC).
- Identify and encourage the adoption of best practices from communities worldwide.

- Ensure objectively measurable improvement in OA-wide readiness across all phases of emergency management to include progression of the County's OA EOP.

A-4.4 Background

Real-world lessons learned, best practices, and stakeholder engagement and outreach are driving the formation of the OA-wide RWG. There is a recognized need for a whole community coordination group that spans across other organizational structures. Many organizations within the greater Santa Cruz community provide multiple services and serve functional roles that cross geographic and organizational boundaries.

Further, emergency management (all phases), and climate action and adaptation are funded through a myriad of grants and a complex labyrinth of state and federal funding options, inclusive of various bills, resolutions, and continuing resolutions. This can generate confusion and cause local agencies to work at cross-purposes; unintentionally duplicating efforts at best, or at worst create conflicting plans, procedures, and policies – all of which impacts overall readiness and resilience. At the same time, being able to collectively and mindfully harness and synergize these efforts and their funding vehicles can result in powerful outcomes.

Building upon the vision and mission that led to the establishment of OR3 in the concurrent wake of the COVID-19 pandemic and August 2020 CZU Lightening Complex Fire, the RWG is intended to provide an inclusive and more structured coordination, collaboration, and communication forum to advance whole community participation across the emergency management cycle, inclusive of climate action and adaptation.

A-4.5 Structure

The RWG will be led by OR3, and will be comprised of representatives from County departments, cities, special districts, joint powers authorities (JPAs), state and federal agencies; private and non-profit sectors; academic and community-based establishments; and other entities and organizations that may play roles in the County's readiness and resilience, and as may be required to address or inform specific core capabilities.

Initial representative organizations or groups will be identified for inclusion in the RWG based on stakeholder input during the Emergency Operations Plan (EOP) development period. Where necessary to address gap areas, the RWG will form task forces or sub-working groups to allow for concentrated focus and inclusion of other individuals or groups specific to the task at hand.

The RWG concept is new in Santa Cruz County and may be reorganized over time to determine the most effective structure of the main working group and subgroups. Voluntary Organizations Active in Disasters (VOADs) and other organizations may also use this body as a means for greater coordination and information sharing vertically and horizontally throughout the county.

A-4.5.1 RWG's Emergency Response Role

While established as a body during (and in support of) the preparedness phase, the RWG shall also serve as an advisory body for Whole Community matters during response and recovery operations when requested by the County EOC.

The RWG can be leveraged in a disaster or emergency to enhance two-way whole community situational awareness, information, and communication. The County EOC, at all activation levels, can leverage the RWG to receive information to better inform executive level discussion and decision making.

Leveraging the resources and human networks within the RWG can improve external communication and relations, which remain core challenges due to the unique geography and jurisdictional authorities within Santa Cruz.

A-4.5.2 Macro & Micro Sectors

To ensure key stakeholder whole community representation, the RWG will include representative members from identified 'Macro' and 'Micro' sectors. This Macro/Micro Sector identification represents an initial list developed throughout the EOP planning process. Specific and additional stakeholders will continue to be identified. The intention is to allow inclusivity through representation of each macro and micro sector, so the group remains productive and manageable in size. Within each sector, groups and individuals represented can serve as representatives and channels for input and communication with other stakeholders within their macro or micro sector(s).

Public

- Local (County, Cities, Special Districts)
- Joint Powers Authorities/Agreements
- Regional
- State
- Federal
- Intelligence

Private

- Umbrella Organizations such as Chambers of Commerce
- Tourism / Hospitality
- Restaurant
- Hotel
- Marine Recreation
- Creative/Cultural Arts
- Financial

Cultural, Indigenous, Local

- Racial and Ethnic Minority Groups and Communities (Latinx, Black, Asian American/Pacific Islanders including Filipino)
- Lesbian, Gay, Bisexual, Transgender, Queer/Questioning, Intersex, Agender (LGBTQIA+)
- Indigenous/Tribal Representation
- Geographic Areas (North County, South County, Mid-County)

