



Santa Cruz County Operational Area

Emergency Operations Plan

PUBLIC REVIEW DRAFT: OCTOBER 2023

Promulgation

This document is a coordinating draft intended for use during a public review and comment period. This coordinating draft is for developmental purposes only and requires additional editing for grammar, unified voice, the correction of content format and flow, and accessibility. This document will continue to undergo additional updates based on feedback received from stakeholders and partners. Images and captions will be included after the feedback period. URL descriptions and hyperlinks will be added.

This document should not be considered a final draft.

DRAFT

Plan Overview

The following provides a brief overview of the Base Plan and its Attachments. *Section 11* provides details regarding the planned EOP Emergency Support Function (ESF)/Annex structure.

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 and community, and potential hazards and threats that may affect the County/Operational Area.

Section 3

Concept of Operations. Describes the County's emergency management approach for a flexible, scalable response to emergencies and events based on established emergency levels 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 and Assignment of Responsibilities. Defines the County's Emergency Management Organization (EMO), and its functional and operational structure; key roles, responsibilities, and emergency authorities; and continuity of government (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, and 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 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	Plan Development and 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 11	County ESFs & EOP Annexes. Outlines the County's Emergency Support Functions (ESFs) and associated Annex structure. Describes how the County ESFs relate to State and Federal ESF structures.
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 and Risk Assessment Attachment 3: Mutual Aid Attachment 4: Readiness Working Group Overview Attachment 5: Board of Supervisors EOP Approval

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SECTION 1:

Plan Administration

1.1 Record of Changes

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

Section 10.1 provides details regarding the County's plan for continued development of this EOP, and the revision cycle.

Date of Revision	Revision Description	Section/Component	Revision Completed By

1.2 Record of Distribution

The following entities have been provided copies of the approved EOP:

Departments/Agencies Receiving Electronic Copies of the EOP	No. of Copies

1.3 Additional Copies

This *EOP Base Plan* and its attachments and annexes¹ 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 (hereafter referred to as the County EOC) and alternate EOC locations.

Requests for additional copies or alternate formats of this document should be referred to OR3.

¹ Some annexes, attachments or plans may be classified under the Controlled Unclassified Information (CUI) Program.



SECTION 2:

Introduction

The Emergency Operations Plan (EOP) informs County stakeholders of emergency management policy and process, and provides the foundational framework for a coordinated, scalable, and organized response to emergencies.

The EOP takes into consideration the County's obligations and authority as the Operational Area and sets a vision for a more equitable human-centered approach to emergency management throughout the county. The EOP delineates operational concepts, risks, and hazards across all phases of the emergency management cycle: Mitigation and Prevention, Preparedness, Response and Recovery.

2.1 Purpose

The Santa Cruz County Operational Area (OA) Emergency Operations Plan (EOP) provides the foundational framework for a coordinated, scalable, and organized response to emergencies. The EOP takes into consideration the County's Operational Area obligations and authority, and sets a vision for a more equitable human-centered approach to emergency management throughout the county. The EOP delineates operational concepts, risks, and hazards across all phases of the emergency management cycle: Mitigation and Prevention, Preparedness, Response and Recovery.

The purpose of the EOP is to inform Santa Cruz County (SCC) stakeholders of the county's all-hazards emergency management system. These stakeholders include local jurisdictions, agencies, joint powers authorities, special districts, businesses, individuals, and community-based organization (CBO) partners.

The EOP is comprised of this Base Plan plus additional attachments and annexes, and is designed to be flexible to adapt to changing response environments and the needs of supporting organizations.

The EOP will be supported by other County emergency response plans and assessments referenced in one or more of the annexes and/or within the body of this Base Plan. Other plans, such as Continuity of Operations (COOP), Local Hazard Mitigation Plan (LHMP), Climate Action and Adaptation Plan (CAAP), Long-Term Recovery Plan/Framework, and others will be developed and/or adapted in future years so that all the County's emergency management and resilience plans 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 by providing a mechanism for coordination of multi-jurisdictional emergency responses within the County.²

² Within the State of California, the Standardized Emergency Management System (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.

The EOP defines the concept of operations for the SCC Operational Area (OA) and the SCC Emergency Management Organization (EMO). The EOP 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 sources of outside support which might be provided (through mutual aid and specific statutory authorities) by other jurisdictions, state and federal agencies, voluntary and community-based organizations, and the private sector.

Exhibit 3 illustrates the County's approach in integrating standard incident management principles across all emergency management phases to achieve **organizational and community resilience**.



Exhibit 3: Achieving resilience throughout all phases of emergency management.

2.1.1 Scope

The SCC OA EOP applies to any emergency associated with any hazard, natural or human-caused, which may affect the OA and result in a planned, coordinated response by multiple agencies or jurisdictions.

The OA EOP is designed to be compliant with Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

During multi-jurisdictional emergencies, each jurisdiction and special district is responsible for conducting and managing emergencies within its 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, Santa Cruz 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 operational area response activities.

2.1.2 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.
- Provide a foundation to better serve and support historically and disproportionately impacted individuals.

- Describe the County's dependencies on and relationships with outside agencies and jurisdictions as it relates to emergency management activities.
- Describe how the community is engaged, involved, and participates in all phases of emergency management.
- 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.

2.1.3 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 made up of people with disabilities, access and functional needs, as well as culturally diverse populations, and thus includes these populations in all phases of emergency management through leveraging County resources and capabilities as well as partnering with community stakeholders.
- The County will not discriminate on the grounds of race, religious creed, color, national origin, ancestry, caste, 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, to include 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, and which may result in delays of outside assistance, to include 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 was developed with an all-hazards perspective to make it applicable to the widest range of emergencies and disasters, including natural disasters, climate change, and man-made threats. The EOP, however, serves as a guidance document and will not impede Incident Commanders, the EOC Director(s), and/or the EMO's Policy Group from retaining the flexibility to modify or establish policies, procedures and/or organizational structure to accomplish the emergency response and recovery.
- The plan is designed with the intention of adhering to Section 508 standards to ensure accessibility. While we strive to achieve and maintain this compliance, we cannot guarantee full conformance. Our ongoing commitment is to make the content as accessible as possible for all users.

2.2 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.

With 29 miles of coastline, the County is bordered on the west by the Pacific Ocean, 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, Santa Cruz 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.

2.3.2 Regional Identities

The County's topography and population informally divides the County into three geographic areas. Each area has unique cultures, ideologies, and needs, which require tailored emergency planning to address specific risks, hazards, transportation needs, evacuation routes, cultural differences, sheltering challenges, and communications access.

- **"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, and unincorporated areas such as Pasatiempo, Live Oak, Soquel, Twin Lakes, Rio Del Mar, and Aptos.

- **“South County”** also known as the Pajaro Valley is known for its fertile farmland, and is home to incorporated Watsonville, and unincorporated areas including Corralitos, Larkin Valley, Day Valley, Pajaro Dunes, Freedom, and the Pajaro Valley (Note: The unincorporated town of Pajaro is located in neighboring Monterey County; however, most residents work, access services, and identify as part of the Santa Cruz County community).

Within each of these geographic areas different types of communities exist including, but not limited to, communities of place, interests, beliefs, and circumstances. Where accessible, Facebook groups, NextDoor, and other virtual hubs have flourished to share and collaborate virtually among neighborhoods and communities. Through empowerment and equipping these neighborhoods and communities, greater overall readiness for disasters can be achieved.

In all areas, libraries have been identified as known community hubs. Awareness of these locations can be increased. 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 Santa Cruz County except the City of Watsonville.

All new libraries have large community rooms, and high-speed internet. The County is seeking to ensure they also have back-up power generation. Accessibility in accordance with the Americans with Disabilities Act is mandatory. The City of Watsonville has two recently built libraries (2008 and 2020) with similar amenities and capabilities.

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 concept of social vulnerability helps explain why communities often experience a hazard differently, even when they experience the same amount of physical impact. The 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 and 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. This knowledge supports well-informed decision-making for organizing, strengthening, and mobilizing resources and capabilities, and building overall capacity.

The planning team utilized data from the 2020 Decennial Census³, the 2021 and 2022 US Census Bureau American Community Surveys⁴, DataShare Santa Cruz County⁵, and other sources that went beyond data and statistics, and are layered throughout this section. These are layered throughout this section. While census data is helpful, it does not always tell the whole story of a community. The County has robust data analysis and metrics for a number of factors, particularly within its health services and human services departments. Additional sources included stakeholder interviews which added nuances from lived experiences and direct population contact, which was used to help validate or verify data.

³ U.S. Census Bureau, 2020

⁴ United States Census and American Community Survey: <https://data.census.gov> or https://data.census.gov/profile/Santa_Cruz_County,_California?g=010XX00US

⁵ Santa Cruz: Demographics: County: Santa Cruz: <https://www.datasharescc.org/>

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, 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 included 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.

2.3.3.3 Overall Population

Santa Cruz County has 270,861 residents, nearly half of which (approximately 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.

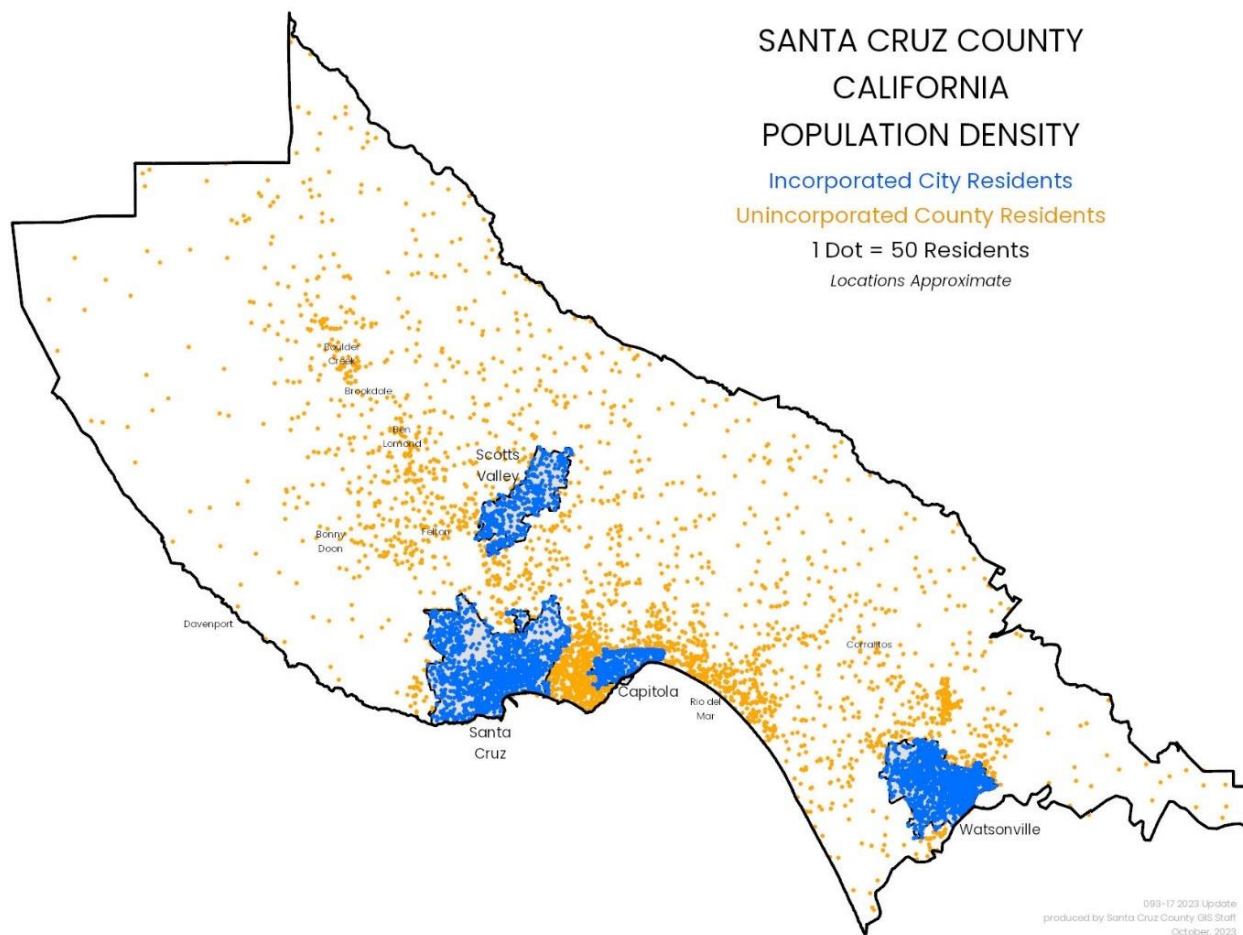


Exhibit 4: Santa Cruz County Population Density, 2023.

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 has an enrollment that exceeds 19,000 during each academic year.

- **June-September.** Tourism brings in 4 million tourists per year⁶ with the peak season from June-September.⁷ These daily and overnight visitors create visitor-dependent employment of over 1,800 additional jobs countywide.⁸ Numbers have declined during the COVID pandemic; however, visitors are increasing as the community and attractions have re-opened.
- **April – December.** Peak period for supplement migrant workforce.

Additionally, the Santa Cruz County Sheriff's Office operates four corrections facilities in the county that have 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 for safety and security, especially for evacuees (e.g., shelter sites, nondiscriminatory representation and language, intake question protocols, restroom access, 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.

⁶ Choose Santa Cruz: <https://www.choosesantacruz.com>

⁷ Santa Cruz Sentinel: <https://www.santacruzsentinel.com/2021/05/05/santa-cruz-county-gears-up-for-tourism-after-release-of-new-survey/>

⁸ Santa Cruz County Tourism and Hospitality Report Santa Cruz Workforce Development Board

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

Exhibit 5 below highlights the Counties census data of 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. The County's outreach communication strategies must incorporate a wide variety of methodologies to adequately and appropriately address (or include) everyone.

In emergencies, timely and accurate information is vital for safety; and communication with ALL Santa Cruz County residents is essential. 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 (e.g., shelters and medication). Emergency alerts, information, and instructions must be available and easily accessible in the languages county residents and visitors to understand and address. cultural nuances and sensitivities.

Local resources and existing networks will be explored to expand the preparedness and disaster resilience of local minority populations and expand

the various communication avenues and messaging styles and preferences to adequately reach these disproportionately at-risk populations.

Latinx Community

The largest non-white population is Latinx which represents a wide variety of peoples of Latin American cultural or ethnic identity. While a single term is used in describing this entire community, it is not homogenous.

A significant portion of the community speaks Spanish as their primary or sole language. Concentrated primarily 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 also 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 (including food, water, shelter, and medication), and 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 taken into consideration to ensure 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, in part due to the presence of educational institutions like University of California, Santa Cruz. The median age of full-time residents is 39.5 years.

Youth

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 Santa Cruz 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. There may also be needs and additional requirements for supplemental and accessible transportation in evacuation and medically equipped emergency shelters, and re-entry during recovery.

In the county, 19.1% of the population comprises residents aged 65 and over, a figure notably higher than California's rate of 15.8%. This trend is anticipated to persist, given the median age in the county 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. However, based on stakeholder engagement throughout this planning process, census and other data sets do not seem to fully exhibit the full status of this segment of the community. 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 people⁹
- 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

⁹ Note: The disabled population statewide (California) is 11.7%.

