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LETTER OF PROMULGATION

To: Officials, Employees, and Residents of Kern County and Operational Area

The preservation of life and property is an inherent responsibility of all levels of government. Since disasters in many devastating forms may strike at any time, the Kern County/Operational Area (OA) must provide safeguards, which will save lives and minimize property damage through prior planning, preparedness measures and training. Sound emergency plans carried out by knowledgeable and well-trained personnel can and will minimize losses from any disasters that may occur.

The Kern County Emergency Operations Plan (EOP) establishes an emergency management organization (EMO) and assigns functions and tasks consistent with California's Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). The plan provides for the integration and coordination of planning efforts of the County/Operational Area with those of its cities, special districts and the state region. This plan was reviewed and approved by the Emergency Council. The content is based on guidance provided by the State of California Office of Emergency Services, the Federal Emergency Management Agency and Department of Homeland Security. The intent of the EOP is to facilitate emergency response and short-term recovery by providing a framework for response to all significant emergencies, regardless of the nature of the event.

Upon adoption, this plan becomes an extension of the State of California Emergency Plan. It will be reviewed and tested regularly and revised when necessary to meet changing conditions and planning guidance.

The Kern County Board of Supervisors gives its full support to this Emergency Operations Plan, and urges all County/Operational Area officials, employees and residents to prepare for times of emergency before they occur.

Chairman
Kern County Board of Supervisors
PLAN CONCURRENCE

In Accordance with Kern County Code, Chapter 2.66, Emergency Services, this plan has been reviewed and approved by the Emergency Council and was formally adopted by the Board of Supervisors on August 26, 2008, Resolution 2008-338.

(enter date)

Ronald M. Errea, Chairman, Emergency Council

Dennis L. Thompson, Fire Chief & Director of Emergency Services

Michael J. Rubio, Chairman, Board of Supervisors
**PLAN FORMAT**

The Kern County Emergency Operations Plan (EOP) is comprised of four major parts as follows:

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       |       | Emergency Management organization  
       |       | Concept of emergency operations | Local Elected Officials  
       |       | County Employees  
       |       | Other Local Jurisdictions  
       |       | County/Operational Area Residents & Public |
| Two  | General Procedures | Emergency procedures to be implemented by employees at the time of a major emergency or disaster | County Employees |
| Three| EOC Procedures & Annexes | EOC procedures  
       |       | Annex and checklists for each major EOC function  
       |       | Resource and contact lists | EOC Staff  
       |       | DOC Staff |
| Four | Contingency Plans | Event-specific information and emergency instructions (e.g., Terrorism) | County/Operational Area Emergency Responders (e.g., Law Enforcement, Fire, EMS, etc.)  
       |       | EOC Staff  
       |       | DOC Staff |
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- County of Kern Civil Unrest Operations Plan
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- Parkfield Earthquake Prediction Plan
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- Community Response Plans (Frazier Mountain, Kern River Valley, Mojave Desert, Tehachapi Mountain, Westside)
- Kern County Operational Area Hazardous Materials Incident Plan
- Kern County Coroner's Mass Fatality Plan

1 The Contingency Plans (CPs) are separate documents that may be implemented independent of the EOP. The CPs are incorporated into this EOP by reference.
BASIC PLAN

1.0 INTRODUCTION

The Kern County/Operational Area Emergency Operations Plan (EOP) addresses planned response to extraordinary emergency situations associated with natural disasters, technological emergencies, and national security-related events in, or affecting Kern County. As noted throughout this plan, the EOP and the County/Operational Area’s comprehensive emergency management program and organization meet all minimum requirements of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) as both systems are defined by the State of California.

1.1 Purpose

This Emergency Operations Plan (EOP) establishes policies, procedures and an emergency management organization, and assigns roles and responsibilities to ensure the effective management of emergency operations within Kern County and the Operational Area (OA). The EOP addresses the County/Operational Area’s planned response to disasters and supports the California Emergency Plan.

The plan also identifies sources of external support which might be provided through mutual aid and specific statutory authorities by other jurisdictions, State and Federal agencies, and the private sector.

This plan establishes:

- The conceptual framework for emergency management in Kern County and the OA, including lines of authority and coordination.
- Assigned roles and responsibilities of County staff.
- The policies and procedures required to protect the health and safety of County/OA residents and visitors, public and private property, and the environment from the effects of natural, technological and national security-related emergencies.
- The operational concepts and procedures associated with the County/OA Emergency Operations Center (EOC) activities, and the recovery process.

This plan is:

- Intended to facilitate multi-agency and multi-jurisdiction coordination, particularly between the County/OA, its cities and special districts, and State and Federal agencies.
- An operational plan as well as a reference document; it may be used for pre-emergency planning, as well as for emergency operations. Public agencies, private enterprises and volunteer organizations assigned roles and responsibilities in this plan are encouraged to develop standard operating procedures (SOPs) and emergency action checklists based on the provisions in this plan.
Supplemented by the event-specific contingency plans listed and incorporated by reference as Part Four.

1.2 Scope

The policies, procedures and provisions in this plan are applicable to all individuals and agencies, public and private, having responsibilities for emergency preparedness, response, recovery, and mitigation activities in Kern County and the Operational Area.

The plan applies to any extraordinary emergency situation associated with potential hazards, natural or human-caused, which may affect the County, one or more cities, and/or one or more special districts. Emergencies addressed by this plan range from winter storms, with limited short-term effects, to terrorism and catastrophic earthquakes, with long-term public safety, economic, social and political implications.

1.3 Goal and Objectives

The goal of this EOP is to provide a framework for implementing effective emergency response and cost recovery activities, maintaining essential County/Operational Area services, and restoring normal operations following a major emergency. Objectives include:

- Establish a framework for the overall management and coordination of emergency response and recovery operations and continuity of County government.

- Outline the methods and procedures employed by emergency management personnel to assess emergency situations and take appropriate actions to save lives and reduce injuries, prevent or minimize damage to public and private property, and protect the environment.

- Describe the overall emergency management organization (EMO) and concept of emergency operations to be employed in the County/Operational Area.

- Establish lines of authority, coordination and reporting for the management of emergencies and disasters.

- Coordinate with other local government (cities and special districts), State and Federal agencies, and appropriate private and voluntary organizations before, during and after a major emergency event.

- Facilitate mutual aid to supplement County/Operational Area resources.

- Prepare and disseminate emergency public information.

1.4 Situation & Assumptions

A hazard analysis of Kern County indicates that the County, its cities and special districts are vulnerable to a wide range of potential hazards. Attachment 3 describes these hazards, including the likelihood of occurrence and impacts for each.
1.4.1 **SITUATION**

Kern County is vulnerable to the following natural and human-caused hazards:

- Dam Failure
- Drought
- Earthquake
- Flooding
- Hazardous Materials Incidents
- Insect Infestation
- Landslides
- Public Health Hazards/Pandemic
- Severe Weather
- Soil Failure
- Terrorism/Weapons of Mass Destruction (WMD)
- Wildland Fire

It should be noted that some events, such as earthquake, occur infrequently, but have a very high impact potential. Other events, such as severe windstorms, have less of an impact potential, but occur more frequently.

The County/Operational Area has several specific needs (usually referred to as "special needs") populations, including primary schools, specific needs residences, hospitals, nursing homes and elderly and disabled within the general population who may require additional assistance at the time of a disaster. The process to develop a plan to ensure universal accessibility to disaster response resources for specific needs populations will be developed as a contingency plan to supplement this EOP.

1.4.2 **ASSUMPTIONS**

The assumptions upon which this plan is based include:

- Kern County, as a local government agency, is primarily responsible for emergency actions within the geographic boundaries of the County/Operational Area and will commit all available resources to save lives, minimize injury to persons and damage to property.

- The Director of Emergency Services (referred to as the EOC Director) will coordinate the County/Operational Area's disaster response, in conformance with Kern County Ordinance Code, Chapter 2.66.

- Kern County (Operational Area) serves as the coordination and communication link between the cities and special districts within the County's boundaries at the time of a significant emergency.

- Emergencies or disasters may occur at any time, day or night, and may require a multi-agency, multi-jurisdiction response. For this reason, the Standardized Emergency Management System (SEMS), and, in some cases Unified Command, will be implemented in the field and EOC, as the situation dictates.

- Large-scale emergencies and disasters may overburden the County/Operational Area's resources, necessitating mutual aid from nearby
counties, state and/or federal resources. The County/OA will commit its resources to a reasonable degree before requesting mutual aid assistance.

- Pre-identified and convergent volunteers may be utilized to supplement the County/OA's emergency response and management personnel.
- Major emergencies and disasters may generate widespread media and public interest. The media's attention will be leveraged to disseminate public warnings and emergency instructions, as indicated.

2.0  AUTHORITIES & REFERENCES

2.1  Federal Authorities

- Public Law 920, Federal Civil Defense Act of 1950, as amended
- Public Law 84-99, U.S. Army Corps of Engineers - Flood Fighting
- Public Law 93-288, Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988, as amended
- Public Law 107-188, Bio-terrorism Act, June 2002
- Public Law 107-296, Homeland Security Act, January 2002

2.2  State Authorities

- CA Government Code (CGC), Title 1, Chapter 4, Division 8, Section 3100, (Disaster Service Workers)
- CGC, Title 1, Chapter 4, Division 8, Section 8635, (Continuity of Government)
- CGC, Title 2, Division 1, Chapter 7, (California Emergency Services Act)
- CGC, Title 2, Division 1, Chapter 7.5 (California Natural Disaster Assistance Act)
- California Code of Regulations (CCR), Title 19, Division 2 (Standardized Emergency Management System)

2.3  County/Operational Area Authorities

- Kern County Code, Chapter 2.66, Emergency Services
- County/Operational Area Resolution (#95-421), adopting the Standardized Emergency Management System (8/8/95)
- County/Operational Area Resolution #50-83-89 adopting California Master Mutual Aid Agreement (12/50)
- County/Operational Area Resolution #2006-218 adopting National Incident Management System (6/13/06)

2.4  References

2.4.1  FEDERAL

- National Response Framework (1/08)
- Debris Removal Guidelines for State and Local Officials (FEMA DAP-15)
- A Guide to Federal Aid in Disasters (DAP-19)
- Digest of Federal Disaster Assistance (DAP-21)
3.0 EMERGENCY MANAGEMENT PROGRAM

3.1 Goal

The overall goal of the emergency management program is to ensure life safety, property protection, response and recovery capabilities, and continuity of County/Operational Area government essential operations.