Agricultural

- Farm Bureaus
- Agricultural Workers

Infrastructure

- Communications
- Transportation
- Utilities/Energy

- Water
- Supply Chain

Medical/Health

- Hospitals
- Healthcare + Healthcare CBOs
- Healthcare Coalition

Community-Based / Non-Governmental Organizations (CBO/NGO)

- Umbrella (VOAD), others
- Faith-based
- Community/interest/service-based

Academic-Education & Research Institutions

- Primary and Early Childhood Education
- Colleges, Universities, Research Labs

Other Partners

- Environmental
- Climate resilience
- Other/TBD

A-4.5.3 Agency Identification by Sector

The following organizations, categorized by sector/sub-sector, represent the initial RWG at-large membership. This list represents an initial list. Additional work is required as of the date of this plan to ensure whole community representation in a manner that is productive, collaborative, and results driven. Stakeholders may change based on the dynamic nature of the community.

Public

- Local (County, Cities, Districts, Joint Powers)
  - City Emergency Management designees (Capitola, Santa Cruz, Scotts Valley, Watsonville)
  - County Emergency Management Team (CEMT)
  - Special Districts

- Santa Cruz Port District/Santa Cruz Harbor
- Ben Lomond Fire Protection District
- Central Fire District of Santa Cruz County
- Felton Fire Protection District
- Zayante Fire Protection District
  - o Santa Cruz Regional Economic Development Corporation
- Joint Powers Authorities/Agreements
  - o Pajaro Regional Flood Management Agency (PRFMA)
  - o Library Joint Powers Board
  - o Santa Cruz Regional 9-1-1 (NetCom)
  - o Santa Cruz County Animal Services Authority
  - o And others
- Regional
  - o Monterey County Emergency Management
  - o San Benito County Emergency Management
  - o Santa Clara County Emergency Management
- State of California
  - o Office of Emergency Services (Cal OES); Cal OES Office of Access and Functional Needs
  - o Department of Forestry and Fire Protection (CAL FIRE)
  - o Department of Parks and Recreation (State Parks)
  - o Department of Public Health (CDPH)
  - o Department of Transportation (Caltrans)
  - o Highway Patrol (CHP)
- Federal
  - o FEMA Region IX
  - o Federal Bureau of Investigation (FBI) – Monterey Bay Satellite Office
  - o U.S. Army Corps of Engineers (USACE)
  - o U.S. Coast Guard
- Intelligence
  - o Northern California Regional Intelligence Center (NCRIC)
  - o San Francisco InfraGard Chapter

ATTACHMENT 4: Readiness Working Group

Private

- Umbrella
  - Chambers of Commerce
    - Capitola Soquel Chamber of Commerce
    - Santa Cruz Chamber of Commerce
    - Scotts Valley Chamber of Commerce
    - SLV Chamber of Commerce
    - Pajaro Valley Chamber of Commerce and Agriculture
    - Aptos Chamber of Commerce
    - Boulder Creek Business Association
    - Capitolla Village Business Improvement District
    - Felton Business Association
- Tourism / Hospitality
  - Visit Santa Cruz
  - Santa Cruz Seaside Company/Santa Cruz Beach Boardwalk
  - Restaurant - TBD
  - Hotel - TBD
  - Marine Recreation - TBD
- Creative/Cultural Arts – TBD
- Financial – TBD
- Others
  - Auto Care Towing
  - Santa Cruz Warriors

Cultural, Indigenous, Local

- Amah Mutsun Tribal Band
- Asian American Pacific Islander Collective Santa Cruz
- Casa De La Cultura
- Diversity Center
- Mi Gente
- Museums - TBD
- Regeneracion Pajaro Valley
- Salud Para La Gente

- Santa Cruz Barrios Unidos
- Santa Cruz Black
- SLV Roundtable
- South County Triage Group
- Ventures Santa Cruz
- Others