- 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 make expansion of disaster services to the increasing local population with disabilities a priority in disaster planning and service provision.

2.3.3.8 Public Benefits

People living in poverty, with low incomes, and of low socioeconomic status (SES) are less prepared for disasters than other groups, and may be at greater risk than other groups in disasters, and face barriers to disaster preparedness. Pre-disaster SES is closely linked to a person's ability to respond to and recover from a disaster. Lower economic status is also often intersectional. These can further magnify disaster impacts, in many cases, for more than a generation.

Federal Poverty Level: In 2023, the federal poverty level (FPL) for a Household Size of 1 is \$14,580 annual income. In Santa Cruz County, People Living Below Poverty Level is 10.9% (*some estimates as high as 14.8%), and Adults with Disability Living in Poverty is 18.3%

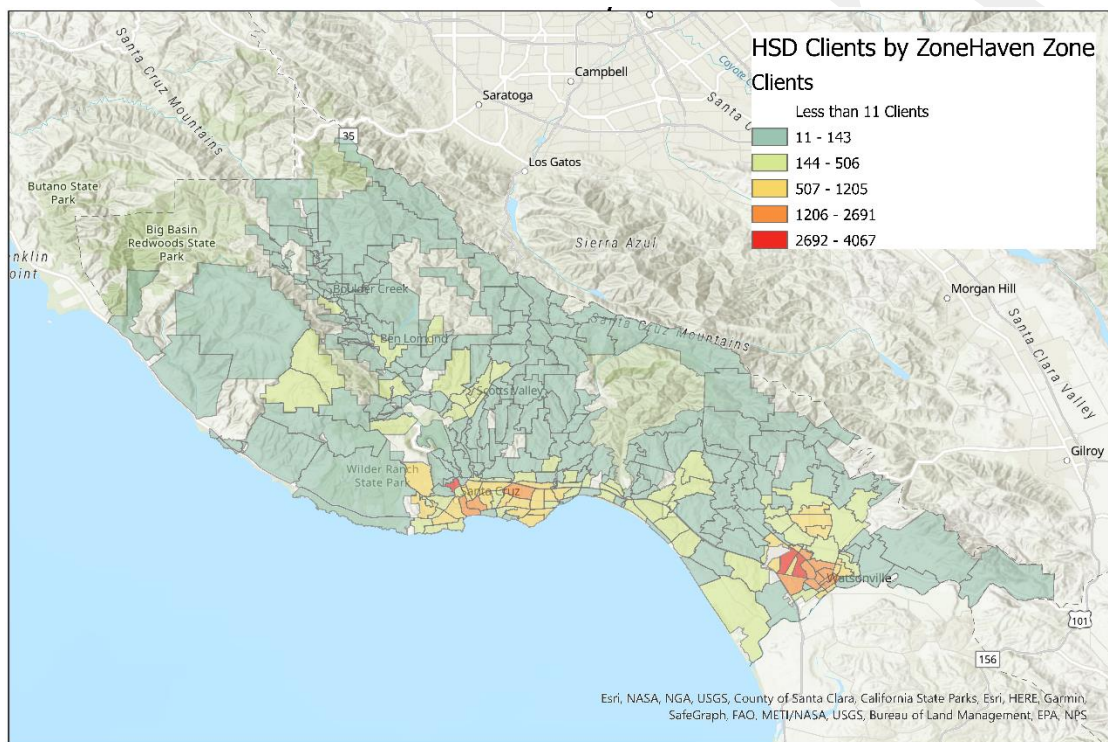
Food Insecurity: CalFresh, nationally known as the Supplemental Nutrition Assistance Program (SNAP), serves as the County residents' first line of defense against hunger and poor nutrition. 10 In FY 2021-22, the average monthly number of individuals receiving CalFresh was 26,872 (a total of 38,211 distinct 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, the criteria for renewing Medi-Cal benefits were eased, allowing residents to maintain their health benefits regardless of income changes, citizenship, or immigration status. Consequently, the County was able to provide Medi-Cal benefits to 89,676 county residents - an increase from FY 2019-2020 recipients of 69,355. However, with the end of the declared COVID-19 Public Health Emergency, changes in

¹⁰ [Santa Cruz County Human Services Department \(HSD\) FY 2021-22 Annual Report](#)

Medi-Cal eligibility are expected. This may result in a rise of uninsured residents, creating another vulnerable group. These individuals may lack the means to prepare for potential disasters and could need additional medical support during emergencies.

Exhibit 6 shows the number clients 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.



*Benefits include Medi-Cal, CalFresh, CalWORKS, General Assistance, Adoption Assistance, and Foster Care Payments.

Exhibit 6: Human Services Department Clients Receiving At least One Benefit

2.3.3.8 Housing

Homeownership and Renters

As demand for housing increases, residential construction has spread out into the different vegetative cover and topographic types (forests and mountains) throughout the county. Access to small rural residential clusters is governed by topography, land use criteria, parcel size, and ownership trends. Many residential clusters may have only one ingress and egress, which is usually limited to long

stretches of narrow winding mountain roads. When these roads are blocked, all access is blocked to these clusters.

Affordable housing can have a significant impact on disaster preparedness. Low-income, historically marginalized communities, and people experiencing homelessness are disproportionately affected by disasters such as droughts, wildfires, and floods.¹¹ 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:
 - Married-couple family household: 47.1%
 - Female householder, no spouse present, family household: 26.4%
 - Male householder, no spouse present, family household: 19.1%

People Experiencing Homelessness

Community members experiencing homelessness are geographically distributed between County incorporated and unincorporated communities. Many live in the Wildland Urban Interface forested margins, and in creeks, rivers, streams, and arroyo channels that are subject to flooding in winter.

At least every two years, communities across the country conduct comprehensive counts of the local population experiencing homelessness. Point-in-Time (PIT) Counts approximate the number of people experiencing homelessness in each community and collect information on individuals and families residing in emergency shelters, transitional housing, or unsheltered situations which includes persons sleeping on the streets, in cars, abandoned properties, or other places not meant for human habitation.¹²

¹¹ [U.S. Department of Housing and Urban Development: Public Housing Agency Disaster Readiness, Response, and Recovery Guidebook, September 2022](#)

¹² Santa Cruz County Human Services Department: 2023 Santa Cruz County Point-in-Time Count & Survey Comprehensive Report

There were 1,804 persons experiencing homelessness identified by the PIT Count in Santa Cruz County in 2023. This represents a 22% decrease from 2022. Slightly more than three quarters (79%) of persons experiencing homelessness were unsheltered, nearly the same percentage as in 2022.

As with other data collection endeavors, after meeting with community stakeholders, there is concern that the numbers of those experiencing homelessness or insecure housing may be greater than enumerated. 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.

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 framework to address homelessness by January 2024. In FY 2021-2022, the program permanently housed 446 households experiencing homelessness.

2.3.3.9 Farm, Agriculture, and Migrant Workers

As an agricultural hub, the Pajaro Valley draws workers from primarily Mexico but from other areas in Central and Latin America, as well as 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 Santa Cruz County are undocumented, which makes them ineligible for many official disaster recovery programs and services offered by the Federal government and would make them reliant upon voluntary agencies for assistance. Farmworkers range in age from teens to 60+. Approximately 1/3 of farmworkers are women.¹³

2.3.3.10 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 and other populations with access and functional needs.

¹³ [Center for Farmworker Families](#) (2023)

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 to adequately reach and actively engage the camp staff and participants in these geographically remote locations.

2.3.4 Transportation

County employees live in all the different geographical parts of the county and outside of the county. When impacts occur to roadways and transportation systems within and to the county, the workforce is impacted which can cause 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 responder 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 Santa Cruz County and operates a commuter service via the Highway 17 Express to San Jose Diridon Station. In addition, METRO offers a microtransit service, Cruz On-Demand, operated by METRO's trained ParaCruz operators, extending METRO's service area three quarters of a mile from any of METRO's fixed bus routes, excluding Highway 17 and the UCSC campus.

METRO provides 23 different routes which carry over 5 million passengers and operates over 200,000 hours and 2.8 million miles of service annually. METRO maintains over 4 transit centers and 825 bus stops, almost 500 of which have benches and 220 have shelters.¹⁴

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. Additionally, the harbor provides a launching facility, and secure storage for kayaks, rowing shells, paddleboards, and trailerable vessels. For coastal mariners, the harbor is maintained as a year-round harbor of safe refuge coupled with visitor berthing.¹⁵ During a storm or tsunami watch or warning, owners may go to the water to move or secure their boats. This creates additional security, safety, and access issues.

¹⁴ Santa Cruz Metropolitan Transit District, <https://scmttd.com/en/agency-info/planning/dept-overview>

¹⁵ Santa Cruz Port District, <https://www.santacruzharbor.org/>

In the event of an emergency that cuts off land-based transportation routes, sea-based access may accommodate supply, re-supply, evacuation, response personnel transport, and other forms of support via shallow draft vessels such as military craft (e.g., landing craft utility (LCU), landing craft air cushion (LCAC)), barges, etc., and Dunkirk-type operations.

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 San Francisco International Airport, and use ground transportation to travel to/from Santa Cruz.

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 the community of Davenport.

2.3.5 Power, Communications, and Digital Access Infrastructure

2.3.5.1 Power

Power, procured by Central Coast Community Energy and supplied through PG&E transmission infrastructure, has been unreliable in rural parts of the county, particularly within the county's mountainous and forested regions over the last several years. Rural power interruptions have become year-round with "fire season" outages most commonly attributed to the new Enhanced Powerline Safety Settings (EPSS) by PG&E, and during winter months when weather is outside of normal. Less frequent but impactful power-related issues related to Public Safety Power Shut-Off (PSPS) events (which are at least forecasted by PG&E) allow for modest preparedness activities to occur. EPSS outages that can be triggered by branches, animals or other random debris impacting EPSS enabled lines have and can occur with no notice, repeatedly, along rural transmission circuits. Outages can last for hours and in some cases, can happen multiple days in a row

with restoration times that are unpredictable. In 2022, the San Lorenzo Valley area experienced an average of one EPSS outage a day between May and October.

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.¹⁶

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.

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, like cable internet and fiber optics, connected directly to homes or buildings. In many rural and remote areas throughout the county, this infrastructure is lacking altogether, 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 fiber optic 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 placed upon individuals and monthly services fees are prohibitive for most individuals.

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

¹⁶ The County's Climate Action and Adaptation Plan (CAAP) also recognizes these challenges and sets targets for improvement.

access and zoning complicate new communications infrastructure development.

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

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 revision indicated that these numbers are substantially lower in reality.

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, which 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 the 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 Santa Cruz County.¹⁷

- **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 Valley². The total economic activity from agriculture contributes nearly \$1.5 billion to the local economy³. Berries, cannabis, and nursey crops represent the highest value crops and exports.
- **Higher Education – University of California, Santa Cruz and Other Research and Related Institutions.** Santa Cruz is home to the Long Marine Laboratory, the Lick Observatory, and the Monterey Bay National Marine Sanctuary Exploration Center.
- **Healthcare.** Approximately 14% of jobs in Santa Cruz County are related to healthcare. This number is growing due to increased demand from the aging demographics.
- **Creative and Cultural Arts** represent a diverse mix of established institutions such as the Santa Cruz County Symphony as well as independent artists and collectives, and businesses including retail galleries, music venues, and art instruction. The Arts & Culture economic impact is \$38 million.¹⁸

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, with climate-related events occurring 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

¹⁷ Visit Santa Cruz County, <https://www.santacruz.org/press/facts-stats-faqs>

¹⁸ Choose Santa Cruz: <https://www.choosesantacruz.com>

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. 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 EMO Response Priorities, Goals, and Strategies

The County serves as the Operational Area (OA) Coordinator (See Section 3.2 below). The County also has primary responsibility for emergency management activities within county unincorporated areas.

It is the responsibility of the County and all other jurisdictions within the OA and their partners to undertake an ongoing comprehensive approach to emergency management. Emergency Management is a *continuous cycle* of **Mitigation** (preventing/deterring), **Preparedness** (planning, training, equipping, exercising, improving), **Response** (immediate response and incident stabilization) and **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 for EMO definition.

Exhibit 7 outlines key priorities, goals, and high-level strategies to guide the EMO in managing any emergency or disaster 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
<ol style="list-style-type: none"> 1. Save Lives. The preservation and sustainment of life is the top priority of emergency response and takes precedence over all other considerations. 2. 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. 3. 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. 4. 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. 5. Business and Service Resumption. Facilitate the rapid resumption of impacted businesses and community services. 6. Documentation for Cost Recovery: Document and maintain accurate records required for cost recovery efforts. 7. Restore. All possible efforts must be made to restore the County to a more resilient and ready state for future disasters.
Goals
<ul style="list-style-type: none"> • Meet basic human needs in a culturally competent and responsive manner. • Address the needs of individuals and communities with disabilities, access and functional needs (DAFN). • Mitigate operational hazards. • Stabilize community lifelines and restore essential services.

- Support community and economic recovery.

Strategies

- **Meet basic human needs.** 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 with disabilities, access and functional needs (DAFN).** Individuals with DAFN needs are disproportionately impacted during and after an emergency. The needs of individuals with DAFN must be considered and addressed before, during, and after disasters at all levels of SEMS.
- **Stabilize community lifelines and restore essential services.** Essential services (e.g., FEMA's *Community Lifelines*, see Section 6.1.3) 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 California operate under the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). In the State of California, 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 districts¹⁹), Operational Areas (counties), California Office of Emergency Services (Cal OES) Mutual Aid Regions (two or more counties), and State Government.

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.

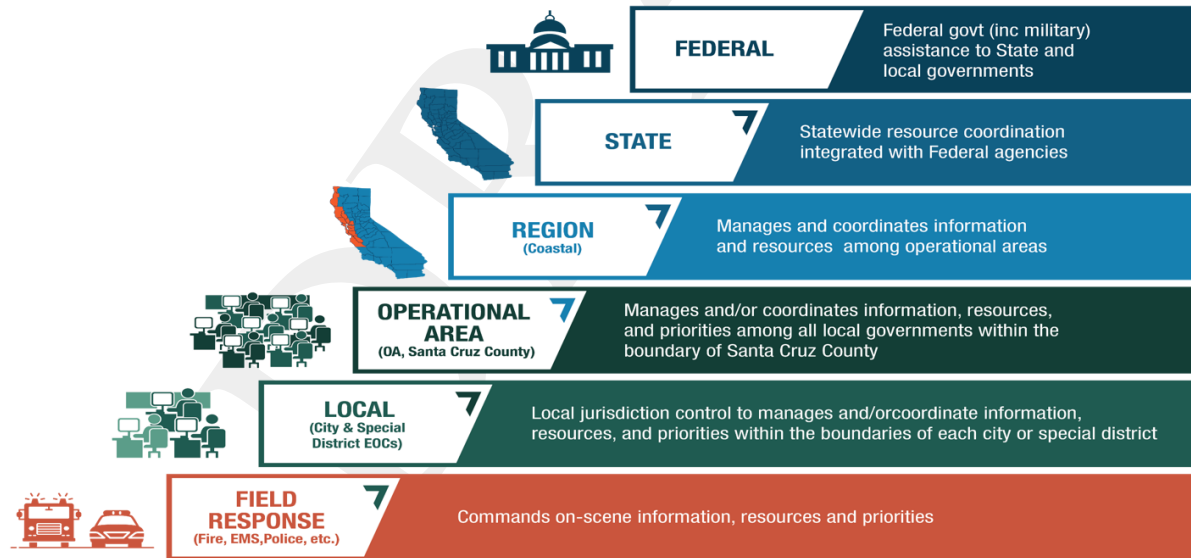


Exhibit 8: SEMS Organizational Levels

¹⁹ 'Special districts' under SEMS are units of local government (other than a city or county) with authority or responsibility to own, operate or maintain a project (as defined in *California Code of Regulations §2900(s)*) for purposes of natural disaster assistance). Examples of special districts include, but are not limited to, school districts, water districts, fire districts, the port district, and others.