3.2 Emergency Management Phases

As per the National Fire Protection Association (NFPA) Standard 1600, emergency management is divided into five phases that comprise a cycle of activities "beginning" and "ending" with prevention.

- Prevention - preventing incidents that threaten people, property, and the environment
- Mitigation – reducing or eliminating the effects of potential hazards
- Preparedness – getting ready
- Response – responding to an emergency or potential emergency
- Recovery – restoring the impacted area to its pre-event or an improved condition

3.2.1 PREVENTION

Prevention includes strategies to prevent an incident that threatens people, property or the environment and includes:

- Information obtained from Hazard Assessment that shall be kept current using information collection and intelligence functions.
- A system to monitor identified hazards and adjust the level of preventative measures to be commensurate with risk.
3.2.2 **MITIGATION**

Mitigation involves measures taken to eliminate or reduce hazards, in order to prevent injuries and/or damages from future disasters. This phase represents a vital link in the emergency management cycle, as it occurs both before and after a disaster.

- Before preparedness measures are implemented, a risk assessment is conducted to identify potential hazards from the various emergency events that are likely to occur.
- As necessary, mitigation measures are implemented to reduce the risks associated with the identified hazards.
- During the recovery process, additional mitigation measures are incorporated into reconstruction and recovery plans.
- Upon completion of recovery and reconstruction, the preparedness phase begins again.

3.2.3 **PREPAREDNESS**

The preparedness phase involves activities undertaken prior to an emergency in order to mount an effective response.

The National Response Framework (NRF) identifies six preparedness activities to be addressed by all levels of government, including:

1. Plan - Planning makes it possible to manage the entire life cycle of a potential crisis, determine capability requirements, and help stakeholders learn their roles. It includes the collection and analysis of intelligence and information, as well as the development of policies, plans, procedures, mutual aid and assistance agreements, strategies, and other arrangements to perform missions and tasks.

During the preparedness phase, County departments assigned to perform an emergency function are tasked with developing and maintaining Standard Operating Procedures (SOPs). The SOPs are written in consonance with this Plan and its Annexes and, after approval by the Department Head, become part of the Plan. They contain such information as:

- Organization charts
- Tasks
- Lines of succession
- Alerting and recall procedures
- Communication capabilities
- Personnel assignments
- Supplies & equipment inventories
- Checklists
- Coordination procedures with other jurisdictions, private sector representatives and volunteer groups, and special districts.
2. Organize - Organizing to execute response activities includes developing an overall organizational structure, strengthening leadership at each level, and assembling well-qualified teams of paid and volunteer staff for essential response and recovery tasks. The California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) provide standard command and management structures that apply to response. This common system enables responders from different jurisdictions and disciplines to work together to response to incidents.

3. Equip - Local, tribal, State, and Federal jurisdictions need to establish common understanding of capabilities of distinct types of response equipment. This facilitates planning before an incident, as well as rapid scaling and flexibility in meeting the needs of an incident. A critical component of preparedness is the acquisition of equipment that will perform to established standards, including the capability to be interoperable with equipment used by other jurisdictions and/or participating organizations.

4. Train - Building essential response capabilities nationwide requires a systematic program to train individuals teams and organizations - to include governmental, nongovernmental, private-sector, and voluntary organizations - to meet a common baseline of performance and certification standards. Professionalism and experience are the foundation upon which successful response is built. Rigorous, ongoing training is thus imperative.

5. Exercise - Exercises provide opportunities to test plans and improve proficiency in a risk-free environment. Exercises assess and validate proficiency levels. They also clarify and familiarize personnel with roles and responsibilities. Well-designed exercises improve interagency coordination and communications, highlight capability gaps, and identify opportunities for improvement.

6. Evaluate and improve - Evaluation and continual process improvement are cornerstones of effective preparedness. Upon concluding an exercise, jurisdictions evaluate performance against relevant capability objectives, identify deficits, and institute corrective action plans. Improvement planning should develop specific recommendations for changes in practice, timelines for implementation, and assignments for completion.

All local, tribal, State, and Federal entities should institute a corrective action program to evaluate exercise participation and response, capture lessons learned, and make improvements in their response capabilities. An active corrective action program provides a method and defines roles and responsibilities for identification, prioritization, assignment, monitoring, and reporting of correction actions arising from exercises and real-world events.

3.2.4 **RESPONSE**

During the response phase, emphasis is on the preservation of lives and property and minimizing the effects of the disaster.
Increased Readiness (Pre-Impact)

- General
  - When a disaster or emergency is likely or inevitable, action is taken to protect lives and property.
  - As an emergency situation begins to develop or threatens, County/Operational Area departments initiate actions to increase readiness.

- Actions taken during the build-up to an emergency situation are designed to increase ability to respond effectively. All affected departments put emergency plans and procedures into limited operation. This includes alerting key personnel, assuring readiness of essential resources, preparing to move resources as required, and keeping the public informed of conditions and emergency instructions.

- Events that may trigger increased readiness include:
  - Issuance of a credible earthquake prediction;
  - Receipt of a flood advisory or other special weather statement;
  - Conditions conducive to wildland fire danger, such as the combination of high heat, strong winds, and low humidity;
  - Severe winter weather;
  - Information or circumstances indicating the potential for acts of violence or civil disturbance; and/or
  - Acts of violence includes potential terrorist acts. These could be events involving chemical, biological, nuclear, or explosive agents.

- Examples, of the actions taken during the increased readiness phase may include one or more of the following:
  - Briefing government officials: County/Operational Area Emergency Council and Emergency Management Group, City and Special District officials, and County/Operational Area Department Heads;
  - Reviewing and updating emergency plans, SOPs, and checklists;
  - Increasing public information efforts;
  - Accelerating training efforts, including refresher training;
  - Testing warning and communications systems;
  - Warning threatened populations;
  - Initiating evacuation and movement operations;
  - Mobilizing personnel and pre-positioning equipment;
  - Activating and staffing the County/Operational Area EOC; and/or
  - Initiating communications and reporting with neighboring counties and the State OES Region.

Initial Response

- Response operations may be implemented by a combination of resources from County/Operational Area, cities, special districts, state, federal and volunteer organizations.
Examples of actions taken during initial response operations include:

- Disseminating warning and emergency instructions to the public;
- Conducting evacuation and/or rescue operations;
- Triaging and treating casualties;
- Conducting initial damage surveys and safety assessments;
- Providing mass care for displaced persons;
- Restricting the movement of people and traffic, and denying access to affected areas; and/or
- Developing and implementing initial Incident and EOC Action Plans.
- Initiating procedures to segregate and track response costs to support effective cost recovery.

Extended Operations

- Extended operations involve the coordination and management of personnel and resources to mitigate the effects of the emergency and to facilitate the transition to recovery operations. Mutual aid may also be requested during this phase.

Examples of actions taken during extended operations include:

- Preparing detailed damage assessments;
- Operating mass care facilities;
- Protecting, controlling, allocating and tracking vital resources; and
- Developing and implementing EOC Action Plans for extended operations.

3.2.5 RECOVERY OPERATIONS

Recovery operations involve the restoration of services to the public and the return of the affected area(s) to pre-emergency condition, or to an improved condition.

- Recovery operations may be both short- and long-term, ranging from the restoration of essential utilities, such as water and power, to mitigation measures designed to prevent future effects of an emergency or disaster.

Examples of actions taken during recovery operations include:

- Restoring utilities and essential public services;
- Establishing and staffing Disaster Recovery Centers (DRC) and Local Assistance Centers (LAC);
- Disseminating disaster assistance information to residents and businesses;
- Applying for state and/or federal disaster assistance; and
- Conducting hazard mitigation surveys and implementing appropriate mitigation measures.
3.3 Emergency Council

In accordance with the California Emergency Services Act (CGC §8610), a Kern County Emergency Council was adopted by the Kern County Board of Supervisors (BOS) and accredited as the local Disaster Council by the State of California Emergency Council. The primary role of the Council is to develop and adopt the County/Operational Area’s emergency plan, emergency services organization, mutual aid plans and agreements, and any other emergency management-related rules and regulations.

The Council is comprised of the following members or their designees:

- County Administrative Officer (Chair);
- Director of Emergency Services (Vice Chair/the Fire Chief);
- Sheriff/Coroner;
- Director of Resource Management Agency;
- Public Health Officer;
- Director of Emergency Medical Services;
- Director of Environmental Health Services;
- Director of Waste Management;
- Assistant County Administrative Officer for General Services; and
- Chief Executive Officer for Kern Medical Center

Non-voting members of the council shall be composed of the following members or their designees:

- Chairman of the Board of Supervisors
- County Counsel
- Emergency Services Manager
- Director of Personnel Development
- Director of Human Services Department
- Director of Mental Health Department
- Director of Aging & Adult Services Department
- Agricultural Commissioner/Sealer
- Director of Engineering & Survey Services Department

The Emergency Council automatically becomes the Kern Council Emergency Management Group (EMG) when a Local Emergency is declared.

The Emergency Council meets quarterly, upon call of the Chair, or in his/her absence, the Vice Chair. Given the role assigned to the Council by state law, it is convened when a significant change is made to the County/Operational Area’s emergency services organization or emergency plan. It may also be convened to approve disaster-related mutual aid agreements, rules or regulations.