Agricultural

- Farm Bureaus
  - Ag Workers
  - Center for Farmworker Families
  - Santa Cruz and San Mateo Farm Bureaus
- Big Creek Lumber
- Driscoll's
- Four Winds Nursery
- Martinelli's
- Ramos Farms

Infrastructure and Suppliers

- Transportation
  - Caltrans
  - Santa Cruz METRO
  - Santa Cruz METRO ParaCruz
  - Watsonville Airport
- Communications
  - 211
  - Amateur Radio Emergency Service (ARES) / Auxiliary Communications Services (ACS) / Radio Amateur Civil Emergency Service (RACES)
  - AT&T, other wireless carriers and data providers
  - Santa Cruz Regional 9-1-1 (NetCom)
  - Regional Communications System
  - Verizon Wireless

- Utilities/Energy
    - PG&E
    - Water Districts
- Supply Chain - Logistics, Warehouses, Distribution Centers, Shipping

Medical/Health

- Medical Health Operational Area Coordinator (MHOAC)
- Medical Reserve Corps
- Hospitals
    - Dominican Hospital
    - Sutter Maternity and Surgery Center
    - Watsonville Community Hospital
- Healthcare Coalition including Healthcare CBOs
    - Healthcare Coalition Coordinator
    - Santa Cruz Health Services Agency
    - Advocacy, Inc.
    - Health Improvement Partnership (HIP)
    - Hearts & Hands Post Acute Care and Rehab Center
    - Kaiser Permanente
    - Palo Alto Medical Foundation
    - Salud Para La Gente
    - Santa Cruz Community Health
    - Valley Convalescent Hospital
    - Westwind Memory Care

Academic-Education & Research Institutions

- County Office of Education
- Santa Cruz County School District Superintendents
- Santa Cruz City Schools
- Pajaro Valley Unified School District
- Cabrillo College
- California State University, Monterey Bay
- Navy Postgraduate School (NPS)

- University of California, Santa Cruz

Community-Based / Non-Governmental Organizations (CBO/NGO)

- Umbrella (VOAD and others)
- American Red Cross
- Community Action Board of Santa Cruz County (CAB)
- Community Bridges
- Community Foundation Santa Cruz County
- Encompass Community Services
- Second Harvest Food Bank
- United Way of Santa Cruz County
- Volunteer Center of Santa Cruz
- Faith-Based
  - Association of Faith Communities, Santa Cruz
  - Catholic Charities
  - Salvation Army
  - Valley Churches United
- Community/Interest/Service-based and other Aligned Efforts
  - Central Coast Center for Independent Living
  - Community Emergency Response Teams (CERTs)
  - Community health and other providers who assisted during disasters in 2023 (that are not already identified here)
  - Conflict Resolution Center
  - County Service Area (CSA) Representatives
  - Davenport Resource Center
  - Digital Nest
  - Downtown Streets Team
  - Ecology Action
  - Fire Safe Council Santa Cruz
  - Front Streets
  - Homeless service providers
  - Hopes Closet
  - Housing Matters

- o Mountain Community Resources
- o Organizations included within the Community Resilience Center (CRC) grant/program
- o Pajaro Valley Leaders Group
- o Pajaro Valley Prevention and Student Assistance
- o Parents Center
- o San Andreas Regional Center
- o San Lorenzo Valley (SLV) Roundtable
- o Santa Cruz County Arc
- o Santa Cruz Volunteer Center
- o Senior Network Services
- o The Free Guide
- o Veteran Center

Other Partners

- Environmental
- Climate resilience
- Other/TBD

A-4.6 Current Initiatives

Currently, the following initiatives will be supported by the RWG – either in their current or envisioned form, or under a taskforce/task force-like structure to allow the full power of combined energies, efforts, and funding to be harnessed for the collective good throughout the entire emergency management cycle. Task forces can be used to further these initiatives as a means to provide concentrated efforts to achieve rapid progress.