3.2.2 SEMS Application to Santa Cruz County

What “Field Response” means to 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, although roads, parks, and others, may also be early field responders.

What “Local” means to Santa Cruz County Stakeholders: The cities of Santa Cruz, Watsonville, Capitola and Scotts Valley, the County, and special districts as Local jurisdictions, manage and coordinate emergency response and recovery initiatives within their respective jurisdictions. 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 dictate the degree of collaboration between agencies and command centers, such as EOCs, DOCs, and local dispatch centers (e.g., Netcom) within their area of jurisdiction.

Note: State and federal jurisdictions in the OA (such as State Parks) may have statutory authorities for response similar to that of 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**.

What “State” means for Santa Cruz County Stakeholders: From the Regional EOC (REOC), 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; 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 of California 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 but not limited to race, gender, gender identity/expression, physical, sensory, and/or cognitive disabilities, age, immigration status, spoken language, sexual orientation and expression, digital access, and others greatly influence an individual's vulnerability to disasters. To ensure equitable disaster response and recovery, it is

crucial to recognize long-standing societal and cultural barriers that limit access to critical resources and impede response/recovery, and provide targeted resources and support 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 community²⁰ planning and overall readiness.

To do this, the County uses FEMA's "Whole Community" 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.

²⁰ 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. These stakeholders include but are 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 and community-based organizations (FBO/CBOs); academic and research-based establishments; residents; visitors; and others that may play roles in the collective community that is "Santa Cruz County".

Given the diverse needs of the county it is understood that government cannot create and implement this Plan alone. Therefore, the County of Santa Cruz calls upon all community stakeholders to engage, participate, and take ownership of the collective preparedness and resilience effort in, and for, the collective Santa Cruz community.

3.3.3 Strategic Themes

The County is dedicated to removing systemic barriers in all phases of emergency management for all individuals and 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 complexity of the 'whole community' in order 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 OR3, will establish a Readiness Working Group (RWG). The purpose of the RWG is to provide 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 Operational Area (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.

Attachment 4 – Readiness Working Group Overview provides additional information about the RWG, and the initially identified representative organizations or 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 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 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.
- 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, to include leveraging existing forums, groups, activities, and events.
- **Voluntary Organizations Active in Disaster (VOAD)**
 - A VOAD is currently in the initial process of forming in Santa Cruz County or for the tri-county area.
 - The VOAD could benefit from an RWG Task Force to enable the VOAD to form and mature more readily leveraging the power of the RWG.
 - Additional information regarding the VOAD is in *Section 5.8.2.1*.
 - 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)**
 - In September 2023, the OR3 Office submitted a grant application to establish CRCs in the County. CRCs have been on parallel tracks for both funding and legislation under both emergency management climate action initiatives. CRCs demonstrate how and where it is necessary to combine efforts under climate action and adaptation, and within the broader emergency management field. CRCs highlight the necessity of synchronizing climate action initiatives with the broader emergency management field.
 - The intent of the CRCs is 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.

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

3.3 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 and ESF 5: Emergency Management.

Exhibit 9: Emergency Levels

Level	Description of Emergency Level
BASELINE <i>Normal Operations / Monitoring</i>	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, and 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/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.

3.3 Emergency Proclamations

The Emergency Proclamation process sets the stage for regional, state and/or federal assistance in an emergency, if needed. *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.

3.3.1 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.*

3.3.1.1 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., the Board) within 7 days.
- **Renewal:** Reviewed at regularly scheduled board/council meetings until terminated. Reviewed every 60 days for governing bodies that meet weekly until terminated.
- **Termination:** At 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 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 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).

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 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 (situation 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, 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.

The CAO/DES (hereafter CAO) has the authority to appoint an Administrator of Emergency Services as per County Code §2.26.030. In emergencies, the CAO directs the Administrator of Emergency Services to respond, and leads the Policy Group (See Sections 4.4.2 and 4.4.3).

4.4.2 Director of Emergency Management

The Director of the County Office of Response, Recovery & Resilience (OR3) was designated by the CAO (DES) as the Administrator of Emergency Services (hereby and hereafter referred to as the Director of Emergency Management (DEM)).

OR3, as a division of the CAO's Office, was established and designated by the Board of Supervisors²¹ as the Office of the Administrator of Emergency Services. 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 community resilience.

In the event of an actual or pending emergency, the DEM [i.e., the OR3 Director] 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, as the CAO's emergency management designee, has the authority to request the Board to proclaim a Local Emergency if the Board is in session, or to issue such proclamation if the Board is not in session, and the CAO or their successor is Unavailable, and it is necessary.

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.

²¹ County of Santa Cruz DOC-2020-919 (November 10, 2020) and DOC-2020-810 (October 6, 2020, as amended).

The vision of 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 was established in the first quarter of 2021. The DEM serves as the Director of OR3. The office's mission is threefold:

- Build the County's resilience for future disasters.
- Serve as the emergency management office for responding to ongoing disasters.
- 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 office's vision and mission, further program expansion, enhanced emergency management training, and collective input from the entire Santa Cruz

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 upon activation of any element of the EMO, by proclamation of a Local Emergency, by direction of the CAO and/or by request of the DEM to assist the with the overall strategic emergency management objectives and policy decisions during an emergency.

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

- County CAO/DES
- OR3 Director/DEM
- 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 (CEMT)

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. 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 input and review for plans necessary to support the County's preparedness and resilience efforts, including, but not limited to the EOP, 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 convenes 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.

During an EOC activation, members of the CEMT may serve as members of the EOC command or general staff. Functional department responsibilities are outlined in *Section 4.6 – Emergency Support Functions* and *Section 11 – County ESFs and EOP Annexes*.

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:

- Management
- 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 – GIS Analyst
- Health Services Agency (HSA)
- HSA – Behavioral Health
- HSA – Public Health
- ISD – 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 of Supervisors (BOS) 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 BOS roles and responsibilities before, during, and after an emergency or disaster impacting the County can be found in *ESF 19: 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 *Chapter 2.26 of the Santa Cruz County Code*. 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.²²

4.5 Continuity of Government

All levels of government are required to provide for the continuity of government if current officials are unable to carry out their responsibilities. Continuity of Government (COG) plans are to be developed and maintained by appropriate local government entities as deemed necessary. Plans should account for, among other things, appropriate lines of succession for key officials, including elected members of the governing body, and alternate seats of County government in compliance with California Government Code Sections that establish legal authorities related to COG. Key codes and authorities related to COG and continuity of operations (COOP) can be found in *Section 12: Authorities and References*.

The County will develop, either by Annex to this Plan, or as part of its planned COOP Plan, defined orders and delegated authorities for key government and departmental positions in accordance with code and best practice.

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

²² (Ord. 3853 §1 (part), 1987: prior code §3.61.020: Ord. 2545, 3/21/78).

the CAO, acting as the Director of Emergency Services (DES) is outlined in **Exhibit 10**.

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

Order of Succession	Title
First	Assistant County Administrative Officer
Second	Deputy CAO
Third	Chairperson of the Board of Supervisors
Fourth	Vice Chairperson of the Board of Supervisors
Fifth	Any member of the Board of Supervisors

Through this Plan the County has provided for a line of succession to the DEM position (OR3 Director) in a major emergency.

Should the DEM be Unavailable²³ 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	Sheriff
Second	Public Health Officer
Third	General Services Department Director
Fourth	Community Development and Infrastructure Department Director
Fifth	Parks Director

All Department heads and other key County positions will provide at least a three-deep order of succession with delegated authority for appropriate subordinate

²³ Unavailable" is as defined in California Government Code §8638.

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 Continuity of Operations (COOP) Plans.

4.5.2 Continuity of Operations

A critical component of the County's emergency management strategy involves ensuring government operations will 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 for to the greatest extent possible.

During the 2020 COVID-19 pandemic, all County departments were directed to develop COOP plans. These COOP departmental plans must be updated and made current to include incorporating any pandemic and other concurrent disaster lessons learned. The County will develop a County-wide COOP base plan and program to ensure continuity and efficiency among departments and programs. This is funding dependent, however, and departments are urged not to wait to update their departmental plans. Any comprehensive COOP Program will require departmental COOP plans.

4.5.3 Primary and Alternate Facilities

4.5.3.1 Government

It is incumbent upon all levels of government to designate continuity facilities in the event the normal location is not available. The County seat of government is located at the County Administration Building in the City of Santa Cruz. In the event the primary location is unavailable, additional sites, to include virtual options, have been identified as the temporary seat for the County.

These sites shall have the capacity and capability to readily conduct operations, inclusive of the necessary equipment, communications, information technology (IT) capabilities, and documentation and response resources necessary to function as the seat of government.

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 (EOC)

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.

In the event the primary location is unusable or unavailable, alternate facilities with redundant power have been identified in priority order for alternate EOC (AEOC) operations. This list is maintained by OR3, and will be included in the County COOP Plan and EOC Manual once developed. In the interim, the Sheriff/Coroner, CAO, and Dispatch have copies of the list. These sites shall have the capacity and capability to readily conduct operations, inclusive of the necessary equipment, communications, information technology (IT) capabilities, as well plans and other resources necessary for EOC functions. A virtual EOC option will be explored as an additional backup capability.

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

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

4.6 Emergency Support 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 allows primary and supporting departments to participate in the planning process given their level of knowledge, established relationships, and their anticipated role in an emergency. Collaborative participation in the planning process ensures the ESF is up-to-date, and emergency operational roles are well understood. This includes how the ESFs are operationalized in the EOC when it is activated. **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.

Section 11: Emergency Support Functions provides additional details regarding each ESF and its associated EOP Annex.

This ESF structure correlates to the Federal and State structures for emergency response to facilitate coordination and interoperability. *Exhibit 13 in Section 11* provides a crosswalk of County ESFs to State of California 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
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

Annex/ ESF#	County ESF Name	Primary Department	Supporting Departments
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)
11	Food & Agriculture	Agricultural Commissioner's Office	HSA (Environmental Health); California Department of Food & Agriculture
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	CDI (Public Works Division); OR3

Annex/ ESF#	County ESF Name	Primary Department	Supporting Departments
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 (JPA); 211/United Way
16	Evacuation	Sheriff	County Fire; OR3; Santa Cruz County Animal Services Authority JPA, Equine Evacuation Group
17	Disaster Finance and Cost Recovery	CAO (Budget Officer)	Auditor-Controller; Treasurer; and Tax Collector; CDI (initial damage assessment), OR3 (jurisdictional coordination), DPW
18	Cybersecurity	ISD	OR3; CAO; PIO
19	Board of Supervisors Emergency Operations Guide	CAO	OR3; Clerk of the Board; County Counsel
20	Business Continuity / COOP/COG (multiple plans)	OR3	CAO, All Other Departments

SECTION 5:

Direction, Control, & Coordination

The County of Santa Cruz is a geographically diverse county 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 creating complexity for alerts, warnings, emergency functions, and recovery (to include cost recovery). Enhanced coordination and communication, as well as extensive planning, among federal, state, local (i.e., counties (San Mateo, Santa Clara, San Benito and Monterey), cities (Santa Cruz, Watsonville, Capitola, Scotts Valley), and all special districts) private, academic, and nonprofit sector stakeholders to enable an efficient, effective response and recovery to emergencies is required.

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, or upon proclamation of a Local Emergency, the County's Emergency Management Organization (EMO) will be activated, in whole or in part, on a scalable level by the Director of Emergency Services (i.e., the County Administrative Officer; CAO), or the Director of Emergency Management (i.e., the Director of the Office of Response, Recovery & Resilience; OR3), or their designee(s). 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

Consistent with the County's whole community vision, it is the intent of the County to help stakeholders achieve greater understanding and clarity of the roles and responsibilities between and among the various existing and planned command, coordination, and support centers to ensure an organized, cohesive response to any incident impacting the County. Additional information, including detailed roles and responsibilities, will be outlined in Emergency Support Function (ESF) and other EOP annexes and attachments, and 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 resources through the mutual aid system. 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)²⁴ will be established to ensure cohesive decision-making. For geographically expansive or complex incidents, with multiple ICS organizations engaged, an Area Command (AC)²⁵ 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.

5.2.2 State & Federal Field Response

The County of Santa Cruz 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,

²⁴ 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.

²⁵ 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 Incident Commander/Incident Command Post.

and specific mutual aid policies and procedures. Individual ESOs and annexes will include specific mutual aid information, as appropriate.

5.3 Department Operations Center (DOC) Operations

Some departments in the County have Department Operations Centers (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 instances, 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 among 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 is 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 of Santa Cruz 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:

- **Netcom.** Also known as Santa Cruz Regional 9-1-1, provides public safety, and 9-1-1 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 WEA/IPAWS alert capacity for the OA.
- **Library Joint Powers Board.** Provides maintenance and operation agreements for libraries, and establishes capabilities to use the library as heating, cooling, digital connectivity, and power/device charging centers. Libraries have also been identified as current Pacific Gas & Electric (PG&E), 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.

5.5 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.

As the lead agency for the OA, the County may activate its EOC in preparation of a significant weather event or forecasted hazard, to coordinate response and recovery efforts between impacted jurisdictions and special districts, to support field-level response and recovery operations, to provide for continuity of government, and to inform the public.

Coordination and communication will be established between the County EOC and any activated jurisdictional or agency EOC within the County. *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.

5.6 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. The County EOC is the OA's centralized point for response and short-term recovery coordination.

The EOC will help form a common operating picture (COP), assist on-scene (field)²⁶ command with external coordination responsibilities, and secure additional resources. Additionally, the EOC will advance the County's whole

²⁶ The EOC is not responsible for tactical decision-making. Tactical control of on-scene assets is maintained by the Incident Commander.

community strategy, ensuring all stakeholders are communicated with, engaged, and included (i.e., have input as necessary) into the emergency response and recovery system.

5.6.1 Santa Cruz County EOC Activation

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

The Santa Cruz County (SCC) 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 SCC 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 essential 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 are in *ESF 5: Emergency Management*.

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

Santa Cruz County Operational Area

- 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 Operational Area is requesting 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.
- The Operational Area has received resource requests 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.

5.6.1.1 Disaster Duty Officer

Once the decision has been made to activate the County EOC, an assigned Disaster Duty Officer (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.