When deemed necessary by the Emergency Council, ad hoc groups are appointed to advise the County/OA on emergency management issues; facilitate coordination of County/Operational Area and regional emergency planning efforts; foster communication and coordination between County/Operational Area departments; assist in development of emergency management programs and policies; review and comment on proposed changes to the emergency plan; and maintain emergency and disaster training for employees, including coordinated drills and exercises.
3.4 Hazard Mitigation Plan

The Kern County, California Multi-Hazard Mitigation Plan was completed in August 2005 and was adopted by the Board of Supervisors (BOS) in February 2006. The governing councils and boards of other participating jurisdictions have also adopted the plan. The plan contains a detailed natural hazards risk assessment and a mitigation strategy and action plan that defines numerous projects intended to reduce future losses. The plan, required by the federal Disaster Mitigation Act of 2000, should be reviewed and revised every five years.

3.5 Department Planning Requirements

All County/OA Department Heads are responsible for developing and maintaining Department Emergency Plans (DEP) that are consistent with this EOP, including the emergency assignments and standard operating procedures (SOPs) necessary to perform the responsibilities outlined in this plan. At a minimum, DEPs shall include:

- Description of emergency function and reporting locations (primary and alternate)
- Activation and deactivation procedures with triggers, authorities, and processes
- Employee emergency assignments
- Employee notification and recall procedure
- Emergency work shift pre-assignments
- Automatic reporting procedure and locations (on- and off-duty)
- Status and damage reporting procedures
- Emergency hotline
- Emergency timekeeping procedures
- Emergency function SOPs
- Emergency supplies and equipment required to fulfill assigned function

Each Department Head shall establish a mechanism for reviewing this EOP and corresponding DEP with employees regularly. In addition, departments shall participate in regular County/OA emergency training and exercises.

Those departments assigned an EOC emergency function are also responsible to regularly review, update and maintain the information in their assigned Annex to this EOP. In addition, those departments that utilize a Department Operations Center (DOC) from which to coordinate departmental emergency response activities must also develop and maintain DOC SOPs.

3.6 Employee Responsibilities

The California Government Code (CGC), Section 8587 identifies public agency employees as Disaster Service Workers (DSWs). Under California Labor Code [§3211.9.2(b)], the definition of a Disaster Service Worker includes public employees performing disaster work that is outside the course and scope of their regular employment without additional pay. Consequently, all County/OA employees are expected to remain at work, or to report for work as soon as practicable following a significant emergency or disaster. If at home when a disaster occurs, employees are expected to ensure the welfare of their families and homes before reporting to work. (See Part Two, Section 2.0 for information on Employee Notification and Recall.)

At the time of a significant emergency, all County/Operational Area employees are eligible to be called upon to assume an emergency assignment. Should this become necessary, the County Administrative Officer (CAO) may suspend normal County business activities.
The assigned Volunteer Coordinator in the County/OA EOC Logistics Section will coordinate recruiting, orienting and assigning County/OA employees and volunteers to emergency tasks, as directed by the EOC Director.

In addition to being available for an emergency assignment, all County/OA staff are responsible to:

- Be familiar with the County/OA emergency organization, concept of emergency operations, and the procedures outlined in Part Two - Procedures of this plan.
- Be familiar with department emergency procedures.
- Attend required emergency training and exercises.
- Maintain proficiency in any special emergency assignment.

### 3.7 Volunteer Program

The County/OA coordinates multiple programs, including Community Emergency Response Teams (CERT); Amateur Radio Emergency Services (ARES) and Radio Amateur Civil Emergency Services (RACES) radio operators coordinated by the County/OA Office of Emergency Services (OES); and a community-based, non-governmental organization (NGO) - Volunteer Organizations Active in Disasters (VOAD), which is a humanitarian association of independent voluntary organizations which may be active in all phases of disaster.

At the time of a disaster, the CERTs assume responsibility for coordinating self-reliance activities within their respective neighborhoods. Red Cross and Salvation Army volunteers assist the County/OA in establishing and managing temporary shelter and feeding operations. Other VOAD volunteers assist as requested by the County/OA EOC staff. A designated Volunteer Coordinator in the County/OA's EOC Logistics Section assigns and orients volunteers to specific functions as necessary, or as directed by the Logistics Section Chief.

### 3.8 Continuity of Government

A major disaster could result in great loss of life and property, including the injury or death of key government officials, the partial or complete destruction of the established seat of County government, and the destruction of public and private records essential to continued operations of government and industry. To help preserve law and order and to continue/restore local services, it is essential that units of local government continue to function during or following such situations.

Authority for policies and procedures associated with Continuity of Government (COG) is derived from the California Government Code (Section 8635-8643) and the State Constitution and Kern County Code (Chapter 2.66).

#### 3.8.1 Succession of County Officials

In order to provide for the continuance of the legislative and executive branches of the Kern County government during a State of War Emergency, State of Emergency or Local Emergency, Sections 8635 through 8643 of the California Government Code:
• Authorize political subdivisions to provide for the succession of officers (Department Heads) having duties related to law and order and/or health and safety.

• Authorize governing bodies (BOS) to designate and appoint three standby officers for each member of the governing body and for the Chief Executive, if not a member of the governing body. Standby officers may be residents or officers of a political subdivision other than that to which they are appointed.

• Authorize standby officers to report for duty in the event of a State of War Emergency, State of Emergency or Local Emergency, at the place previously designated.

• Authorize local governing bodies to convene as soon as possible whenever a State of War Emergency or Local Emergency exists and at a place not within the political subdivision. Authorize that, should all members, including all standbys, be unavailable, temporary officers shall be appointed as follows:
  o By the Board of Supervisors of the County of Kern
  o By the Board of Supervisors of any other county within 150 miles (nearest and most populated down to farthest and least populated)
  o By the Mayor of any city within 150 miles (nearest and most populated down to farthest and least populated)

3.8.2 TEMPORARY COUNTY SEAT

Section 23600 of the Government Code provides that:

• Boards of Supervisors (BOS) shall designate alternate temporary county seats which may be outside the county boundaries.
• BOS cannot purchase real property for this purpose
• BOS resolution is to be filed with the Secretary of State
• Different sites can be designated subsequently if circumstances require

In the event of damage or loss of the County Seat, Kern County has identified an alternate seat of County government to provide a location for public meetings and County/Operational Area management operations. Alternate sites for critical facilities, such as the Emergency Operations Center (EOC), have also been identified (Attachment 10).

3.8.3 ESSENTIAL RECORDS PRESERVATION

The Clerk of the Board of Supervisors (BOS) is responsible to protect the essential BOS records necessary to reconstitute County government, if necessary following a major disaster. It shall be the responsibility of each County agency and department to identify, develop and maintain adequate plans for the protection of vital records during times of emergency. In addition, the Information Technology Services (ITS) Director is responsible to establish and implement processes and procedures to backup electronic records, regularly store such records in a secure, off-site location, and retrieve records following a disaster, if necessary.

Essential records are defined as those records that are vital to:
Protect and preserve the rights and interests of individuals, governments, corporations and other entities. Examples include vital statistics, land and tax records, license registers, and articles of incorporation.

Conduct emergency response and recovery operations. Records of this type include utility system maps, locations of emergency supplies and equipment, emergency operations plans and procedures, personnel rosters, etc.

Re-establish normal governmental functions and protect the rights and interests of government. Examples include constitutions and charters, statutes and ordinances, court records, official proceedings and financial records.

More detailed information on preservation of essential records is contained in Attachment 6.

3.9 Lines of Succession

Lines of succession for the Director of Emergency Services and Department Heads are necessary to ensure continuity of management of essential County services during major emergencies. General guidance for the line of succession for these roles is outlined in Attachment 5. General guidance for the line of succession for EOC functions is outlined in Attachment 8.

3.10 Plan Development and Maintenance

3.10.1 DEVELOPMENT

The Emergency Services Manager is responsible to ensure that the EOP meets current planning standards and requirements. He will coordinate the review and updating of individual parts and sections of the plan by appropriate County/Operational Area staff, and will solicit input from those individuals, agencies and groups having assigned responsibilities under the plan. This EOP will be reviewed in its entirety at least once every three years and revised as appropriate.

3.10.2 REVIEW AND MAINTENANCE

Every three years, this plan, in its entirety, will be reviewed, updated, and submitted to the County/Operational Area Emergency Council for adoption.

This plan may be modified as a result of post-incident analyses and/or post-exercise critiques:

- Proposed changes shall be submitted in writing to the Emergency Services Manager; and
- Upon approval of the Emergency Council, these changes shall be published and distributed to departments, agencies and jurisdictions holding the plan.

This plan may also be modified any time responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change.
Those jurisdictions and agencies having assigned responsibilities under this plan are requested to review this plan regularly and are obligated to inform the Emergency Services Manager when any changes occur or are imminent.

3.11 Training

The County Office of Emergency Services (OES), with the approval of the Emergency Council, develops an annual schedule of employee training that addresses personal safety, emergency preparedness at home and work, emergency roles and responsibilities, any corrective measures identified in a previous exercise or actual event, and similar emergency-related topics. All County/OA employees are required to complete certain training (e.g., Basic SEMS/NIMS orientation). In addition, County/Operational Area Department Heads having specific responsibilities under this plan, ensure that assigned employees are properly trained to carry out those responsibilities.

Specialized training is provided for staff assigned to special response teams (e.g., Hazmat Teams) and the Emergency Operations Center (EOC), including SEMS and NIMS orientation, roles and responsibilities, coordination, communication and documentation requirements, and appropriate operational procedures (e.g., Incident Command System [ICS], Unified Command, Joint Information Center [JIC], etc.).

The Emergency Services Manager will provide or arrange for any required EOC staff training, such as SEMS and NIMS, and will ensure that appropriate employees complete the required training. The Emergency Services Manager will also notify County/Operational Area staff and groups having responsibilities under this plan of training opportunities associated with emergency management and operations. It is the responsibility of individual employees to obtain and maintain documentation of all training completed.

3.12 Progressive Exercise Program

As part of its ongoing emergency preparedness efforts, the Kern County/OA Office of Emergency Services (OES) is responsible for planning and coordinating a progressive, long-range exercise program, including orientation seminars and tabletop, functional and full-scale exercises. The program is designed to assist all levels of the Kern County emergency management organization (EMO) to improve individual and collective capabilities to respond effectively to all potential emergencies. A three-year cycle of drills and exercises is used to broaden the number of EMO levels involved and the complexity of problems presented.