DAFN and Cultural Competency Working Group

- The County and the RWG task force will be leveraged to establish an "DAFN and Cultural Competency Working Group", or equivalent.
- This Working Group will be designed to meet regularly with key County departments, local governments from the OA, a variety of CBOs to advocate for the diverse community living in the county, and representatives from historically marginalized groups to provide a whole

- All CRC facilities will meet physical and programmatic accessibility standards (e.g., Americans with Disabilities Act Accessibility Guidelines (ADAAG)).

Santa Cruz County Long-Term Recovery Group (LTRG)

- A CZU LTRG was formed post CZU-fire for disaster impacted residents. The CZU LTRG continues to provide disaster case management, and serves as a resource for unmet needs.

- The CZU LTRG was leveraged to form the Santa Cruz Winter Storms 2023 LTRG. Many of the same organizations and members are included, with additional groups and individuals whose roles extend past the Santa Cruz County line into Pajaro.

- This real-world experience can be leveraged by the RWG to support future Long-Term Recovery efforts, and development of a Recovery Plan for the County.

ATTACHMENT 4: Readiness Working Group

ATTACHMENT 5: Board of Supervisors EOP Approval

See the following page for Resolution No. 207-2024: Resolution Adopting the Emergency Operations Plan (EOP). *Note: DocuSign Certificate of Completion and additional details are on file and not included here.*

DS
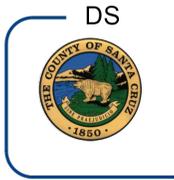
BEFORE THE BOARD OF SUPERVISORS
OF THE COUNTY OF SANTA CRUZ, STATE OF CALIFORNIA

RESOLUTION NO. <u>207-2024</u>

On the motion of Supervisor: Friend
Duly seconded by Supervisor: Hernandez

The following resolution is adopted:

RESOLUTION ADOPTING THE EMERGENCY OPERATIONS PLAN (EOP).

The Board of Supervisors of the County of Santa Cruz hereby finds and declares the following:

WHEREAS, the preservation of life and property is an inherent responsibility of local, state and federal government; and

WHEREAS, the County of Santa Cruz (County) has prepared this Emergency Operations Plan (EOP) to ensure the most effective and efficient allocation of resources for the maximum benefit and protection of the civilian population in time of emergency; and

WHEREAS, while no plan can prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses; and

WHEREAS, this EOP establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts of the various emergency staff and service elements utilizing the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) and the objective of this plan is to incorporate and coordinate all the facilities and personnel of the County into an efficient organization capable of responding to any emergency; and

WHEREAS, this EOP is an extension of the California Emergency Plan and it will be reviewed and exercised periodically and revised as necessary to meet changing conditions; and

WHEREAS, the Board of Supervisors of the County of Santa Cruz approves and gives its full support to this EOP and urges all officials, employees and residents, individually and collectively, to do their share in the total emergency effort of the County;

NOW, THEREFORE, the Board of Supervisors of the County of Santa Cruz hereby resolves and orders as follows:

SECTION 1. The Board of Supervisors of the County of Santa Cruz hereby approves and adopts the Emergency Operations Plan as the directive for establishing an emergency management organization.

PASSED AND ADOPTED by the Board of Supervisors of the County of Santa Cruz, State of California, this <u>10th</u> day of <u>September</u>, <u>2024</u>, by the following vote:

AYES: Supervisors Koenig, Friend, Hernandez, McPherson, and Cummings
NOES: None
ABSENT: None
ABSTAIN: None

DocuSigned by:

Justin Cummings
C15905D366C8451...   9/18/2024
_____

Justin Cummings
Chair of the Board of Supervisors

DocuSigned by:

Juliette Rezzato
466B074F3141450...   9/18/2024
ATTEST: _____

Juliette Rezzato
Clerk of the Board

Approved as to Form:

DocuSigned by:

John Ng
F0F6FD189D784BF...   8/30/2024
_____

John B. Nguyen   (9/10/2024, AMS #16375)
Office of the County Counsel