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.

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

Activation levels and additional information regarding EOC operations can be found in ESF 5: Emergency Management. Tactical procedures and checklists for activating and setting up the EOC and alternate EOC, to include detailed Disaster Duty Officer EOC activation procedures will be described in a SCC EOC Manual.

5.6.2 EOC Structure

Core functions of the 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. OR3 will be responsible for the management of the County EOC. The EOC Director will activate the appropriate ESFs based upon assessment of the specific issues generated by an emergency incident.

The EOC is organized into five (5) sections, each responsible for carrying out different aspects of the response:

- **Management Section.** The Management Section coordinates the overall response and recovery transition effort (prioritizing, decision-making, coordination, tasking, policy and guidance and conflict resolution). This includes reports to the CAO and Board of Supervisors (BOS), and/or the Policy Group when activated. The EOC Director, Public Information Officer (PIO), Disabilities, Access and Functional Needs (DAFN) Coordinator, Cultural Competence Advisor, Legal Advisor, Liaison Officer, Well-being Specialist, and Safety Officer comprise the Management Section. It is important to note that all coordinator and advisor positions represent larger supporting sections within the EOC, as specified in ESF 5.
- **Planning & Intelligence Section.** Responsible for preparing the EOC Action Plan, maintaining resource status, and 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.** Responsible for coordinating and supporting 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.

Potential EOC Operations Section branches that may be activated include, but are not limited to: Mass Care & Shelter; Medical & Health;; Fire/Rescue; Law; Ag & Natural Resources; Infrastructure; Construction & Engineering; Cybersecurity; Continuity of Operations. Not all branches or groups will be activated. Additional or different branches or units may need to be established depending upon the incident type. In the County EOC, Mass Care and Shelter (inclusive of Feeding, Bulk Distribution and other Groups) is frequently activated given the size of the County's unincorporated population.

- **Logistics Section.** Responsible for providing information systems (inclusive of communications and networks and their security, equipment/devices, and service), resource tracking, and procuring and distributing the equipment, supplies, personnel (inclusive of 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.

5.7 Readiness Working Group

As described in Section 3.3.4, 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 the diverse stakeholders of the collective Santa Cruz community to work together to coordinate planning and response, validate assumptions, assign roles and responsibilities, and continue to build and sustain relationships—and ultimately to build capability and capacity so the county truly is resilient.

While much of the RWG's efforts will be in readiness and building meaningful relationships, the RWG can also be 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.

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

5.8.1 Individuals, Families, and Households

Individuals play a crucial role 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 cater 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, 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

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 (e.g., seismically retrofitting buildings, clearing brush away from structures in fire hazard areas, securing large items and furniture, etc.) to limit the impact that any incident can have. Mitigation actions often decrease the likelihood of needing emergency assistance and/or decrease the time it takes to recover.

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](https://www.listocalifornia.org/disaster-readiness/) (<https://www.listocalifornia.org/disaster-readiness/>) Resource Hub has materials in multiple languages.
- [Ready.gov](https://www.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 prepare before an emergency take action to ready themselves, their families and/or their households, responders can focus on persons who by economic, historical, or structural disadvantage, ability, or other access and functional needs will need more assistance.

5.8.2 Nonprofit/Non-Governmental Organizations

The County recognizes the value and importance of organizations that provide daily “blue sky” 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 emergency management organization’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 (i.e., *ESF 7: Logistics*) to coordinate volunteer staff procurement; and 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*.

5.8.2.1 Voluntary Organizations Active in Disaster (VOAD)

The County is in the process of formally establishing a VOAD, 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.²⁷

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 System (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*.

5.8.3 Private Sector

Much of the county's critical lifeline infrastructure is owned or maintained by the private sector (e.g., 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 (pharmacies, grocery stores, banks, 'big box' retailers) have active emergency response programs specifically designed to assist local governments with emergency

²⁷ [California Voluntary Organizations Active in Disaster \(VOAD\)](#)

response and recovery. Local regional managers, and OR3 in conjunction with *County 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. Sample plans, and other resources and easy-to-use checklists and toolkits are available [Ready.gov](https://www.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 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*) 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 typically refers to raw, unevaluated data that ***could be speculative, contain a rumor(s), or is factual but unverified.*** This can come from field reports, media, social media, and other sources which have not been vetted for accuracy.
- Intelligence is 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** (e.g., news reports, social media networks, etc.)
- **Imagery and signals intelligence** (e.g., geospatial data, visual imagery (photos, video, etc.) from satellites, lasers, unmanned aerial vehicles (UAVs, e.g., drones), radar)
- **Human intelligence** (e.g., from first responders, verbal & Survey 123 reports from Community Emergency Response Teams (CERTs) and field outreach teams, eyewitness accounts, liaisons, local emergency operations center(s) (EOC) reports and updates)
- **Mapping/Geographic Information Systems (GIS)** (e.g., 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 which 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 reporting to statewide leadership and the public safety community. The Northern California Regional

Intelligence Center (NCRIC) is the regional fusion center for Santa Cruz County.²⁸

- **Non-Governmental Partners.** The County also works closely with non-governmental partners including businesses, nonprofit organizations, faith-based organizations, local leadership, elected officials, etc. These entities are valuable in terms of access to specific and nuanced information they receive from clients/constituents, and may present information that is otherwise not readily available to first responders or government agencies. In particular, partnerships with organizations that work directly with people with disabilities, access and functional needs (DAFN), as well as culturally diverse populations, is critical in gathering information and understanding the impact of the emergency on these more vulnerable populations.

The County 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:

<https://experience.arcgis.com/experience/299b805ef98440e48ebd82a6b7958c9b/page/Summary-Page/>

6.1.2 Essential Elements of Information (EEI)

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 (EEl)s to help drive information collection and dissemination to support the COP.

EEl)s are the critical items of information required within a particular timeframe that, when related to other available information and intelligence, may be used

²⁸ More information about intelligence sharing is available at: DHS Intelligence and Analysis: <https://www.dhs.gov/topics/intelligence-and-analysis>; STAC: <https://www.caloes.ca.gov/office-of-the-director/operations/homeland-security/state-threat-assessment-center/>; and NCRIC: <https://ncric.ca.gov/>.

to establish and maintain situational awareness, and drive more informed decision making. A preliminary list of EEs common in most emergencies affecting the OA can be found in *ESF 5: Emergency Management*. Additional engagement of the County Emergency Management Team (CEMT) and the Readiness Working Group (RWG) can refine and enhance the standing and operational EEs.

In an actual or threatened emergency, the EEs can help EOC staff to quickly prioritize, from the moment the EOC is activated (or prepare for a potential activation), key tasks and information requests, by knowing what types of data and information to collect, and where and how to get it.

The Standing EEs can be utilized by the EOC Director and the EOC Planning and Intelligence Section Coordinator as the basis to develop and/or refine EEs as soon as possible after EOC activation. Specific EEs will vary depending upon the type of emergency.

As a part of EEs, 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 (EIs), to include their potential sources and expected contributions, can be found in ESF 5: Emergency Management.

6.1.3 FEMA Community Lifelines

The Federal Emergency Management Agency (FEMA) has identified Community Lifelines²⁹ to streamline decision making and promote unity of effort across the whole community to prioritize the stabilization or restoration of lifelines during incident response.

A lifeline enables the continuous operation of critical government and business functions and is essential to human health and safety or economic security.

²⁹ Additional information regarding FEMA Community Lifelines, to include graphic and visual diagrams, is available at: <https://www.fema.gov/emergency-managers/practitioners/lifelines>

Lifelines are the fundamental services in the community that, when stabilized, allow all other parts of society to function. FEMA has developed a framework for objectives-based response that prioritizes the rapid stabilization of Community Lifelines after a disaster. When disrupted, decisive intervention is required to stabilize or restore the lifeline. The Community Lifeline framework can be used to help establish priorities, guide EEs and RFI, 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
- **Health and Medical.** Medical Care, Public Health, Patient Movement, Medical Supply Chain, Fatality Management
- **Energy.** Power Grid, Fuel
- **Communications.** Infrastructure, Responder Communications, Alerts, Warnings and Messages, Finance, 911 and Dispatch
- **Transportation.** Highway/Roadway/Motor Vehicle, Mass Transit, Railway, Aviation, Maritime
- **Hazardous Materials.** Facilities, Hazardous Materials (HAZMAT) Response, Pollutants, Contaminants
- **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
- Operational Area Emergency Operations Center (EOC) (if activated)
- Operational Area Joint Information Center (JIC) and/or participation in local, regional, state JICs (if activated)
- County Department Operations Centers (DOCs)
- Local, regional, state EOCs (if activated)

- Resilience 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*, and will be included in *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 (DOCs)

Field level reports disseminated to local 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 and the translation into actionable useable 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 Incident Commanders. 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 to support efforts for timely, effective collection and analysis such as 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, 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.
 - Liaisons are representatives from other governmental agencies (e.g., cities and special districts), nongovernmental 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, or conference call, in addition to other methods chosen to communicate, as requested, by the County EOC, and/or City of Santa Cruz, Watsonville, Capitola, and/or Scotts Valley EOCs.

CalEOC and OASIS (see Section 7) 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 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 EOC allowing for the efficient sharing of information and intelligence.

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 and warning platform, and radio and other broadcast platforms (television, cable). Given the significant communications challenges posed by the region's topography, the significant lack of communications and reliable power infrastructure in major geographic areas, additional outreach to neighborhood groups, other residents, and communities must include as many modes of communications and human-to-human networks as possible. Where communications infrastructure systems are currently lacking, additional methodologies must be explored and used.

7.1.1 Accessible and Inclusive Communications

Emergency public information messages must be accessible to the whole community, including people with disabilities and access and functional needs (e.g., those who are blind or have low vision, deaf or hearing impaired, those with mobility issues, those with limited English proficiency) and other diverse populations. Information that is directed to these populations must draw upon the community-based values and local customs of the various Santa Cruz County sub-communities, and crafted and delivered in a culturally competent manner so that the information is 1) physically received, 2) understandable, 3) personally applicable, and 4) actionable.

The County is dedicated to disseminating accessible, understandable messages to the whole community that deliver "one message" in as many different channels as possible to extend geographic reach.

As demographic information changes rapidly, the County is aware that existing datasets collected may have gaps, particularly related to high-risk diverse populations. Ongoing collaboration and partnership with trusted community voices, i.e., community-based organizations (CBOs), faith-based organizations (FBOs), non-governmental organizations (NGOs), elected officials, and community leaders, in all parts of the County will address these gaps and include those who have limited access to standardized communications platforms such as migrant agricultural workers and the unhoused.

Alternate formats for ensuring connection to populations with disabilities, access and functional needs, and Limited or Non-English Proficiency (LEP/NEP) include:

- American Sign Language (ASL)
- Multiple languages (See also Section 2.3.3.5 in Demographics)
- Closed caption
- Large print (14 Point Verdana)
- Electronic formats which allow for size adjustment on a mobile device, compliant PDF documents
- Audio format
- Use of translation services

7.1.2 Responsibilities

If the EOC is activated, all incident related information, updates, resource requests, etc. will be done in accordance with communications policies and procedures outlined in the to-be-developed *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

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. It is essential that this messaging be provided at the accelerated pace at which information flows today via the media and other messaging and outreach strategies.

A JIS utilizes plans, protocols, procedures, and structures that are shared to provide information. A successful JIS is an established, long-standing relationship between people and organizations who communicate regularly with their communities. Regular pre-event meetings are necessary to discuss strategies for gathering, vetting, and disseminating information. This is an effort that requires coordination and integration across county jurisdictions and functional agencies; different government agencies at the Federal, State, local and tribal partners; with private sector, and community and faith-based organizations.

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 Joint Information Center (JIC).

ESF: 15 – Public Information & Warning/External Affairs will provide an in-depth description of how the JIS should and will operate in the County, to include the JIC.

7.2.1.1 Bay Area Joint Information System

The County is a member of the Bay Area JIS. The Bay Area JIS is a collaboration among 13 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.

7.2.2 Joint Information Center

Because of the county-wide nature of most disasters in Santa Cruz County, the County will activate an OA level Joint Information Center (JIC) where public information staff representing all agencies and organizations involved in incident management activities 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. JICs include PIOs from all agencies and organizations participating in incident management operations.

A JIC has three primary functions which will be further specified following multi-agency planning for *ESF 15: Public Information & Warning/External Affairs*:

1. Gathering information from public sources to include members of the public, broadcast/traditional media, radio, social media, and field level PIOs or IC representatives.
2. Writing/producing information in multiple languages for the varied platforms necessary to distribute the information as timely and accurately as possible.
3. Disseminating information via as many modes as possible to include human-to-human networks, field PIOs, press releases, press conferences, social media posts, radio and other media broadcasts, reports, etc. Offering distinctions between “information” and “intelligence” (See Section 6.1) can be helpful in educating the public, and 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.

7.2.3 Public Information Officers

PIOs are the core participants in the JIC and JIS, and are responsible for the following:

- Gathering information
- Handling inquiries from the public, media, elected officials
- Generating and distributing informational updates (e.g., evacuation warnings and orders)
- Responding to rumors and misinformation
- Coordinating media interviews and/or press conferences
- Working with other public information

7.2.3.1 OA PIO/Joint Information Center

The OA PIO and JIC (when activated) must rapidly coordinate public information about the emergency. It is essential that the PIO and JIC move at the current speed of information in order to become a trusted source of information and establish an authoritative posture.

The OA PIO coordinates the communications flowing out of the EOC, addresses communication concerns and assesses and prioritizes key issues. The PIO acts under the direction of the EOC Director as part of the management team. The PIO advises and counsels the EOC Director as to whether a JIC needs to be activated.

The PIO, working closely with the EOC Manager, will determine outgoing messages and information, coordinate press conferences, and through existing relationships, protocols, and processes, will utilize all mechanisms to gather and disseminate information to the public. The PIO/JIC coordinates with media, including social media, to ensure information is accurate and communicated effectively to all populations including people with disabilities, access and functional needs, as well as culturally diverse populations that may have Limited or Non- English Proficiency (LEP/NEP).

7.3 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.

7.3.1 Systems with Specific Message From and About Santa Cruz Sources

- **Cruz Aware:** Used for both emergency and non-emergency situations (e.g., roadwork and other neighborhood-level disruptions and information. Customizable communication channels (phone calls, text messages, email, free mobile app). Multilingual support. Advanced geolocation technology delivers targeted alerts based on a specific location.
- **CruzAlert:** The UC Santa Cruz Campus (UCSC) Notification System is used to quickly communicate information to students, faculty and staff during a variety of situations that arise including emergencies and impactful events. Voice messages go out to all telephones, text and voice messages to cell phones, and email to all CruzMail and other registered accounts. Everyone in the UCSC community is automatically enrolled to receive Clery Act-related alerts through their UCSC email. CruzAlerts are reserved for emergency notifications, including incidents such as immediate life safety concerns, terrorist and bomb threats, or an active shooter.
- **EAS/WEA/IPAWS:** The Emergency Alert System (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, to affected communities. The Wireless Emergency Alert (WEA) system delivers critical warnings and information to the public on their wireless devices. Currently Netcom holds the ability to issue EAS/WEA/IPAWS messages on behalf of the County Operational Area.