The Emergency Services Manager arranges for regular EOC exercises to evaluate the plan and the collective capabilities of the EMO. Periodically, joint exercises will be conducted with other local jurisdictions (cities, special districts) and groups. Kern County volunteers will be encouraged to participate in appropriate emergency training and exercises.

All grant-funded exercises will comply with the standards and requirements of the Homeland Security Exercise Evaluation Program (HSEEP). An After Action Report (AAR), including a Corrective Action Plan (CAP), is prepared by County OES staff following each exercise and emergency event. In addition, Kern County OES will utilize the recently
developed web-based CAP System maintained by the Department of Homeland Security (DHS) to monitor, track, prioritize and analyze corrective actions following each exercise and emergency event.

4.0 STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

The Standardized Emergency Management System (SEMS) is the system required by Government Code Section 8607 (a) for managing response to multi-agency and multi-jurisdiction emergencies in California. The Kern County Board of Supervisors adopted the use of SEMS at all local response levels on August 8, 1995 (Resolution 95-421).

SEMS consists of five organizational levels that are activated as necessary: field response, local government, operational area, regional, and state (Figure 1). SEMS incorporates the use of the Incident Command System (ICS), the California Master Mutual Aid Agreement and existing mutual aid systems, the Operational Area Concept, the Operational Area Satellite Information System (OASIS), and the Multi-Agency Coordination System (MACS). Local governments must use SEMS to be eligible for reimbursement of personnel-related costs under state disaster assistance programs.

4.1 SEMS Components

4.1.1 INCIDENT COMMAND SYSTEM (ICS)

Most emergencies involve response from multiple disciplines and may involve more than one jurisdiction. Because of its standardized organizational structure and common terminology, ICS provides a useful and flexible management system that is particularly adaptable to incidents involving multi-jurisdictional and multi-agency response, particularly in the field. The ICS provides the flexibility to rapidly activate and establish an organizational form around the functions that need to be performed, in order to efficiently and effectively mitigate the effects of an emergency. For this reason, ICS is used in the field during all emergency operations in Kern County.

The ICS can be utilized for any type or size of emergency, ranging from a minor incident involving only a few members of the emergency organization, to a major incident involving several agencies and/or jurisdictions. This system allows agencies throughout California and at all levels of government to communicate, using common terminology and operating procedures. It also allows for the timely acquisition of a combination of resources at the time of emergency.

The ICS organizational structure develops in a modular fashion based upon the type and size of the incident:

- The organization’s staff builds from the top down.
- As the need arises, five separate sections can be activated, each with several sub-units that may be established as needed.
- The specific organizational structure established for any given incident will be based on:
  - The needs of the incident;
The availability of resources; and
- Span of control.

### 4.1.2 Multi-Agency Coordination System (MACS)

The Multi-Agency Coordination System (MACS) is a decision-making system used by representatives of responding jurisdictions. The MACS is used to prioritize and coordinate resource allocation and response to multiple incidents affecting the County/OA, usually during a large-scale event involving multiple agencies and local jurisdictions.

While MACS is not used as part of field ICS to develop strategy or tactics associated with emergency operations, it can be functional if used in the Emergency Operations Center (EOC), and, in some cases, in certain Department Operations Centers (DOCs). The MACS concept is an aid for allowing input from responding agencies and identifying mutually acceptable overall response objectives.

### 4.1.3 Operational Area

According to § 8559(b) of the California Government Code (CGC), an Operational Area is "an intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area." Each county geographic area is designated as an Operational Area.

An Operational Area is used by the county and the political subdivisions comprising the Operational Area (e.g., cities and special districts) to coordinate emergency activities and to serve as a link in the SEMS-based system of communications and coordination between the state’s emergency operations centers and the operations centers of the political subdivisions comprising the Operational Area (OA). County government serves as the Lead Agency of the OA and the Kern County Office of Emergency Services (OES) provides oversight and administrative support to the OA.

The Operational Area Lead Agency:

- Coordinates information, resources, mutual aid, and priorities among the local governments within the OA and between the regional level and local government level. (Coordination of the fire and law enforcement resources shall be accomplished through their respective mutual aid systems.)

- Uses multi-agency or inter-agency coordination to facilitate decisions for overall operational area level emergency response activities.

Within Kern County, most incorporated cities and special districts adopted a Kern Operational Area agreement prior to the creation of SEMS (Attachment 13). With the creation of SEMS and its official adoption by cities and special districts, the Operational Area concept is automatically adopted.
4.1.4 Mutual Aid

The foundation of California’s emergency planning and response is a statewide mutual aid system which is designed to ensure adequate resources, facilities, and other support are provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given emergency situation(s).

Mutual aid means voluntary aid and assistance by the provision of personnel, services and facilities, including, but not limited to: fire, police, medical and health, communication, transportation and utilities. The mutual aid system allows for the progressive mobilization of resources to and from emergency response agencies, local governments, operational areas, regions and the state, with the intent of providing adequate resources to requesting agencies. State Regional Managers and their staffs coordinate and support local emergency operations at the request of OA Coordinators.

- California Master Mutual Aid Agreement
  - The basis for the statewide mutual aid system is the California Disaster and Civil Defense Master Mutual Aid Agreement.
  - Most cities and all 58 counties in California have adopted the California Master Mutual Aid Agreement.
  - This agreement creates a formal structure within which each jurisdiction retains control of its own personnel, resources and facilities, while providing and receiving assistance when needed.
  - State government is obligated to provide available resources to assist local jurisdictions in emergencies.

- Mutual Aid Regions

To facilitate the coordination and flow of mutual aid, the state is divided into six mutual aid regions. The Kern County/Operational Area (OA) lies within State OES Mutual Aid Region V (See map - Attachment 12).

- Discipline-Specific Mutual Aid

The California mutual aid system includes several discipline-specific mutual aid systems (e.g., fire and rescue, law enforcement, medical and public works, etc.), which are consistent with the Master Mutual Aid Agreement. To further facilitate the mutual aid process, particularly during day-to-day emergencies, Mutual Aid Coordinators have been selected and function at the Operational Area (Attachment 14), Mutual Aid Region (two or more counties), and at the state (OES) level.

4.2 SEMS Response Levels

SEMS consists of five levels of response – field, local government, operational area, region and state (Figure 1).
4.2.1 **FIELD RESPONSE**

The Field Response Level is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activities in direct response to an incident or threat. SEMS regulations require the use of ICS at the Field Response Level of all multi-agency incidents.

4.2.2 **LOCAL GOVERNMENT**

Local government includes cities, counties, and special districts, which manage and coordinate overall emergency response and recovery activities within their respective jurisdictions. In order to be eligible for State funding of response-related personnel costs, local governments are required to use SEMS when their Emergency Operations Center (EOC) is activated or a Local Emergency is proclaimed. In SEMS, the local government emergency management organization (EMO) and its relationship to the field response level may vary, depending upon factors related to geographical size, population, function, and complexity.

4.2.3 **OPERATIONAL AREA**

The operational area is an intermediate level of SEMS, which encompasses the county and all political subdivisions located within the county, including special districts. The operational area (OA) manages and/or coordinates information, resources, and priorities among local governments within the OA, and serves as the coordination and communication link between the local government level and region level. More specifically, the OA coordinates the collection and dissemination of situation status information, damage assessment information, emergency response efforts and mutual aid requests within the OA.

It is important to note, that while an operational area always encompasses the entire county area, it does not necessarily mean that the county government manages and coordinates the response and recovery activities within the county. Through adoption of the Kern County Operational Area Agreement and this EOP, the governing bodies of the county and the political subdivisions within the county agree on the organization and structure of the operational area.

4.2.4 **REGIONAL EMERGENCY OPERATIONS CENTER**

California is divided into three administrative regions - Inland, Coastal and Southern (Attachment 12) - and Kern County is in the Inland Region. The Inland Region EOC (REOC) provides the following support to local governments:

- Manages and coordinates information and resources:
  - Among operational areas within the region; and
  - Between the REOC and the State Operations Center (SOC).

- Coordinates overall state agency support for emergency response activities within the region.
The OA EOC communicates with the REOC on behalf of all local government EOCs within the operational area via land phone line, cell phone, amateur radio, e-mail, Internet and RIMS.

**Figure 1. Five SEMS Levels**

### 4.2.5 STATE

The state level of SEMS, via the State Operations Center (SOC) in Sacramento:

- Manages state resources in response to the emergency needs of other SEMS levels.
- Coordinates mutual aid:
  - Among the mutual aid regions; and
  - Between the region and state levels.
- The state level also serves as the coordination and communication link between the state and federal disaster response systems.

### 4.3 Common SEMS Features

SEMS is utilized at the field and the EOC levels. The field response level uses functions, principles, and components of ICS, as required in SEMS regulations. Many of the field
response level features of SEMS are also applicable at the local government, operational area, region and state levels.

Figure 2. Five SEMS Functions

4.3.1 **Five Essential SEMS Functions**

The use of the five essential functions of SEMS in both the field and the EOC is identical, with one exception. At the EOC level, the field Command function is replaced by a Management function. The five essential functions of SEMS (Figure 2) include:

- Command (field) or Management (EOC)
- Operations
- Planning/Intelligence
- Logistics
- Finance/Administration

**Command or Management**

- Command is responsible for overall direction and control of the incident at the scene, while Management is responsible for overall management and coordination of multiple incidents or a wide-scale disaster at the EOC.

- The Command or Management function may be conducted in one of two general ways:
  
  o Single command – In a single command structure, the Incident Commander (IC) is solely responsible for the overall management of the incident. Likewise, in a single management structure in the EOC, the EOC Director is solely responsible for the activities in the EOC.

  o Unified Command - Because large or complex incidents usually require response by multiple agencies and jurisdictions, a unified command structure may be utilized to effectively manage and mitigate an emergency.

  o In Unified Command, all agencies having a jurisdictional responsibility at a multi-jurisdictional incident contribute to the process of:
    a) Determining overall incident objectives;
    b) Selecting strategies;
c) Joint planning for tactical operations;
d) Maximizing the use of all assigned resources; and
e) Developing the Incident Action Plan (IAP) at the scene or the EOC Action Plan in the EOC.

○ The proper selection of participants within a Unified Command structure depends upon:
  a) The location of the incident (e.g., which jurisdictions are involved); and
  b) The kind of incident (e.g., which disciplines are required).

○ A Unified Command structure could consist of a responsible official from each jurisdiction involved in a multi-jurisdictional incident, or it could consist of several disciplines or functional departments within a single political jurisdiction.

- In addition to the Incident Manager or Director of Emergency Services, the Command or Management Section staff includes:
  
  ○ Public Information Officer
    
    a) The Public Information Officer (PIO) is responsible for developing accurate and complete information regarding incident cause, size, current situation, resources committed, and other matters of general interest. The Incident Commander must approve the release of incident information in the field. The EOC Director approves information releases from the EOC.
    
    b) The PIO typically serves as the point of contact (POC) for the media and other government agencies desiring information about the incident. In both single and unified command structures, only one PIO is designated, although assistants from other agencies or departments may be appointed.

  ○ Safety Officer
    
    a) The Safety Officer is responsible for assessing hazardous or unsafe situations and developing measures to ensure the safety of incident personnel and other assets.
    
    b) The Safety Officer must have the authority to stop and/or prevent unsafe acts and practices at hazardous materials incidents (required by SARA, Title III).
    
    c) In both single Incident and Unified Command structures, only one Safety Officer is designated, although assistants from other agencies or departments may be appointed.

  ○ Liaison Officer
    
    a) The Liaison Officer serves as the point of contact for representatives from other agencies.
b) In a single command structure, agency representatives coordinate via the Liaison Officer. Under a Unified Command, agencies not represented in the unified command are coordinated through the Liaison Officer.

c) Only one Liaison Officer will be designated, although assistants from other agencies or departments may be appointed.

- **Operations Section**
  - Operations is responsible for the management of all incident tactical operations to include those operations directed at the reduction of immediate hazards, the establishment of control over the situation, and the restoration of normal activities and conditions.
  - An Operations Section Chief activates and supervises organization elements, in accordance with the Incident or EOC Action Plan, and directs its execution.
  - The Operations Section Chief also directs the preparation of unit operational plans, requests or releases resources, makes expedient changes to the Incident Action Plan as necessary, and reports such to the Incident Commander in the field and the Director of Emergency Services in the EOC.

- **Planning/Intelligence Section**
  - The Planning/Intelligence Section is responsible for the collection, evaluation, analysis and dissemination of disaster intelligence.
  - This section maintains information on the current and forecasted situation and on the status of assigned resources.
  - The Planning/Intelligence Section is also responsible for the preparation of the Incident Action Plan (in the field) or EOC Action Plan (in the EOC).
    - Action Plans outline the objectives, tactics (in the field) or strategy (in the EOC), organization, and resources necessary to effectively mitigate an incident.
    - Action Plans cover all tactical or strategic and support activities for a given Operational Period (usually 12-24 hours).

- **Logistics Section**
  - The Logistics Section is responsible for providing all support needs to an incident, including ordering resources from off-site locations.
  - The Logistics Section also provides facilities, transportation, supplies, equipment, maintenance and fueling, communications, and volunteers.
4.3.2 Management By Objectives

The Management By Objectives (MBO) feature of ICS, as applied to SEMS, means that each SEMS level establishes, for a given operational period, measurable and attainable objectives to be achieved. Each objective may have one or more strategies and performance actions associated with its achievement.

4.3.3 Operational Period

The operational period is the length of time set by Command at the field response level, and by Management at the EOC level to achieve a given set of objectives. The period may vary in length, but is typically from 12 to 24 hours, and is determined by the situation.

4.3.4 Action Plans

There are two types of Action Plans in SEMS: Incident Action Plans at the field level and EOC Action Plans at all EOC levels. The Incident Action Plan (IAP) can be written or verbal. The IAP contains objectives reflecting the overall incident strategy and specific tactical actions and supporting information for the next operational period. Incident Action Plans are an essential and required element in achieving objectives under ICS.

EOC Action Plans are crafted at local government, operational area, region, and state EOC levels. The use of EOC Action Plans provides designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. EOC Action Plans not only provide direction, but also serve as a basis for measuring attainment of objectives and overall performance. The initial EOC Action Plan may be verbal; all subsequent plans are written and are distributed to all EOC staff and County Department Heads, and involved external agencies.

4.3.5 Organizational Flexibility – A Modular Organization

The intent of this feature is that at each SEMS level, only those functions required to meet current objectives need to be activated. The duties of any non-activated function are the responsibility of the next highest function in the organization. Each activated function must have a person in charge of it; however, one supervisor may oversee more than one function.
4.3.6 **ORGANIZATIONAL UNITY AND HIERARCHY OF COMMAND/MANAGEMENT**

Organizational unity means that every individual within the organization has a designated supervisor. Hierarchy of Command/Management means that all functional elements within each activated SEMS level are linked together to form a single overall organization with appropriate span of control limits.

4.3.7 **SPAN OF CONTROL**

Maintaining a reasonable span of control is the responsibility of every supervisor at all SEMS levels. The optimum span of control is one to five, meaning that one supervisor has direct supervisory authority over five positions or resources. The recommended span of control for supervisory personnel at the field response level and all EOC levels should be in the one to three to one to seven range. A larger span of control may be acceptable when the supervised positions or resources are all performing a similar activity.

4.3.8 **PERSONNEL ACCOUNTABILITY**

An important feature at all SEMS levels is personnel accountability. This is accomplished through the Organizational Unity and Hierarchy of Command or Management features, along with the use of check-in forms, position logs and various status-keeping systems. The intent is to ensure that there are proper safeguards in place so all personnel at any SEMS level can be accounted for at any time.

4.3.9 **COMMON TERMINOLOGY**

In SEMS, common terminology is applied to functional elements, position titles, facility designations, and resources. The purpose of using common terminology is to rapidly enable multi-agency and multi-jurisdiction organizations and resources to work together effectively. This will vary from level to level, in terms of directing, controlling, coordinating, and inventorying resources. Procedures for effective resource management must be geared to the function and the level at which the function is performed.

4.3.10 **INTEGRATED COMMUNICATIONS**

This feature of SEMS relates to hardware systems, planning for system selection and linking, and the procedures and processes for transferring information. At the field response level, integrated communications is employed for any emergency. At and between all SEMS levels, there must be a dedicated effort to ensure that communications systems, planning and information flow and management are accomplished in an effective manner.

5.0 **NATIONAL INCIDENT MANAGEMENT SYSTEM**

On February 28, 2003, President Bush issued Homeland Security Presidential Directive-5 (HSPD-5), which directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS). Like SEMS, NIMS is based on ICS and is intended to
ensure a fully coordinated response by all levels of government and the private sector to major incidents.

State and local jurisdictions must comply with NIMS requirements in order to be eligible to receive federal disaster grant funds. Kern County adopted the use of NIMS on June 13, 2006 (Resolution # 2006-218) and completed a NIMS baseline assessment in August 2006.

5.1 Definition

Similar to SEMS on the state level, NIMS is a comprehensive national approach to incident management that is based on ICS and is applicable at all jurisdictional levels and across all functional disciplines. NIMS enables all government, private-sector, and non-governmental organizations to work together during domestic incidents.

The intent of NIMS is to:

- Be applicable across a full spectrum of potential incidents and hazard scenarios, regardless of size or complexity; and
- Improve coordination and cooperation between public and private entities in a variety of domestic incident management activities.

5.2 Components

NIMS is comprised of several components that work as an integrated system to provide a national framework for preparing for, preventing, responding to, and recovering from domestic incidents. These components include:

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

Each of these NIMS components is addressed to some degree in the Kern County emergency management program and this EOP. As additional SEMS and NIMS standards and guidance is issued, the County’s Emergency Services Manager will ensure that the County’s emergency management program is upgraded.

5.3 Management Structures

NIMS employs two levels of incident management structures, depending on the nature of the incident:

1. The Incident Command System: A standardized, on-scene, all-hazard incident management system that allows users to adopt an integrated organizational structure to match the needs of the incident.

2. Multi-agency Coordination System: A combination of facilities, equipment, personnel, procedures, and communications integrated into a common network for coordinating and supporting incident management.

Multi-agency coordination systems, including Emergency Operations Centers, are tasked with:
Facilitating logistical support and resource tracking;
Making resource allocation decisions based on incident management priorities;
Coordinating incident-related information; and
Coordinating interagency and intergovernmental issues regarding incident management policies, priorities, and strategies.

Direct tactical and operational responsibility for the conduct of incident management activities rests with the on-scene Incident Commander.

6.0 KERN COUNTY CODE – CHAPTER 2.66 EMERGENCY SERVICES

6.1 Designation

In accordance with the California Emergency Services Act (CGC Section 8550 et seq.), Chapter 2.66 of the Kern County Code legislates the following:

- Establishes the Kern County Office of Emergency Services (OES) within the Kern County Fire Department (KCFD) and defines the responsibilities assigned to this office.
- Designates the KCFD Chief as the Director of Emergency Services (also referred to as the EOC Director in this plan).
- Creates an Emergency Council to serve as the local disaster council and specifies the Council’s responsibilities and membership.
- Creates a Kern County Emergency Management Group (EMG) and defines its responsibilities.
- Designates successors to the County Administrative Officer and the Director of Emergency Services for emergency response purposes and defines the duties and emergency powers assigned to each position.
- Defines the Kern County emergency organization as being comprised by all officers and employees of the County, volunteer forces, groups, organizations and persons who may be impressed into service.
- Designates Kern County, acting through the emergency organization and Emergency Council, as the Kern County Operational Area lead agency responsible for coordinating emergency activities between the County, incorporated cities and special districts, and serving as the coordination and communications link between the state’s emergency operations centers and any centers established by Kern County, its cities and special districts in an emergency.
- Assigns responsibility for the emergency public information function to the primary response agency until such time as the County emergency operations center (EOC) is activated and the KCFD assumes the Public Information Officer (PIO) function. Other county departments channel all public information releases and media briefings to the designated PIO.
6.2 Emergency Council

The Emergency Council is responsible for developing and recommending for adoption by the Board of Supervisors basic emergency and mutual aid plans and agreements and such ordinances, resolutions, rules and regulations as are necessary to implement such plans. The Emergency Council will be convened by the Chair or Vice Chair to review general progress of emergency planning within the County and Operational Area (OA).