7.3.2 Automated Systems and/or Messaging Sent from External Sources

- **ShakeAlert** Earthquake Early Warning System: managed by the U.S. Geological Survey, detects significant earthquakes quickly enough so that alerts can be delivered to people and automated systems potentially seconds before shaking arrives. There are numerous ways to sign up, visit <https://www.usgs.gov/faqs/how-do-i-sign-shakealert-earthquake-early-warning-system>
- **National Oceanic and Atmospheric Administration (NOAA) Weather Radios:** system is available for purchase at a relatively low cost. When properly programmed, the National Weather Service can remotely turn on these radios and send basic alerts, including for wildfire. The message may be accompanied by a warning tone, depending on the model of radio purchased. The County has also embarked on an initiative to purchase and distribute NOAA radios to further improve personal preparedness and expand the dissemination of formats that support accessibility. For hearing impaired use, add on equipment such as strobe lights and bed shakers. Santa Cruz County residents should tune their NOAA radio to the nearest weather channels:
 - San Francisco 162.400
 - Monterey 162.550
 - Monterey Marine 162.450
- **Tsunami Warning Center:** Automatically sends emergency messages to Santa Cruz County residents when the tsunami threat reaches the Warning level. NOAA's two tsunami warning centers are staffed 24 hours a day, 7 days a week. Warning Center staff monitor for tsunamis and the earthquakes that may cause them, forecast tsunami impacts, issue tsunami messages, conduct public outreach and coordinate with partners to continually improve warning operations.

7.4 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.

7.4.1 First Responders

- **Santa Cruz Regional 9-1-1 (NetCom):** Receives 9-1-1 calls and non-emergency calls and dispatches accordingly. Operates 24 hours per day, 7 days per week, 365 days per year. Managed by a Joint Powers Authority (JPA) to provide services for Santa Cruz County Sheriff's Office, Santa Cruz Police and Fire Departments, Watsonville Police and Fire Departments, and Capitola Police Department. Services are provided to all the Fire Districts in Santa Cruz County and American Medical Response (the local paramedic and ambulance transport provider).
- **Land Mobile Radios (LMR):** There are several interoperable LMR networks available to first responders (Law/Fire/EMS), Lifeguards, Harbor Patrol, and Public Works. Additional users can be added as needed. Base station radios are available in the EOC allowing for direct communications to field responders. Through a County-wide LMR system, NetCom communicates with law, fire, lifeguard, and EMS field resources to gather situational awareness and resource distribution.
- **Port District, Lifeguard, Coast Guard, and Marine Band Radios:** All resources that work within the marine environment utilize interoperable radio communications on standard marine band frequencies. This allows for rapid coordination and incident management. Ideally, at least one radio or other device capable of communicating with the port/marine environment will be available in the EOC.
- **Survey 123** is a simple and intuitive form-centric data gathering solution that is integrated with the County's ArcGIS and ESRI mapping systems. This app-based software is available for deployment in the field via mobile and

tablet devices. Immediate and real-time situational awareness can be gathered at the source.

- **ZoneHaven:** Provides first responders and public safety workers with a comprehensive set of tools to navigate the evacuation management process. A cooperative and coordinated effort between law enforcement, fire, and OR3 has been codified into ZoneHaven Standard Operating Procedures (SOP).
- **Community Emergency Response Teams (CERT)** Volunteers are geographically distributed across the county. As part of their capabilities, they can be utilized as points of communication to gather situational awareness, relay messages, and distribute information. CERT volunteers utilize Multi-Use Radio Service (MURS) radios to communicate between neighborhoods and teams.
- **Amateur Radio Emergency Service (ARES):** There is a robust and active ARES within Santa Cruz County. Existing SOPs and response procedures integrate ARES into the OA's response to disasters. ARES provides a redundant and resilient communication pathway.

7.4.2 OA Emergency Management

- **OA-Wide Conference Calls:** Operational Area calls are held regularly when the EOC is activated or when circumstances arise needing OA-wide coordination. An exhaustive list of key partners is maintained by OR3.
- **Organization-Specific Conference Calls:** Many organizations throughout Santa Cruz County have regularly scheduled conferences calls with all key partners within their area of expertise. Most of these calls occur monthly and can be leveraged rapidly for special meetings to disseminate vital information during emergencies. Examples of these organized calls include but are not limited to Santa Cruz County Office of Education, South County Triage Group, San Lorenzo Valley (SLV) Roundtable, and Chambers of Commerce.
- **OASIS:** a robust redundant communications system using leased transponder space from commercial satellite operators. The system allows virtually uninterrupted communication between state, regional and County (OA) EOCs. Consists of a communications satellite, multiple remote sites, and a hub. OASIS can be accessed from the County EOC.

- **Cal EOC:** 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/County Duty Officer(s) will have access and training to perform these tasks, as necessary.
- Other primary and secondary modes of communication are available in the EOC that can be used during a disaster situation:
 - Land-line based phones
 - Cellular phones
 - Text/SMS messaging
 - Email
 - Fax machines
 - Satellite phones
 - Courier

7.5 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) will be utilized to ensure inclusivity.

7.5.1 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.
- **Social Media and Collaborative Technologies** have become critical components of emergency preparedness, response, and recovery that are widely used throughout the community. Key go-to platforms include Facebook Groups and NextDoor.
 - Social media allows for the gathering and dissemination of real-time emergency information. Geographic-based, contextual multimedia

- including narrative, photos, and videos can provide a powerful way to crowdsource information in development of the OA common operating picture (COP, See Section 6.1). It is important to note that any information gleaned from social media must be thoroughly analyzed, vetted, and verified prior to use or distribution.
- The County EOC and OA JIS/JIC will leverage social media platforms to the benefit of survivors, first responders, affected communities, and more. The advantage of employing social media in emergency communication lies in its ability to swiftly and extensively distribute information, and technological advances taken by social media corporations may provide added benefits (e.g., alerting systems).
 - The various Social Media pages available from the OA include:
 - <https://www.facebook.com/countyofsantacruz>
 - <https://www.instagram.com/countyofsantacruz>
 - <https://twitter.com/sccounty>
 - <https://www.youtube.com/channel/UCe13INeq1Aqkwj5P2JguLsQ>
 - **Nixle** (limited jurisdictional use): Receive email and text message alerts from local fire and law enforcement agencies that include public safety messages as well as emergency information.

7.5.2 News Media & Radio

- **News Media** provide a valuable conduit for disseminating information to the public because of their ongoing need for time-sensitive information. The County PIO maintains a standard press list which includes local Spanish language media outlets Entravision and Univision. Media includes local, regional, national, and international print, television, and electronic media representatives. Every effort will be made to provide prompt, accurate information to all media. Media can serve as the vital link to the local community affected by an emergency. Information released to the media and all stakeholders is verified through established protocols, in coordination with other partners (e.g., State, neighboring jurisdiction PIOs) and approved by the EOC Director, to prevent the release of information that may be incomplete, lacking verification, and rumors.

- **Radio Stations:** Santa Cruz OA will utilize 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
 - The county has several local Spanish radio stations with out-of-market programming and news operations, the County pays these media outlets for non-emergency information such as sheltering and other resources.
 - The County is exploring resources for Mixteco populations, such as *Radio Bilingue*, a half-hour mixed Spanish and Mixteco program produced once a week.

SECTION 8:

Administration, Finance, & Logistics

All assets (human, facility, equipment, and supply resources) of the County 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 in the field will be instrumental in monitoring and communicating needs and requests to the EOC. Personnel in the EOC will handle and document available resources and requests, as well as keep disaster records in relation to damage, expenses, time, assistance, employee injuries, and recovery. Accounting is necessary to keep records related to documentation, damages, and costs associated with the incident. This positions the County to provide continuity of financial support to/for the county and the Operational Area (OA) when appropriate, and to maximize recovery of allowable costs.

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 California Office of Emergency Services (Cal OES) and Federal Emergency Management Agency (FEMA) filing requirements through all actions and activities. The extent to which the EOC F&A Section is mobilized is dependent 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 activation. EOC Activation levels are articulated further in *Section 5.6.1*

of this Base Plan, and in *Emergency Support Function (ESF) 5: Emergency Management*.

In order to more fully outline the County's disaster-related disaster finance cost controls and financial cost recovery policies and procedures, the County will develop and maintain a *Disaster Finance and Cost Recovery Manual* (See ESF 17: *Disaster Finance and Cost Recovery*).

Additional information regarding the EOC Finance & Administration Section can be found in ESF 5 - Emergency Management and ESF 17: Disaster Finance and Cost Recovery.

8.1 Documentation and Recordkeeping

Specific position guidance and checklists for EOC operations will be developed and provided as attachments to *Emergency Support Function (ESF) 5: Emergency Management*. These will be based upon, and developed in accordance with, recordkeeping requirements and other information necessary for reimbursement claims in *ESF 17: Disaster Finance and Cost Recovery*, and the County's *Continuity of Operations (COOP) Plan*.

8.1.1 Cost Expenditure Documentation

The EOC F&A Section will maintain all financial related records related to the emergency or incident. This includes, but is not limited to maintaining records for damage assessment expenditures, recovery cost expenditures, insurance related documents, personnel overtime and other costs associated with the emergency or incident. Documentation supporting all costs claimed will be required and all information must relate back to individual original source records.

Funding will be approved or denied based upon the information supplied by applicant agencies (e.g., the County, or the County OA). Expenditure tracking should commence upon notice or obvious occurrence of an incident, event or obvious disaster that requires expense of labor, equipment use, materials and other expenses.

8.1.2 EOC Documentation

In the event of an EOC activation, documentation to support emergency operations, to include but not be limited to, documentation which memorializes all activities and decisions within the EOC, and EOC processes from activation to demobilization, to include but not be limited to Emergency Action Plans (EAPs), Situation Reports, Log Forms, Message Forms, Resource Requests, etc., must become part of the permanent record, and/or in accordance with established Federal, State, or local requirements – whichever is longer.

8.1.3 Vital and Essential Records Preservation

The County's COOP Plan will include an inventory of essential records, systems, data management software and equipment, and their locations, necessary to perform essential functions and activities, and to reconstitute normal operations following an emergency. The County's *Continuity 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/Document Management System, and likewise, vital records in accordance with the County's Continuity Plan.
- Identification and protection of systems, data management software, and equipment necessary to access essential records, no matter the media.
- Review of protection methods available and appropriate for essential/vital records and information preservation.
- Identification of alternate storage locations for essential information.
- Identification of the essential/vital records and information that should receive priority during salvage operations.
- Development of audit measures and maintenance to ensure current and effective recovery systems, including all essential information stored on all forms of media.
- 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 and in *ESF 5: Emergency Management*.

8.1.4 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 documents the County's response activities and identifies strengths and areas for improvement. The CAR will set out a work plan for implementing improvements in the response and recovery system.

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 the regulations. It includes information gathered from all documents generated during the response phase and interviews of emergency responders. It will coordinate with, but not encompass, hazard mitigation. Hazard mitigation efforts, however, may be included in the AAR's "Recovery Actions to Date" section.

At a minimum, the AAR must provide:

- Response actions taken
- Applications to Standardized Emergency Plan/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 also imperative to ensure nonprofit/community partner and private sector input is sought and included in the AAR. 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 those AARs specific to each department/City (i.e., separate

from the OA), the DEM (or their designee) will send the AAR/CAR to the Cal OES Coastal Region, with an information copy to the submitting jurisdiction within 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 law(s), ordinance(s), etc., the more stringent policy shall apply. **Exhibit 7** identifies key finance and procurement policies, codes, and regulations. Additional references are included in *Section 12: References and Authorities*. These lists may not be inclusive of all applicable regulations.

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

All Procurement actions should also conform with Chapter 2 of the Code of Federal Regulations (2 CFR), including affording full and open competition, inclusion of small and disadvantaged firms to the extent possible, price and cost analysis, and documentation of the procurement and vendor selection process.

In order to qualify for maximum State of California reimbursement, 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, while allowing the County to have resources immediately available as needed.

8.2.2 Disaster Emergency Fund

The Board of Supervisors has established a separate committed fund balance account known as the *Reserve for Natural Disasters*. Funding of the *Reserve for Natural Disasters* 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 associated with delays in State and federal reimbursements for any natural disaster. 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.

Exhibit 13: 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
- Covid Timekeeping Procedures (Electronic 214) (Developed by HSA)
- County of Santa Cruz Human Resource Policy
- County of Santa Cruz Purchasing Policy Manual June 2023

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8.3 Cost Recovery

Disaster-related expenditures may be reimbursed under several state and federal programs. Recovering these costs can be a complex and lengthy process that requires significant documentation and accurate record keeping ensuring that maximization of reimbursement for eligible activities.

- 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 non-profit 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 important to maintain records and documentation in auditable form for at least three years after the 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 C.F.R. 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 the non-Federal entity is predominantly federally funded. The 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/or equipment and lost revenue.

Additional information on cost recovery, to include FEMA reimbursement categories can be found in Section 9.

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. The list of providers and contacts will also be included within the County's COOP Plan and in ESF 17: Disaster Finance and Cost Recovery.

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, which are critical partners and stakeholders in the County.

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 if a resource(s) is available from other departments or other sources within the OA (County). 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)
- **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 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 employees³⁰ are obligated to serve as Disaster Service Workers (DSWs) and 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, or the 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 continuity of operations (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*)

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

³⁰ Public employees (civil service) are all persons employed by any City, County, or State agencies or public districts in the State of California.

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, as part of the County's whole community strategy, and as an organization heavily engaged with, and reliant upon its private sector and nonprofit/community and faith-based partners, 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—the use of which may be utilized within the County, or outside the County, to support emergency operations and recovery. Where appropriate, this could 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. Memorandums of Understanding (MOUs), or other Agreements, may also be considered by the County when necessary.

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 and understandings. Mutual aid, including personnel, supplies, and equipment, is provided in accordance with the California Master Mutual Aid Agreement (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 will be in charge of tracking requests for equipment, resources, and manpower under existing mutual aid protocols. The requesting agencies are responsible to report to Cal OES the number and status of resources deployed on a mission on a daily basis.

8.6 Nondiscrimination

The County will not discriminate on the grounds of race, religious creed, color, national origin, ancestry, caste, 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. This policy applies to all levels of government, contractors, volunteers, and labor unions.

Further, the County will be in compliance with the Americans with Disabilities Act (ADA). Therefore, all communications must seek to address the provision of appropriate auxiliary and aids and services to ensure effective communication with individuals with disabilities, and to 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 the Resource Directory, which will be provided as an attachment to *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; however, concepts can be applied for more localized incidents which impact the County. Recovery planning should begin as soon as possible, even while response activities are still in progress. Recovery is an interdependent process with many concurrent activities that seek to progressively advance a community toward a successful recovery. Decisions and priorities set early in the recovery process can have cascading effects on the nature and speed of the recovery progress.