In addition to the Emergency Council, the Office of Emergency Services (OES) may from time to time convene ad hoc groups or committees to create emergency procedures and hazard-specific contingency plans, and/or to review and suggest revisions to existing emergency policies, plans and procedures.

6.3 Emergency Management Group

When a Local Emergency is proclaimed for Kern County/OA, the Emergency Council automatically becomes the Kern County Emergency Management Group (EMG). The EMG will be convened on the call of the Chair or Vice Chair whenever a situation develops that may result in the proclamation of a Local Emergency. The EMG supports the Director of Emergency Services/EOC Director in the emergency management process and includes the membership listed in Attachment 4.

6.4 County Administrative Officer

The County Administrative Officer (CAO) serves as the Chair of the Emergency Council. In the event that the assigned Director of Emergency Services/EOC Director is out of the county or incapacitated and unable to perform his duties at the time of a disaster, and if those personnel higher in the line of succession are also unable to assume the function, the CAO will assume the Emergency Services/EOC Director role, including all powers and duties. The role shall be relinquished upon the return of the pre-assigned staff, the availability of someone higher in the line of succession (Attachment 5), or the appointment of a successor by the Board of Supervisors (BOS).

In the absence of the BOS (in session), the CAO is empowered to proclaim the existence or threatened existence of a Local Emergency and to request the Governor to proclaim a State of Emergency. These actions by the CAO shall become void if not ratified by the BOS within seven (7) days.

6.5 Director of Emergency Services/EOC Director

The Director of Emergency Services/EOC Director is responsible for the coordination, planning and control of declared emergency response activities within Kern County/OA and may designate an Emergency Services Manager or other staff to accomplish assigned responsibilities. In order to ensure continuity of emergency management, should the CAO be out of the county or incapacitated and unable to perform his duties, the EOC Director automatically assumes the Chair of the Emergency Council.

Should the EOC Director be out of the county or incapacitated and unable to perform his duties, the Sheriff-Coroner shall automatically assume the duties of the Director of Emergency Services. If the Sheriff-Coroner is unable to perform these duties, the designee of the Fire Chief shall automatically assume the duties of Director of Emergency Services. If the designee of the Fire Chief is unable to perform these duties, the designee of the Sheriff-Coroner shall automatically assume the duties of the Director of Emergency Services. If the Fire Chief, the Sheriff-Coroner and both of their designees are out of the
County or incapacitated, the County Administrative Officer shall automatically assume the duties of the Director of Emergency Services. If the County Administrative Officer is unable to perform these duties, the next member of the Emergency Management Group after the Sheriff-Coroner shall automatically assume the duties of the Director of Emergency Services. That person automatically taking the duties of the Director of Emergency Services shall have all the power and authority of the Director of Emergency Services. This role shall be relinquished upon the return of the Director of Emergency Services or the next higher person on the list, or an appointment of a successor by the Board of Supervisors.

Duties and powers of the Director of Emergency Services/EOC Director include the following:

- Updates existing plans and agreements and approves the addition of contingency plans to the Basic Plan, subject to review by the Emergency Council.
- Commands the emergency management organization of Kern County/OA.
- Represents the county in dealings with private or public agencies pertaining to emergencies.
- In the absence of the BOS (in session) and the CAO, is empowered to proclaim the existence or threatened existence of a Local Emergency. Such proclamation will become void if not ratified by the BOS within seven (7) days.
- Under a Local Emergency or State of Emergency, the Director of Emergency Services/EOC Director is empowered to:
  - Make and issue rules and regulations on matters reasonably related to the protection of life and property, as affected by such emergency. Such rules and regulations must be confirmed at the earliest practicable time by the BOS. Members of the BOS will be briefed on specific problems within their respective districts on an individual basis.
  - Recommend that the Chair of the BOS request the Governor to proclaim a State of Emergency when, in the opinion of the EOC Director, locally available resources are inadequate to cope with the situation, or recommend that the CAO initiate such a request when the BOS Chair is unavailable.
  - Resolve questions of authority and responsibility that may arise within the emergency organization.
  - Obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and bind the County for the fair value thereof and, if required immediately, to commandeer the same for public use.
  - Require or delegate the power to require emergency services of any Kern County officer or employee, and to command the aid of as many citizens of this County as he deems necessary, when deemed essential for preservation of life and property. Such persons shall be entitled to all privileges, benefits and immunities as are provided by state law for registered Disaster Service Workers.
  - Requisition necessary personnel or material of any County department, agency or special district.
6.6 Emergency Services Manager

The Emergency Services Manager, under the direction of the Director of Emergency Services, is responsible to oversee the Office of Emergency Services (OES), provide staff support to the Emergency Council, and execute the administrative functions of the emergency organization. The Emergency Services Manager also serves as a non-voting member of the Emergency Council.

6.7 Operational Area

Kern County, acting through the emergency organization and Emergency Council, shall serve as lead agency of the Kern County Operational Area (OA). In an emergency, the KCOA shall serve as a link in the system of communications and coordination between the State’s Emergency Operations Centers (EOCs) and any centers established by the County, Cities and special districts within Kern County. The OA shall coordinate emergency activities between the County, incorporated cities, and special districts that have been impacted by an incident. Mutual aid requests that cannot be filled at the OA level will be forwarded to the OES Region for action.

6.8 Emergency Public Information

In order to preclude conflicting information, misinformation, and the initiation of rumors, all emergency information, press releases, and public statements will be coordinated through a single entity. The Emergency Public Information (EPI) function will be the responsibility of the primary response agency, as appropriate to the type of emergency/disaster situation confronting the County, until activation of the Emergency Operations Center (EOC). At that time, the Kern County Fire Department Public Information Officer (PIO) shall assume responsibility for overall public information releases and media briefings. Other County departments shall support the designated PIO and channel all such activities to that individual.

7.0 COUNTY/OPERATIONAL AREA EMERGENCY MANAGEMENT ORGANIZATION

At the time of a significant emergency, the County’s day-to-day organizational structure shifts to an emergency management organization (EMO) based on the nationally-recognized Incident Command System (ICS), the state-mandated Standardized Emergency Management System (SEMS), and the National Incident Management System (NIMS). Under the EMO, clearly defined roles and responsibilities and lines of authority, reporting and coordination are established, and areas of responsibility are grouped by function. The size and scope of the organization may be expanded or contracted, based on the demands of the incident and the availability of personnel.

Utilization of this standardized system of response allows for the flexibility necessary to accommodate various staffing levels on a 24-hour basis, provides for effective coordination and communication between County departments, with other local government jurisdictions (e.g., cities and special districts), and with state and federal agencies, and facilitates the establishment of a Unified Command structure, when indicated.

The Kern County/Operational Area emergency management organization (EMO) is comprised of the following:
- **FIELD RESPONSE UNITS**, including Law Enforcement, Fire and Rescue, Hazardous Materials (Hazmat), Emergency Medical Services (EMS), Public Health, Environmental Health, Public Works (Roads, Engineering and Survey Services, Building Inspection), Waste Management and Utilities personnel from the county, cities, special districts and utility companies, assess, secure and mitigate the effects of the incident.

- **EMERGENCY MANAGEMENT GROUP** (EMG), consisting of the members of the County Emergency Council (as defined by Kern County Code Chapter 2.66), together with other pre-assigned personnel (Attachment 8), staffs the County/OA emergency operations center (EOC) and coordinates response to the incident by all local units and jurisdictions.

- **SUPPORT AGENCIES**, including schools, non-government organizations (NGOs), such as the American Red Cross (ARC), Salvation Army (SA), Civil Air Patrol (CAP) and similar agencies, provide critical support services to the County/OA EMO.

- **VOLUNTEER AGENCIES/GROUPS**, including agencies and organized groups (e.g., Radio Amateur Civil Emergency Services [RACES], Amateur Radio Emergency Services [ARES] radio operators, Volunteer Organizations Active in Disasters [VOAD], Community Emergency Response Teams [CERTs]), as well as non-affiliated convergent volunteers provide support to various EMO levels.

### 7.1 EMO Levels of Response

As depicted in Figure 3, the Kern County/OA EMO constitutes three of the five SEMS levels of response – Field, Local Government (DOC) and Operational Area (EOC). The County/OA EOC reports to and coordinates directly with the fourth SEMS level - the State Region EOC (REOC), and, through the REOC, with the State and Federal response levels. Consistent with the SEMS concept of operations, each of the three levels of the County/OA EMO is activated only to the extent necessary to address the incident, and the organizational structure at each level of response is comprised of the same five ICS/SEMS functions – Command (in the field) and Management (in the Department Operational Center [DOC] and EOC), Operations, Planning/Intelligence, Logistics and Finance/Administration.

### 7.2 Field Level

At the field level, the Kern County departments listed in Figure 3 respond to emergency incidents within County unincorporated areas. Some of these departments, including Emergency Medical Services (EMS)/private ambulances, Department of Public Health (DPH), and Environmental Health Services (EHS), provide services on a countywide basis and, therefore, respond to emergency incidents in incorporated cities as well as in unincorporated areas. County field response units report to their respective DOC directly, or through a discipline-specific or assigned Communications/Dispatch Center.

The Kern County Sheriff’s Office (KCSO) and Kern County Fire Department (KCFD) provide contract services to a number of incorporated cities and respond within those jurisdictions, as well as within unincorporated areas. In such cases, these County departments continue to report to the assigned DOC, but also report to the City EOC via the Incident Commander.

Cities with their own police and/or fire departments provide first-in response at the field level within their respective jurisdictions and may request mutual aid response by KCSO and/or KCFD, when necessary. When the service territory of a special district is contained...
within the boundaries of one incorporated city, the district typically assigns an Agency Representative to the City EOC, which reports to the County/OA EOC on behalf of both local governments. More often, special district service territories overlap more than one jurisdiction (two or more cities or cities and unincorporated areas) and a special district EOC is established, which reports directly to the County/OA EOC.

Depending on the nature, scope and location of the incident, multiple disciplines and jurisdictions may respond to an incident at the field level and all utilize the Incident Command System (ICS). The response agencies at this level serve as an Emergency Response Team (ERT) organized under an integrated Incident Command System (ICS) structure comprised of the five ICS/SEMS functions – Command, Operations, Planning/Intelligence, Logistics and Finance/Administration. The appropriate jurisdiction and discipline assumes the Incident Commander (IC) role, or a Unified Command (UC) structure may be established, including representatives from those jurisdictions and disciplines having some primary responsibility for the incident.

7.2.1 **STATE AND FEDERAL FIELD RESPONSE**

When federal agencies are involved in field operations, coordination will be established with the appropriate City EOC and the County/OA EOC where the incident occurs, in accordance with normal ICS principles. In the field, state and federal agencies may be found in any ICS Section, Branch or Unit; or may be part of Unified Command. Their location in the local EMO will be determined by the nature and location of the specific incident and the type of assistance being provided.

Federal agencies may respond at the field level for flood disasters, oil spills, hazardous materials incidents or other hazard scenarios. Federal agency field response could occur for similar scenarios or for a civilian or military aircraft accident. For a civilian aircraft accident, local agencies will typically serve as the IC during the immediate emergency response phase and federal agencies, such as the National Transportation Safety Board (NTSB), will assume the IC role during the investigation and recovery phases. For military aircraft incidents, military authorities will assume the IC role for all response phases.
Figure 3 Kern Emergency Management Organization
7.3 Local Government Level

The Kern County local government EMO level includes County Department Operations Centers (DOCs) and city and special district EOCs, which deploy and direct their respective resources in accordance with their individual needs and priorities. For services typically provided by the County (e.g., public health, animal services, etc.), units are deployed based on Countywide needs and priorities.

7.3.1 COUNTY DEPARTMENT OPERATIONS CENTERS

At the time of a major emergency or disaster, Kern County departments that respond at the field level may establish a Department Operations Center (DOC) remote from the incident site (Figure 3). The DOC serves as a central department location from which pre-assigned staff, organized consistent with the five ICS/SEMS management functions, coordinates and supports response by the department’s field units. The DOC reports to the County/OA EOC, when activated and may communicate and coordinate directly with its field units, or via its department or discipline Communications/Dispatch Center.

The DOC may communicate directly with another County DOC or department when necessary to request assistance (e.g., the KCSO DOC may contact the Resource Management Agency [RMA] DOC to request traffic barricades). However, most requests for supplies and equipment not available in the department will be made to the County/OA EOC whenever the EOC is activated. An exception to this is requests for mutual aid by Fire and/or Law Enforcement & Coroner functions, which are made on a daily basis directly from the appropriate DOC to the external agency/department and the appropriate EOC Operations Branch is advised of the request.

It should be noted that a DOC may be activated for an event in which the County/OA EOC is not activated. For example, the KCFD may activate its DOC in a wildland fire to coordinate and support its field response units. In this case, the line of reporting would be consistent with the normal day-to-day organization. In addition, while DOCs are typically single discipline-based, two or more disciplines may operate from a single DOC (e.g., the RMA DOC includes Roads, Engineering and Survey Services, Building Inspection, Waste Management, and Environmental Health Services [EHS]).

7.3.2 CITY/SPECIAL DISTRICT EOCs

Each city and special district within the OA may activate an EOC to coordinate and support response to a significant emergency within its jurisdiction, and, if warranted, may proclaim a Local Emergency. In this situation, the Kern County/OA EOC would not be activated, unless specifically requested by the impacted city/district; two or more local governments (e.g., cities, special districts) activate their EOCs or proclaim a Local Emergency; a request is made for the Governor to proclaim a State of Emergency; or the Governor proclaims a State of Emergency.

Depending upon the location, nature and scope of the incident, the number of cities and special districts impacted, and the availability of personnel, each city and special district may assign an Agency Representative to physically report to the County/OA EOC to serve as a direct link for communications and coordination.
More often, due to the large number of cities and special districts in the County, the County/OA EOC Liaison establishes and maintains a communications and coordination link with each activated city and special district EOC Liaison.

7.4 County/Operational Area Level

The County/OA EOC is the level of the EMO where the Inter- and Multi-Agency Coordination System (MACS) concept of SEMS is performed and Kern County serves as the OA Lead Agency. As such, in addition to the County DOCs, local government EOCs (cities and special districts) are represented in the County/OA EOC, either through the physical presence of Agency Representatives, or via coordination and communication links between the County/OA EOC Liaison and City and Special District EOC Liaisons.

While each local government continues to maintain its autonomy and control over its personnel and equipment resources under a Local Emergency proclamation, the County/OA EOC level of the EMO plays a pivotal role in:

- Coordinating information, resources and priorities among the local governments within the OA, and between the OA and the state Regional EOC (REOC);
- Receiving and processing requests for mutual aid from local jurisdictions (fire, law enforcement, health and medical, have discipline-based mutual aid systems with a designated County Mutual Aid Coordinator) and, when unable to fill a request using local resources, forwarding the request to the appropriate discipline-specific Regional Mutual Aid Coordinator or the REOC; and
- Using multi-agency or inter-agency coordination to facilitate countywide response and recovery efforts with state and federal government agencies.

7.5 Region Level

The State of California is divided into three administrative regions (Coastal, Inland and Southern) and six mutual aid regions. Kern County is in the Inland (administrative) Region and Mutual Aid Region V (Attachment 12). State Regional EOCs (REOCs) are established within the administrative regions, when necessary, to coordinate mutual aid and/or provide other support to one or more County/Operational Area EOCs.

The Inland REOC will be activated when the Kern County/OA EOC or another OA EOC within the region is activated, the Governor proclaims a State of Emergency within the region, or the Governor proclaims an earthquake or volcanic prediction within the region. The REOC, organized around the five SEMS major management functions and using multi-agency or inter-agency coordination, provides support to all local governments within Kern County through communications and coordination with the County/OA EOC. In addition to statewide resources, the Inland REOC serves as Kern County/OA’s link to federal and military resources once a Presidential Disaster has been declared.

Mutual Aid Region V, similar to the other mutual aid regions, has pre-assigned Regional Mutual Aid Coordinators for Fire, Law, Coroner and Health and Medical. Other Mutual Aid Coordinators (e.g., Public Works) are designated on a statewide basis. When a Kern County/OA Mutual Aid Coordinator is unable to fill a request for resources from a local government within the county, the request is forwarded to the appropriate (e.g., discipline) Regional or Statewide Mutual Aid Coordinator for action.
The Kern County/OA EOC establishes and maintains a coordination and communications link with the Inland REOC via telephone, facsimile, web-based Response Information Management System (RIMS), and/or Operational Area Satellite Information System (OASIS). In addition, or alternatively, the REOC may deploy a field representative to the County/OA EOC to establish a direct coordination link.

7.6 State Level

The State level coordinates statewide operations, including providing mutual aid and support to local governments and using multi-agency or inter-agency coordination to facilitate decisions regarding overall statewide emergency response activities. When necessary, the state redirects essential supplies and other resources to priority areas.

The State Operations Center (SOC) is activated when an REOC is activated, upon the Governor’s proclamation of a State of Emergency, or upon the Governor’s proclamation of an earthquake or volcanic prediction. The State OES Director, other OES staff, and representatives from state agencies, staff the SOC, which is organized consistent with the five SEMS major management functions, similar to all other levels of the EMO.

The SOC establishes communications and coordination links with the activated REOCs, state level DOCs, and, when required by the nature and scope of the emergency, with other states and federal agencies. Access to state assistance by the Kern County/OA EOC is via the Inland REOC.

7.7 Federal Level

A federal Joint Field Office (JFO) may be established locally to provide a central location for federal, state and local representatives with responsibility for incident oversight, direction and/or assistance to coordinate the efforts of their respective agencies/jurisdictions. In addition, a Joint Information Center (JIC), may be established to provide one location from which public information officials from all participating agencies and jurisdictions can coordinate all incident-related public information efforts.

The Governor may request a Presidential Disaster Declaration when the scope of the incident is of such a magnitude that federal resources are needed to supplement local and state resources. The State Operations Center (SOC) coordinates and communicates with the Federal Emergency Management Agency (FEMA) and/or Department of Homeland Security (DHS) to request emergency response assistance from federal agencies and/or military assets.

Depending on the nature of the incident, the type of assistance provided by federal agencies, and the level of response at which such assistance is provided, federal resources will be integrated into the local ICS-based organization, consistent with SEMS and the National Incident Management System (NIMS). Military assets will remain under the direction and control of the military.

7.8 Non-Governmental Organizations

A number of external non-governmental agencies are involved in the response effort at the County/OA level, including the American Red Cross (ARC), Salvation Army (SA) and Radio Amateur Civil Emergency Services (RACES) radio operators, among others. Given the key roles that these three agencies play in providing direct, hands-on support within the County
and OA, each has one or more Agency Representatives pre-assigned to physically report to the County/OA EOC, or the appropriate County DOC as the incident requires, to coordinate response and recovery efforts with County/OA EOC Operations Section staff.

If the agency/group supports a particular function (e.g., the Red Cross provides Mass Care & Shelter), its representative will be assigned to that function, together with assigned County staff. If the agency/group supports several functions, its representative is usually located in the Agency Representative function in the Management Section.

7.8.1 American Red Cross

The American Red Cross (ARC), a national, non-profit, volunteer-based humanitarian organization, plays a unique role in disaster preparedness and response, based on a Congressional Charter (Federal Law 36-USC-3) to provide relief for persons affected by disaster and to assist individuals to prevent, prepare for and respond to emergencies.