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

1. Short term/immediate needs
2. Intermediate
3. 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 Santa Cruz County after a disaster is shared among the public (all levels of government, special districts), nonprofit, and private sectors and 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. County workforce availability is also impacted when roadways and transportation systems are disrupted (See Section 2.3 – Situation). The emphasis of local, State, and Federal activities shifts from response to relief and short-term recovery as the requirements to save lives, protect property, and protect public health and safety diminishes.

A Recovery Task Force consisting of representatives from County departments, local jurisdictions, business and community organizations, and non-profit organizations may be created to help coordinate the recovery process, since long term recovery is a complex process involving the community at large. The Recovery Task Force would operate outside the EOC organization once incident demobilization occurs.

9.3 Sources of Emergency Reimbursements

There are a number of 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 Loan Damages
- Agricultural Damage
- Federal Program Damages
 - Federal Highway Administration – Emergency Relief Program
 - U.S. Army Corps of Engineers
 - Natural Resources Conservation Service
 - Any other Federal agency assistance which may become available

9.4 FEMA Public Assistance

9.4.1 Purpose and Eligibility

The goal of FEMA's Public Assistance Grant Program is to aid state, tribal and local governments, and certain types of private non-profit organizations so that communities can recover from disasters or emergencies declared by the President of the United States.

FEMA provides supplemental federal disaster grant assistance for debris removal, emergency protective measures, and the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private non-profit organizations. The federal share of assistance is not less than 75% of the eligible cost for emergency measures and permanent restoration.

FEMA determines if the various components are eligible for disaster assistance. Reimbursable work categories are in **Exhibit 14**.

The essential elements of the IDE form are the reimbursable categories as allowed by FEMA:

Exhibit 14: FEMA Reimbursable Work Categories

Category	Type of Work
Category A	Debris Removal (Emergency Work)
Category B	Emergency Protective Measures (Emergency Work)
Category C	Roads & Bridges (Permanent 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:	<i>Emergency Work – 6 months</i> <i>Permanent Work – 18 months</i> <i>Time extensions may be granted for extenuating circumstances.</i>

9.4.1.1 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 non-profit 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 (e.g., private non-profit facilities that must be open to the public)

9.4.1.2 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 the facilities were only temporarily inoperative for repairs or remodeling, or where active use by the applicant was firmly established in an approved budget, or where 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 6 months may be granted by the state. For permanent restoration work, an additional 30 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 damages 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.

9.4.2 Individual Assistance

FEMA's Individuals and Households Program (IHP)³¹ 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 that are common in their area. After identifying these risks, long-term strategies for protecting people and property from similar 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 that can reduce future disaster losses. **Exhibit 15** provides an overview of the primary post-disaster mitigation programs, as defined within the Stafford Act³².

³¹ Additional IHP assistance information can be found at FEMA's IHP website: <https://www.fema.gov/assistance/individual/program>

³² 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 at: <https://www.fema.gov/disaster/stafford-act>

Exhibit 15: Stafford Act Hazard Mitigation Programs

Section 404 Mitigation	Section 406 Mitigation
Section 404 has a broader scope and funds mitigation projects for both damaged and non-damaged facilities throughout the state.	Section 406 focuses on mitigation measures for facilities that have been damaged in a particular disaster.
<ul style="list-style-type: none"> • Hazard Mitigation Branch/State Program • May apply statewide • Includes preventative measures • Public and private properties • Benefit Cost Ratio > 1.0 • Limited funding 	<ul style="list-style-type: none"> • Public Assistance Program • Applies only to declared counties • Includes only damaged facilities • Public and Private Non-Profit facilities only • 15% rule, 100% rule or Benefit Cost-Analysis • No program funding limits

9.5.1 Local Hazard Mitigation Plan (LHMP)

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 City of 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.

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 with clearly articulated projects and priorities can help maximize available mitigation grants and programs pre- and post-disaster.

SECTION 10:

Plan Development & Maintenance

10.1 Plan Revision and Maintenance Cycle

The County of Santa Cruz County Administrative Office, 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.

10.1.1 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.

10.1.2 Plan Maintenance Cycle

Following 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.

10.2 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 (**Exhibit 16**) 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 16: Preparedness cycle

10.3 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.

10.4 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:³³

³³ Homeland Security Exercise and Evaluation Program (HSEEP) Policy and Guidance: <https://pretoolkit.fema.gov/web/hseep-resources/policy-and-guidance>

- 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, and others as appropriate
- Use of people with DAFN versus actors

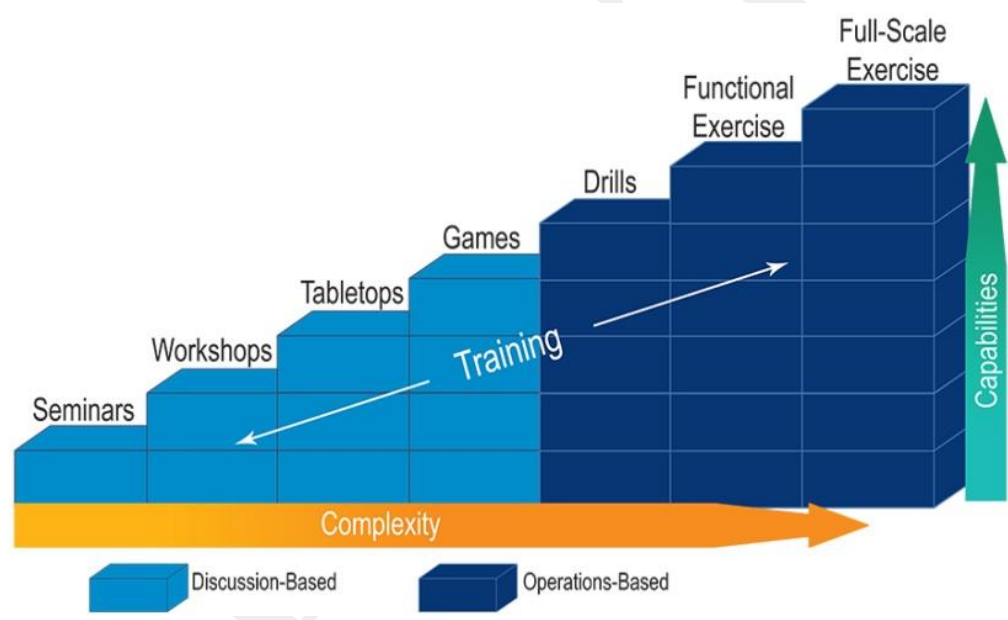


Exhibit 17: HSEEP Exercise Continuum

Exhibit 17 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 11:

County ESFs & EOP Annexes

While the Base Plan covers general emergency policy and doctrine, many functions require more specific guidance. The County's Emergency Support Function (ESF) annexes fill these needs.

11.1 Emergency Support Functions

In alignment with national, state, and local frameworks, guidelines, and best practices, the County Operational Area (OA)'s primary EOP annexes are categorized as ESF Annexes. 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 casualty, radiological incident, etc.), or for large planned special events.

ESFs #1-15 are generally standardized, and align directly for federal, State, and County. Beyond ESF 15, the State and County have added additional ESFs to meet specific needs and contexts. **Exhibit 13** provides a crosswalk of how the County OA ESFs/Annexes correlate to State and Federal ESFs.

11.2 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.

11.2.1 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 5.6.2 – EOC Structure*. 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 11: County Emergency Support Functions

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
1	Transportation	<p>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.</p> <p>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.</p>	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)

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
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; 111/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 (PW Division), Flood Control Section; Health Services Agency (HSA) Environmental Health Division

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
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

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
6	Mass Care and Shelter	<p>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.</p> <p>Responsible for coordinating when physical sites are identified (i.e., shelters, Family Assistance Centers, etc.) and ensure 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.</p>	HSD	HSA; Animal Services Authority JPA; Second Harvest Food Bank; American Red Cross and other VOAD/RWG agencies

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
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;]

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
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)

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
11	Food & Agriculture	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.	Ag Commission	HSA (Environmental Health); California Department of Food & Agriculture
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.	Sheriff	CDI (Public Works Division); OR3

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
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 (JPA); 211/United Way

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
16	Evacuation	Coordinates 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	County Fire; OR3; Animal Services Authority JPA; Equine Evacuation Group
17	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 (initial damage assessment), OR3 (jurisdictional coordination), DPW

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
18	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	OR3, CAO, PIO
19	Board of Supervisors Emergency Operations Guide	The Emergency Operations Guide for County Board of Supervisor (BoS) Members provides guidance regarding BoS emergency management roles and responsibilities before, during and after an emergency.	CAO	OR3, Clerk of the Board, County Counsel

Annex /ESF#	County ESF	ESF Definition	Primary Department	Supporting Departments
20	Business Continuity / COOP/COG (multiple plans)	See the County Department Continuity of Operations (COOP). The COOP 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

11.3 County-State-Federal ESF Crosswalk

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

Exhibit 12: 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

Annex /ESF#	County ESF	State ESF	Federal / NRF ESF
9	Search and Rescue	N/A <i>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.</i>	ESF #9: Search and Rescue
10	Hazardous Materials	CA-ESF 10: Hazardous Materials	ESF #10: Oil and Hazardous Materials Response
11	Food & Agriculture	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	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	Evacuation	N/A <i>Note CA-ESF 16: Evacuation - removed in 2023 SEP and merged with ESF 13 Law Enforcement</i>	N/A

Annex /ESF#	County ESF	State ESF	Federal / NRF ESF
17	Disaster Finance and Cost Recovery	N/A	N/A
18	Cybersecurity	CA-ESF 18: Cybersecurity	N/A
19	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
20	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 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. Santa Cruz County Code Section 2.08.040 – County Administrative Officer Powers and Duties
2. Santa Cruz County Code Chapter 2.26 – Emergency Services
3. Joint Powers Authorities (JPA) agreements
4. Fire Mutual Aid
5. Ord. 3853 §1 (part), 1987: prior code §3.61.020: Ord. 2545, 3/21/78)

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

12.2 State of California Authorities and References

1. California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the State of California Government Code)
2. California State Emergency Plan and sub-plans/Annexes, Coordinating Draft, August 2023
3. California State Emergency Plan and sub-plans/Annexes, 2017
4. State of War Emergency, California Government Code- Section 8620-8624, 2009
5. Operational Areas, Article 9, Emergency Services, Section 8605 of the Government Code
6. Amendments to the Government Code, Article 7, California Emergency Services Act, Petris (SEMS) SB 1841 Chapter 1069
7. Standardized Emergency Management System (SEMS) (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations)
8. California Disaster Assistance Act (California Government Code, Title 2, Division 1, Chapter 7.5)
9. California Public Records Act §6254
10. Preservation of Local Government, Section 8635, California Government Code, Article 15
11. California Government Code §8638.
12. California Harbors and Navigation Code (Port Act)
13. California Public Contract Code
14. California Government Code Section 8607 (a)
15. California Government Code Section 54956.5
16. California Government Code Section 54957
17. California Government Code Section 3100-3109
18. California Government Code Sections 8638-8641
19. California Government Code Section 8644

20. California Government Code Section 8593.3, 2020 (See also California Assembly Bill 477, 2019 for reference information)
21. California Government Code Section 8593.3.5, 2020 (See also California Senate Bill 160, 2019 for reference information)
22. California Master Mutual Aid Agreement
23. California Emergency Management Mutual Aid Plan
24. California Law Enforcement Mutual Aid Plan
25. California Fire and Rescue Mutual Aid Plan
26. California Fire and Rescue Operations Plan
27. California Office of Emergency Services, Emergency Proclamations Quick Reference Guide for Local Government, March 2014
28. Emergency Management Mutual Aid (EMMA) Plan, November 2012
29. Continuity of Government in California (*Article IV, Section 21 of the State Constitution*)
30. Preservation of Local Government (*Article 15 of the California Emergency Services Act*)
31. Temporary Seat of State Government (*Section 450, Title 1, Division 3, Chapter 1 of the Government Code*)

12.3 Federal Authorities and References

1. ADA Amendments Act of 2008, inclusive of P.L. 110-325
2. Rehabilitation Act of 1973, Sections 501, 503, 504 and 508
3. Older Americans Act of 1965
4. Emergency Management Assistance Compact (EMAC), 1996
5. Integrated Public Alert and Warning System (IPAWS), Executive Order 13407
6. Emergency Alert System (EAS) Statement of Requirements, Presidential Memorandum, 1995
7. Civil Defense Act of 1950
8. Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, 42 U.S.C. 5121, et seq., as amended

9. Homeland Security Presidential Directive 5, Management of Domestic Incidents, February 2003
10. Homeland Security Presidential Policy Directive 8 (PPD-8), National Preparedness, March 2011
11. Code of Federal Regulations (CFR), Title 44 - Emergency Management and Assistance
12. CFR Title 2 – Grants and Agreements
13. Post-Katrina Emergency Management Reform Act of 2006
14. Presidential Decision Directive (PDD) 39 (U.S. Policy on Counterterrorism)
15. Presidential Decision Directive 62 (Combating Terrorism)
16. Sandy Recovery Improvement Act of 2013
17. Disaster Relief Appropriations Act of 2013
18. Developing and Maintaining Emergency Operations Plans
Comprehensive Preparedness Guide (CPG) 101, Version 3.0, November 2021
19. A Whole Community Approach to Emergency Management: Principles, Themes and Pathways for Action, December 2011
20. National Response Framework, 4th Edition, 2019
21. The White House. The Federal Response to Hurricane Katrina: Lessons Learned Report. Washington DC: The White House, 2006.



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 (*Placeholder: To be Inserted following approval*)

ATTACHMENT 1: Acronyms & Glossary of Terms

A-1.1 Acronyms

Acronym	Expanded Name/Term
AAPI	Asian American Pacific Islander
AAR	After-Action Report
ADA	Americans with Disabilities Act
AEOC	Alternate Emergency Operations Center
AFN	Access and Functional Needs
ARES	Amateur Radio Emergency System
BAUASI	Bay Area Urban Area Security Initiative
BOS	Board of Supervisors
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 Officer
CAR	Corrective Action Report
CBO	Community-Based Organization
CDAA	California Disaster Assistance Act
CBO	Community-Based Organization
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 Service
EMSA	Emergency Medical Services Agency
ENS	Emergency Notification System

Acronym	Expanded Name/Term
EOC	Emergency Operations Center
EOG	Emergency Operations Guide
EOP	Emergency Operations Plan
EPSS	Enhanced Powerline Safety Settings
ESF	Emergency Support Function
FAR	Federal Acquisition Regulation
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
GSD	Santa Cruz County General Services Department
HAZMAT	Hazardous Material
HSA	Santa Cruz County Health Services Agency
HSD	Santa Cruz County Human Services Department
HSEEP	Homeland Security Exercise and Evaluation Program
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IPAWS	Integrated Public Alert & Warning System
ISD	Santa Cruz County Information Services Department
JIC	Joint Information Center
JIS	Joint Information System
JPA	Joint Powers Authority
LEP	Limited English Proficient or Proficiency
LFA	Lead Federal Agency

Acronym	Expanded Name/Term
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
MOU/A	Memorandum of Understanding / Agreement
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
PG&E	Pacific Gas & Electric
PIO	Public Information Officer
PIT	Point-in-Time
PSPS	Public Safety Power Shutoff
REOC	Regional Emergency Operations Center
RFI	Request for Information
RMAC	Cal OES Regional Mutual Aid Coordinator
RSF	Recovery Support Function
RWG	Readiness Working Group

Acronym	Expanded Name/Term
SAFER	Situational Awareness For Emergency Response <i>(from Santa Cruz County GIS Team)</i>
SCC	Santa Cruz County
SCHMIT	Santa Cruz Hazardous Materials Interagency Team
SEMS	Standardized Emergency Management System
SES	Socioeconomic Status
SLV	San Lorenzo Valley
SOP	Standard Operating Procedure
SSI	Social Sensitivity Index
UASI	Urban Area Security Initiative
UC	Unified Command
UCSC	University of California, Santa Cruz
UAV	Unmanned Aerial Vehicle
VOAD	Voluntary Organizations Active in Disaster
WEA	Wireless Emergency Alert

A-1.2 Glossary

A

Access and Functional Needs: (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 declaration of an emergency. Reports are required within 90 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 is comprised 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. Additionally, the board selects a Port Director, who is charged with managing the daily functions.

Board of Supervisors (BOS): 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 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 that the organization can sustain operations that are absolutely vital including administrative and business components immediately following a crisis or disaster situation. Continuity Planning includes personnel delegation and succession planning.

Cost-Sharing Agreements: Agreements between agencies or jurisdictions to share designated costs related to incidents. Cost sharing agreements are normally written but may also be verbal between authorized agency or jurisdictional representatives at the incident.

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 and/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 distinct discipline, such as flood operations, fire, medical, hazardous material, police or a unit, such as Department of Public Works, or 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 Director of the Office of Response, Recovery, and Resilience (OR3) was designated by the CAO/DES as the Administrator of Emergency Services, and is called the Director of Emergency Management (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 and/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. At the Field SEMS level, the General Staff consists of:

- Operations Section Coordinator
- Planning/Intelligence Section Coordinator
- Logistics Section Coordinator
- Finance Section Coordinator
- At some SEMS EOC levels, the position titles are Section Chiefs.

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 collocate 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 Incident Commander; advising the Incident Commander 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.

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.). (See Multi-jurisdiction)

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 and/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 and/or federal government, and/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 (Information Officer, Safety Officer, Legal Officer and Liaison Officer). 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 HSPD-5 that provides a consistent nationwide approach for Federal, State, local, and tribal governments; the private sector; and nongovernmental 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, the NIMS includes a core set of concepts, principles, and terminology. HSPD-5 identifies these as the ICS; multiagency 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.

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 Incident Action Plan. Operational Periods can be of various lengths, although usually not over 24 hours.

Operations Section: One of the five primary functions found at all SEMS levels. The 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 at the SEMS Field Response Level can include Branches, Divisions and/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, to include '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 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; protected from discrimination as defined by federal civil rights laws such as the Americans with Disabilities Act 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 Public Information Officer 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

Regional Emergency Operations Center (REOC): Facilities found at State of California Office of Emergency Services (Cal OES) Administrative Regions. REOCs are used to coordinate information and resources among operational areas and between the operational areas and the state level. The Coastal Region REOC is located in Oakland.

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 Operational Area (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.

Special District: A unit of local government (other than a city or county) with authority or responsibility to own, operate or maintain a project (as defined in California Code of Regulations 2900(s) for purposes of natural disaster assistance. This may include a joint powers authority (JPA) established under section 6500 et seq. of the Code.

Standardized Emergency Management System (SEMS): A system required by California Government Code for managing response to multi-agency and multi-jurisdiction emergencies in California. SEMS consists of five organizational levels, which are activated as necessary: Field Response, Local Government, Operational Area, Region, and State.

State of Emergency: The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the State of California, or the Governor's warning of such conditions, other than conditions resulting from a labor controversy or conditions causing a "state of war emergency," which, by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of any single county, city and county, or city and require the combined forces of a mutual aid region or regions to combat, or with respect to regulated energy utilities, a sudden and severe energy shortage requires extraordinary measures beyond the authority vested in the California Public Utilities Commission.

State of War Emergency: The condition which exists immediately, whenever the State of California or the nation is attacked by an enemy of the United States, or upon receipt of a warning from the federal government indicating that such an enemy attack is probable or imminent.

State Operations Center (SOC): An EOC facility operated by the Governor's Office of Emergency Services at the state level in SEMS. It is located at the former Mather AFB in Rancho Cordova.

U

Unavailable: Unavailable means that an officer is either killed, missing, or so seriously injured as to be unable to attend meetings and otherwise perform their duties. Any question as to whether a particular officer is unavailable shall be settled by the governing body of the political subdivision or any remaining available members of said body (including standby officers who are serving on

such governing body). [Source: Article 15 Preservation of Local Government Chapter 7 California Emergency Services Act, Ca. Gov. Code § 8636]

W

Whole Community: “Whole Community is a philosophical approach on how to think about conducting 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, County/State/Federal Agencies; Military; Public/Private/Non-Profit sector; Academic and Community-based establishments; and other county-related entities and organizations that may play roles in the county.

ATTACHMENT 2: Hazards Overview and Risk Assessment

The County developed this high-level hazard and risk assessment to support current emergency planning efforts, in and around the County. This assessment is pending completion of more detailed risk and hazard assessments as well as associated plans, as outlined below. This assessment may not reflect the County's true risk. Consequently, this Attachment will be superseded by any specific or general hazard and risk assessment or mitigation plan upon publishing. This assessment may be updated given the current rapidly changing threat and hazard environment. For example,

Therefore, this assessment is derived from the County of Santa Cruz Local Hazard Mitigation Plan ([LHMP], 2021-2026), the Climate Action and Adaptation Plan (CAAP) of County of Santa Cruz (2022), *[Note: Pending receipt of THIRA. Not incorporated. the 2020 Bay Area Urban Area Security Initiative (BAUASI) Threat and Hazard Identification and Risk Assessment (THIRA)]*³⁴, and updates based on real-world events. It is important to note that within the current LHMP, there is no assessment of human-caused, technological, or reputational risks. This risk information is based upon information provided by the County of Santa Cruz Sheriff's Office in collaboration with local enforcement and interviews with the County Administrative Office with regard to reputational risks and threats, and other state and national-level threat assessment and trend data, including crime statistics, and other security and terrorism assessments. The information is current as of the date of this publishing and is subject to change.

Top threats were assigned a risk rating in **Exhibit 20**, defined as:

- Low – Unlikely to happen
- Medium – Somewhat likely to happen
- High – Imminent, ongoing, or very likely to happen

Note: The maps and graphics in this section 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 datasets periodically.

Exhibit 3: 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
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	Medium
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	High
Technological (System Failure/ Accidental)	Agricultural	High

Category	Threats	Risks
Technological (System Failure/ Accidental)	Levee System Failure	High
Technological (System Failure/ Accidental)	Sewage Spill	High
Technological (System Failure/ Accidental)	Dam Failure	Low or Medium?
Technological (System Failure/ Accidental)	Power Interruption	High
Technological (System Failure/ Accidental)	Utility (other than Power) Interruption	Medium
Reputational	Labor-union Dispute	Low
Reputational	Protest of Policy	Low
Reputational	Actions by County Staff	Low
Reputational	Tourist Targeted Crime	Medium

A-2.2 Natural

The County is vulnerable to several natural hazards. Due to its coastal access and mountainous geography, landslides, flooding, and fire threats are considered to have a higher probability of occurring. 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 21** highlights the fault zones throughout the County.



Exhibit 21: Fault zones of 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. While this often leads to ground failure, this is not always the case. 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 parts of the County, most valley floors consist of alluvia material. According to County Liquefaction Hazard Areas map shown in **Exhibit 22** these areas are categorized as having *very high*, *high*, or *moderate risk* of liquefaction. The coastal areas also exhibit varying degrees of liquefaction risk, ranging from *low* to *very high*.

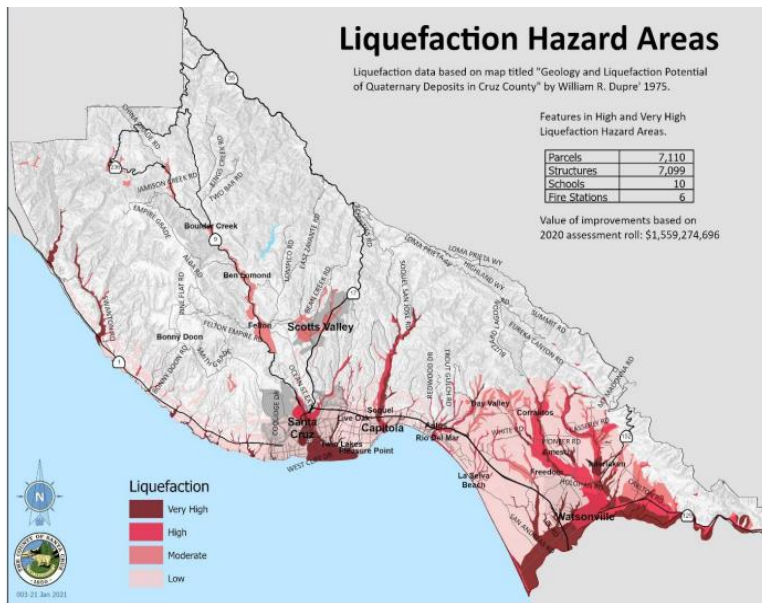


Exhibit 22:
Map of

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, heat, poor air quality, and wildfires. These disasters have affected the County as a whole, resulting in three Federal disaster declarations. Climate change not only creates direct impacts on possible emergencies, but amplifies those that already run 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 more than 80,000 acres, leading to the destruction of 920 residences. The winter storm of 2021 incurred millions in road repair costs. Current circumstances and future projects suggest that the consequences of climate change are set to 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.

The following risks are based on a variety of factors, but can be exacerbated due to climate change impacts. Due to climate change impacts, the County is at increased risk of the following:

Fire Hazard

A wildland fire can be understood as any unintended fire that affects outdoor vegetation life. While it is often a misconception that wildland fires only happen in forests, agricultural lands, or 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 last 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. Furthermore, factors like human activity, climate change, forest management, and deteriorating utility systems have substantially expanded the range and number of potential ignition sources. The WUI will perpetually be at risk for fires, given the constant presence of combustible vegetations, residential buildings, utility setups, and human actions that could trigger the next major fire in the County. CalFire 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 23**).



Exhibit 23: 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 induce an elevation in tidal levels, known as storm surges, and bring about increased wind speeds, coastal erosion, debris flows, and flooding. During a flood, excess water from either heavy rainfall or storm surge overflows the banks of rivers and creeks, spreading into adjacent low-lying areas and floodplains, and at times, submerging beaches. 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 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 panels for the County is shown in **Exhibit 24**.

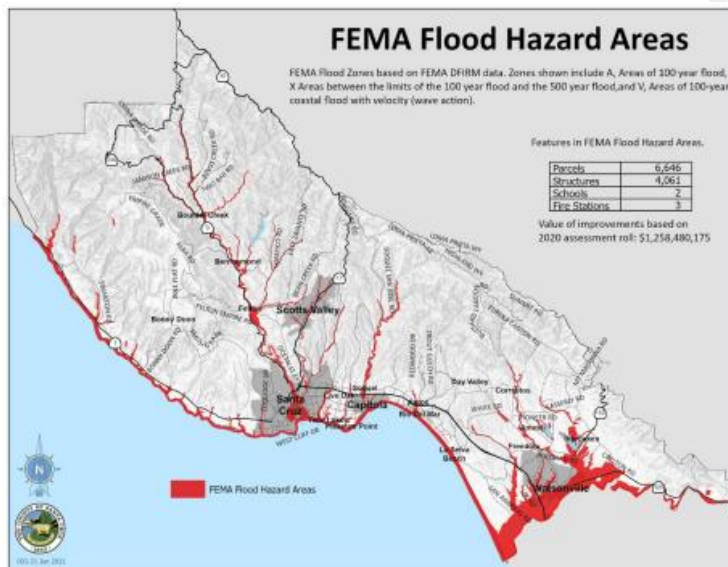


Exhibit 24: Generalized FEMA Flood Hazard Area in Santa Cruz County

Tsunami

A tsunami consists of a sequence of waves triggered by a sudden disturbance in a substantial body of water like an ocean or a large lake. Most commonly caused by tectonic activity along ocean floor faults, particularly during significant earthquakes, tsunamis form when there is abrupt vertical motion in the body of 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 could affect the entire Pacific basin, including areas offshore of the County. The Santa Cruz Port is at high risk of inundation with a tsunami. Given the high seismic activity around the Pacific Rim, tsunamis are not rare, although they have historically reached only a few meters high.

The County is located on the Monterey Bay. Several active and potentially active earthquake faults are located within or near the County. An earthquake occurring in or near a nearby faultline could result in local source tsunamis from submarine land sliding in Monterey Bay. Additionally, distinct-source tsunamis from the Cascadia Subduction Zone to the north, or tele tsunamis from elsewhere 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 25**. In particular, the Port District is at high risk of inundation in a tsunami.

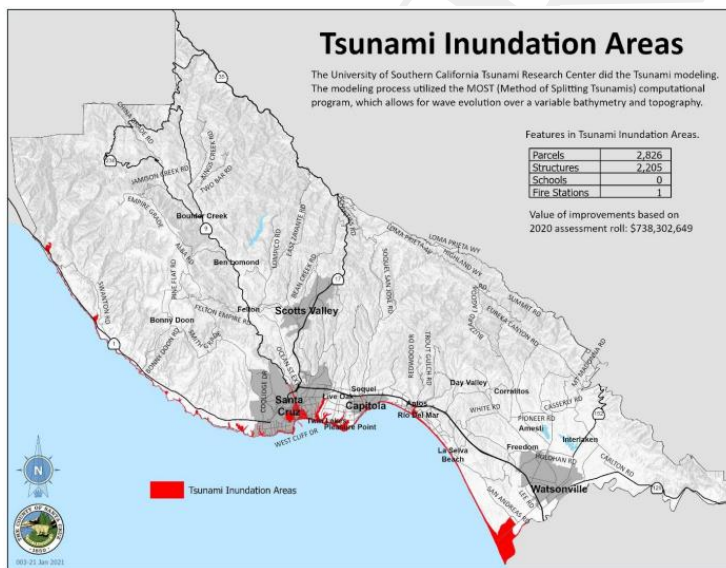


Exhibit 25: Tsunami Inundation Areas

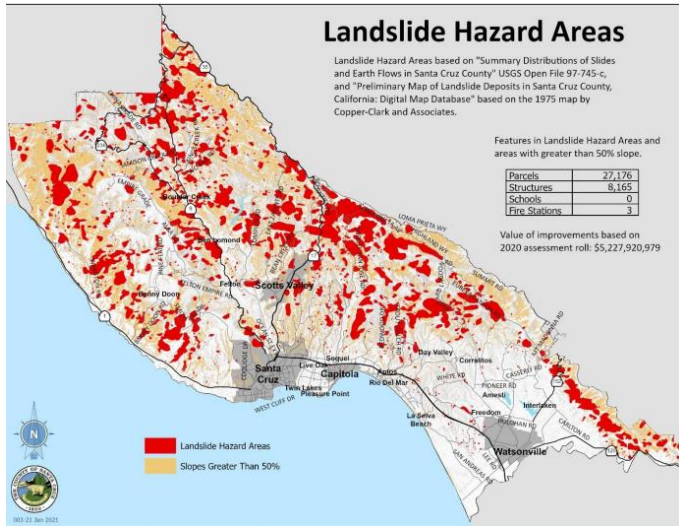
Landslide Hazard Areas

Landsliding refers to a broad spectrum of mass downslope movements of soil and rock as a response to 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. Large areas of the County are subject to several forms of landslides, as indicated in **Exhibit 26**. Isolated sliding can also occur throughout the region. The different types of landslides that occur in the County include those affecting coastal bluffs, rivers and streams, and hillslopes. It is important to note that conditions such as intense winter storms, high rainfall amounts - especially during El Nino weather patterns and steep terrain are conducive to landslides

**Exhibit 26:** Landslide Hazard Areas

Dam Failure

Dam collapse can be triggered by various factors including seismic events, seiches, structural flaws, or rainfall that exceeds the design's capacity. Dams constructed from materials like wood, stone, concrete, metal, or a combination thereof, are equipped with spillway mechanisms to safely direct regular stream flows and floodwaters. These spillways are typically built from nonerodable materials like concrete. Additionally, dams feature a drain or other facilities to control the reservoir level and facilitate maintenance and emergencies.

Within the County, five dams are regulated by the State Division of Safety of Dams due to their size. These include the Newell Dam, located within the jurisdiction of the City of Santa Cruz, and the following:

1. Mill Creek Dam, situated near the Lockheed facility at the end of Empire Grade in northern Southern County.
2. Sempervirens Dam, within Big Basin Redwoods State Park, is currently under study for decommissioning.
3. Oak Site Dam, also located near the Lockheed facility, is in the process of decommissioning.
4. Soda Lake, located along Highway 129 in southeastern Santa Cruz County.

Given their geographical positioning, a catastrophic failure at the Newell Creek Dam could lead to significant property destruction or loss of human life in both the San Lorenzo Valley and the City, as depicted in **Exhibit 27**. 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. Though situated in adjacent counties, the collapse of the Emler J Chesbro, Uvas, or San Justo dams could also have a possible impact on people and properties located along the Pajaro River within the County.

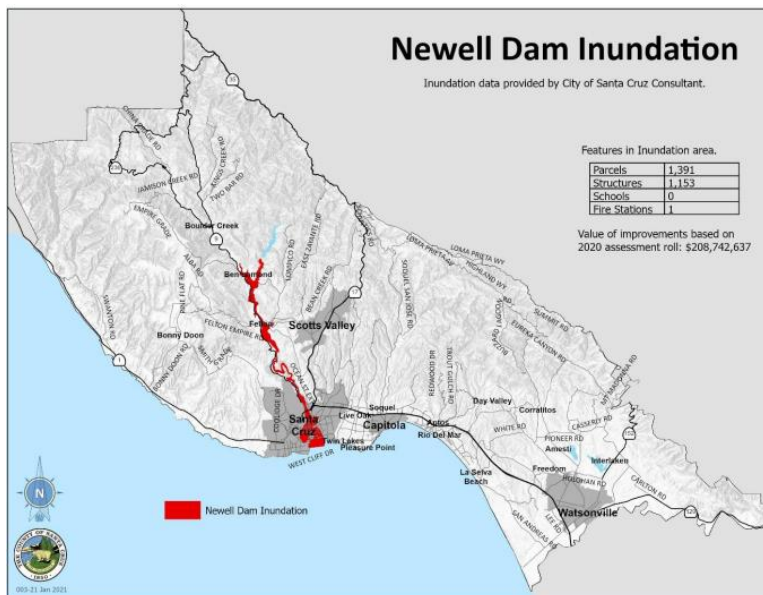


Exhibit 27: Newell Dam Inundation

A-2.3 Technological

Technological hazards are unintended events associated with failures in engineering, chemical spills, and human-caused accidents. *Pending from THIRA/Sheriff's Office.*

A-2.4 Reputational

The ability of the County to act is largely dependent upon the trust invested in the organization by the populations it serves. If the reputation, or trust in the County is disrupted, the County's ability to act is reduced, which can result in human and economic consequences. 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. Recently, reputational risks have increased as the impact of social media on the perceptions of government and businesses increases—a mishandled response to an incident or emergency may cause more damage due to 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 stem from either primary or secondary County stakeholders.

Behavior by County staff as it affects the County's reputation is likely to impact the overall reputation if the behavior is considered to be part of larger cultural problem. Examples of current national trends are biased police/law enforcement behavior work environments that foster unsafe work conditions or attitudes towards a particular subgroup(s) because of their 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 County's reputation 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 58 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 has been 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 makes it possible to anticipate an emergency and

mitigate its effects by accelerated preparations, or perhaps prevent an incident from developing to disaster proportions. See **Exhibit 29**.

There are four formal Mutual Aid Systems in California: Fire and Rescue, Law Enforcement, Coroner, Emergency Management (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 and private agencies. **Exhibit 28** provides a general diagram of how the mutual aid system works inclusive of coordination and information flow.

A-3.2 Responsibilities

Responsibilities are inherent to each organizational level and/or component of the statewide Mutual Aid system. This section describes those responsibilities in general, but does not anticipate all possible 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 obtained or cancelled.

Local jurisdictions are responsible for:

- Developing and maintaining current emergency plans that are:
 - Compatible with the California Master Mutual Aid Agreement and the plans of neighboring jurisdictions.
 - 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 if the resources requested from the Field are available. When locally committed resources are exhausted and mutual aid is needed, the local official will request assistance from neighboring jurisdictions, and/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 develops and as changes in the emergency dictate.
- Identifying Multi-purpose Staging Areas (MSA) to provide rally points for incoming mutual aid and/or a staging area for support and recovery activities.
- Receiving and employing resources as may be provided by neighboring jurisdictions, state, federal, and private agencies.

A-3.2.2 Santa Cruz County Operational Area

The OA is responsible for:

- Coordinating intra-county mutual aid.
- Maintaining liaison with the Cal OES Regional Mutual Aid Coordinator (RMAC), the 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/or 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 develops 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.
- Maintaining liaison with appropriate state, federal, and local emergency response agencies located within the Region.
- Providing planning guidance and assistance to local jurisdictions.
- Responding to mutual aid requests submitted by jurisdictions and/or Operational Area Coordinators.
- Receiving, evaluating, and disseminating information on emergency operations.
- Providing the State Director, Cal OES, with situation reports 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/or 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—so long 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/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 resource needs that are not met 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/Operational Area 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 normally be accomplished through established channels (cities to OAs to Mutual Aid Regions to State). Requests should include, as applicable:

- Number of personnel needed
- Reporting time and location
- Authority to whom they are to report
- Type and amount 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

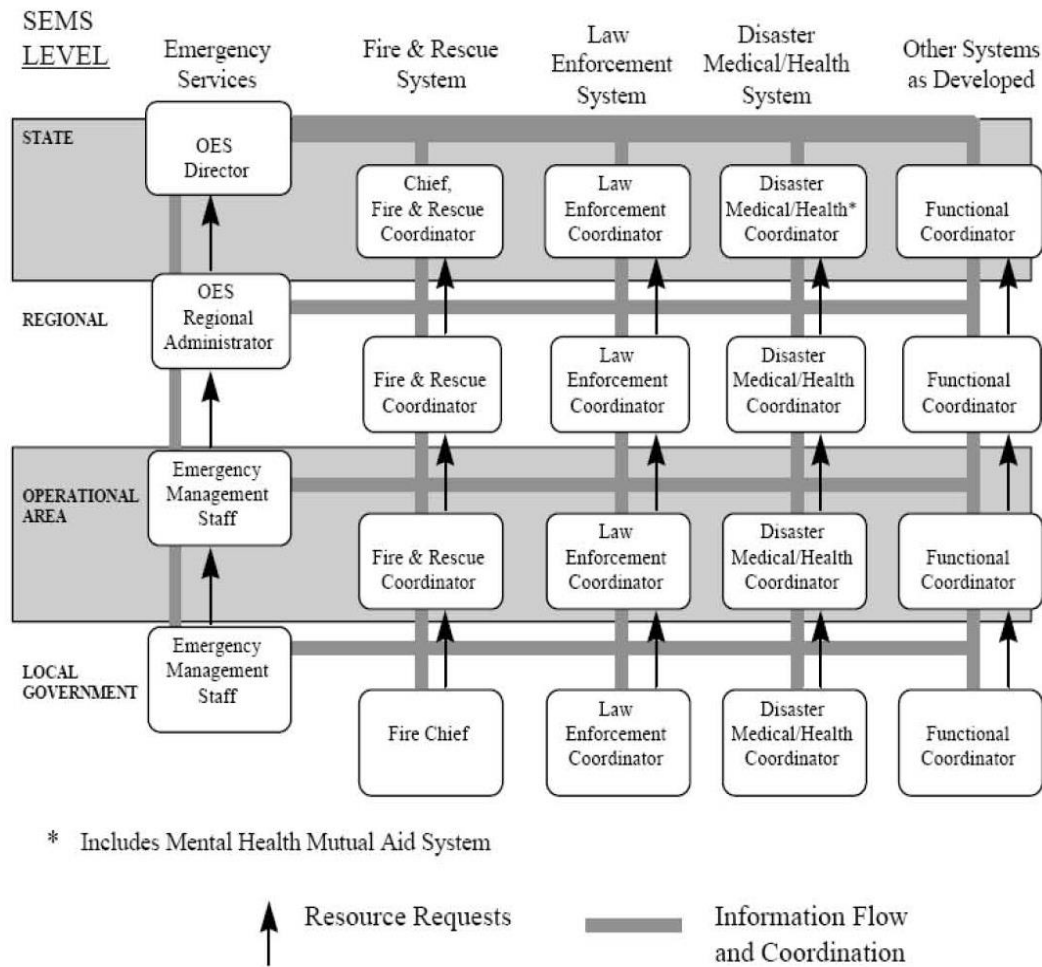


Exhibit 28: Mutual Aid Channels

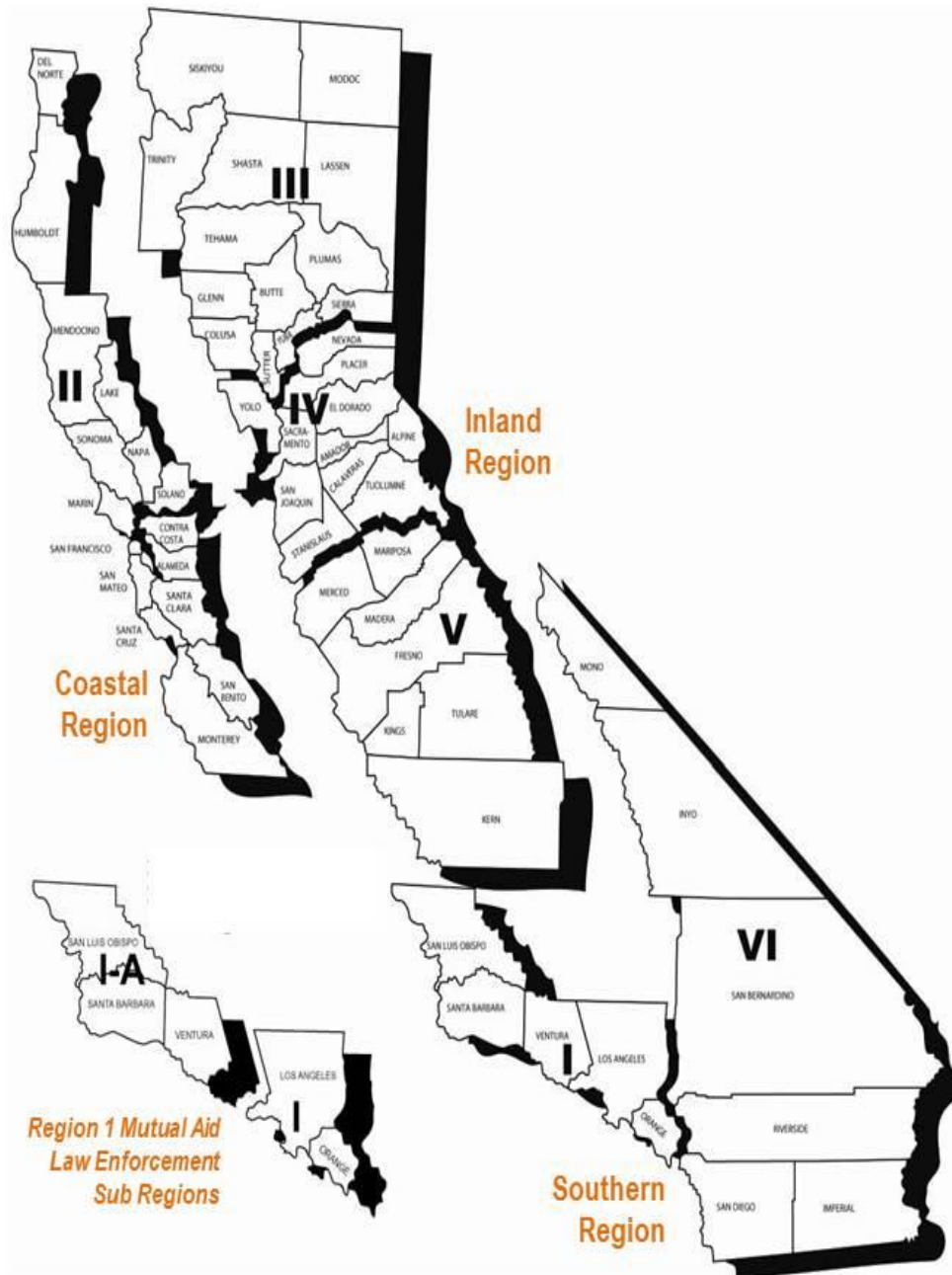


Exhibit 29: California Mutual Aid and Administration Map

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 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 Operational Area (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.

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-4.5.1 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
- Cultural/Creative
- 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-4.6 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 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.
 - 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, to include leveraging existing forums, groups, activities, and events.
- **Voluntary Organizations Active in Disaster (VOAD)**
 - A VOAD is currently in the initial process of forming in Santa Cruz County or for the tri-county area.
 - The VOAD could benefit from an RWG Task Force to enable the VOAD to form and mature more readily leveraging the power of the RWG.
 - Additional information regarding the VOAD is in *Section 5.8.2.1*.

- 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)**
 - In September 2023, the OR3 Office submitted a grant application to establish CRCs in the County. CRCs have been on parallel tracks for both funding and legislation under both emergency management climate action initiatives. CRCs demonstrate how and where it is necessary to combine efforts under climate action and adaptation, and within the broader emergency management field. CRCs highlight the necessity of synchronizing climate action initiatives with the broader emergency management field.
 - The intent of the CRCs is 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.
 - All CRC facilities will meet physical and programmatic accessibility standards (e.g., Americans with Disabilities Act (ADA) 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 5: Board of Supervisors EOP Approval

[Insert letter/resolution once complete]

DRAFT