The ARC is closely associated with the government in the promotion of its humanitarian mission, but is an independent agency financially supported by voluntary public contributions and cost reimbursement charges. Given its unique status and mission, the ARC has no counterpart in other humanitarian or charitable organizations in the United States.

The role of the ARC in day-to-day emergencies and disasters includes:

- Provide relief for persons affected by disaster, including serious hazardous materials emergencies:
  - Food, clothing, and lodging
  - Supplemental medical and nursing assistance
  - Family services
  - Rehabilitation services

- Assist local government with damage surveys, warning and protective actions (evacuation and shelter-in-place operations), as requested.

The ARC representative to the County/OA EOC is assigned to the Care & Shelter Branch in the Operations Section, together with assigned Kern County Department of Human Services (KCDHS) personnel. The ARC and KCDHS EOC staff coordinate the establishment of shelters for displaced individuals and families in all impacted cities and unincorporated areas of Kern County. The roles and responsibilities of the ARC and KCDHS staff are detailed in Part 3, Annex B-8.

7.8.2 Salvation Army

The Salvation Army (SA) is an international nonprofit agency, which provides religious and social services, with programs adapted to local community needs. In Kern County, the SA’s pre-assigned role is to provide Feeding Services at designated shelter sites, using a combination of paid staff and unpaid volunteers.

In a disaster or major emergency, SA has the capability to provide a range of services, based upon a request from a governmental agency, including police, sheriff, fire, emergency dispatch (911), State or local Office of Emergency Services.
(OES), or the Federal Emergency Management Agency (FEMA). The disaster-related services available in Kern County include:

- **Food Services**
  - Canteens - mobile feeding units that can provide food or hydration for small or large groups (e.g., five to 500).
  - Mobile Kitchens - larger food preparation and feeding units that can provide larger volumes and for more extended periods of time.

- **Counseling and Emotional and Spiritual Care**
  - Counsel - Trained Salvation Army Officers and staff provide counsel, Critical Incident Stress Management and, when appropriate, emotional and spiritual care counseling for victims, disaster workers and first responders.
  - Training - Trainers for Critical Incident Stress Management (CISM) provide expertise in specialized training for members of fire, police, mental health, medical, health and hospital staff and others that need to be ready for individual CISM applications for peer-to-peer use.

- **Disaster Communications**
  - Salvation Army Team Emergency Radio Network (SATUREN) amateur radio communications provides a victim location and communication function to connect victims that cannot be located by loved ones with their concerned family.
  - SATUREN radio volunteers are available to provide support to ARES/RACES radio operators.

The SA representative to the County/OA EOC is assigned to the Care & Shelter Branch in the Operations Section, together with the assigned Kern County Department of Human Services (KCDHS) and ARC personnel. The SA and DHS EOC staff coordinate feeding services in designated shelters for displaced individuals and families in all impacted cities and unincorporated areas of Kern County. The roles and responsibilities of the SA and KCDHS staff are detailed in Part 3, Annex B-7.

7.8.3 **RADIO AMATEUR CIVIL EMERGENCY SERVICES**

Radio Amateur Civil Emergency Services (RACES) volunteers supplement the County/OA's emergency communications with amateur radio systems and operators. In addition to radio communications, the RACES volunteers can establish digital, video and Internet communications links with otherwise inaccessible areas of the county.

A number of RACES radio operators are pre-assigned to report to the Logistics Section of the County/OA EOC when it is activated following a disaster. Additional volunteers are pre-assigned to report to County Department Operations Centers (DOCs) and city and special district EOCs. In addition, at the time of a disaster, the RACES Net Coordinator in the County/OA EOC can ask for other available amateur radio operators to report to specific locations in the county (e.g., hospitals, shelters, etc.) in need of emergency communications.
7.9 Volunteers

There are two categories of individual volunteers who may respond to support the Kern County EMO following a disaster: 1) those who are part of an established volunteer program, and 2) those who emerge at the time of a disaster. Although those in the first category may be pre-assigned to an emergency function, and, therefore, easily incorporated into the EMO, the emergent volunteers may also provide valuable support to the EMO following a quick orientation.

The County Personnel Department staffs a Volunteer Coordinator function in the County/OA EOC Logistics Section and a local nonprofit group – Kern Volunteer Organizations Active in Disasters (VOAD) – provides support to the Personnel Department in performing this function. The Volunteer Coordinator is responsible for checking-in, assigning and orienting volunteers and for ensuring that each volunteer is registered as a Disaster Service Worker before being assigned to support an emergency function or location.

8.0 KERN COUNTY/OPERATIONAL AREA EMERGENCY OPERATIONS CENTER

In accordance with the Standardized Emergency Management System (SEMS), Kern County and the local jurisdictions (e.g., cities and special districts) within the County boundaries constitute the Kern Operational Area (OA). The County, acting through its emergency management organization (EMO), is the OA Lead Agency responsible for coordinating emergency activities between the County, incorporated cities and special districts, and serving as the coordination and communications link between the state’s emergency operating centers and any emergency centers established by Kern County, its cities and special districts.

At the time of a major emergency or disaster, the pre-assigned County and external agency staff operate from the Kern County/Operational Area (OA) Emergency Operations Center (EOC). The EOC is a location from which pre-assigned staff provides centralized emergency management (Attachment 10 lists primary and alternate EOC locations). The level of EOC activation (partial or full) and staffing may vary, based on the scope of the emergency event (Attachment 8 lists primary and alternate EOC assignments).

Procedures for activating and operating the EOC are contained in Part 3 – EOC Manual.

8.1 Purpose

The EOC allows for face-to-face coordination among the staff who must make emergency decisions and provides a central location from which:

- Centralized strategic management is performed.
- Multiple incidents with individual Incident Command Posts (ICPs) are managed;
- To provide support and resources to field response units.

The County has pre-designated primary and alternate EOC locations (Attachment 10). The primary location will be utilized unless damage or inaccessibility precludes its use. In such a case, a note will be posted at the entrance to the primary location indicating that the EOC has been established at the alternate location.
8.2 Organization

The EOC is organized around the five major functions of SEMS, including: Management, Operations, Planning/Intelligence, Logistics and Finance/Administration. The functional flexibility associated with SEMS is particularly useful in EOC operations, as is the Multi-Agency Coordination System’s (MACS) emphasis on coordination, incident prioritization and resource allocation.

Because of its standardized organizational structure and common terminology, SEMS provides a useful and flexible management system that is particularly adaptable to incidents involving multi-jurisdiction and/or multi-agency response. SEMS provides the flexibility to rapidly activate and establish an organizational structure around the functions that need to be performed, in order to efficiently and effectively mitigate the emergency.

Consistent with SEMS, the EOC organizational structure develops in a modular fashion, based upon the nature and size of the incident, the availability of EOC staff, and maintenance of an appropriate span of control.

The EOC staff builds from the top down;

- As the need arises, five separate sections can be activated, each with several sub-units that may be established as needed; and
- The specific organizational structure established for any given incident will be based on the management and resource needs of the incident.

8.3 Staffing

The EOC Director will determine the extent to which the EOC will be activated (partial or full), based upon the nature and scope of the emergency. The activated Section Chiefs will determine if additional Section personnel are required and will make the necessary notifications.

Upon the proclamation of a Local Emergency, the Emergency Management Group (EMG) (Attachment 4) and all remaining EOC staff may be activated, as necessary. The EMG, like all EOC staff, will support the EOC Director in managing and coordinating the emergency response.

8.4 Roles and Responsibilities

The roles, responsibilities and function-specific procedures associated with each EOC function are detailed in Part 3 to this EOP (see EOC Manual and Annexes). In general, the roles and responsibilities of the EOC staff include the following:
Figure 4 - Kern County/Operational Area EOC Organization
8.4.1 MANAGEMENT SECTION

The Director of Emergency Services/EOC Director leads this Section and is responsible for overall management of EOC operations and for briefing the CAO and the BOS on the situation. The BOS members may be asked to disseminate public information within their respective districts and/or to attend media briefings by the Public Information Officer (PIO). The Management Section establishes strategic incident objectives and response priorities; provides policy direction when necessary; resolves any conflicting demands for support; coordinates with other local, state and federal government agencies and local support agencies; prepares and disseminates public warnings and information; and submits status and damage information to the State Inland Region EOC (REOC).

When fully activated, the Management Section (see Annex A) includes the following functions:

- EOC Director
- EOC Deputy Director
- Legal Advisor
- Public Information Officer
- Policy Advisor/Liaison
- Safety Officer(s)
- Agency Representative(s)

8.4.2 OPERATIONS SECTION

The Operations Section supports field response by coordinating the tactical operations of the incident response assets (in accordance with the approved EOC Action Plan), regardless of agency affiliation or type of asset (e.g., law enforcement, fire suppression, medical, etc.).

The Operations Section is composed of several disciplines or functional groups (Branches), each with its own supervisor or coordinator. Some or all of the functions may be involved in incident response. When fully activated, this section includes:

- Operations Section Chief (Annex B-1)
- Law Enforcement & Coroner Branch (Annex B-2)
- Fire, Rescue & Hazardous Materials (Hazmat) Branch (Annex B-3)
- Health & Medical Branch (Annex B-4 – EMS, DPH, EHS, MH)
- Care & Shelter Branch (Annex B-6)
- Construction & Engineering Branch (Annex B-5 – Roads, Engineering & Survey Services)
- Debris Management Branch (Annex B-7 – Waste Management)

If available personnel resources do not allow for the activation of all functions, the tasks assigned to that function must be assigned to the person next highest in the organization, in this case the Operations Section Chief.
8.4.3 **PLANNING/INTELLIGENCE SECTION**

The Planning/Intelligence Section collects, analyzes, displays and disseminates incident data relating to hazards, damage and situation status; maintains status of EOC resources; and prepares the EOC Action Plan. This Section becomes the organizational focus for all information or intelligence related to the incident and is responsible for:

- Collecting and displaying situation, operational and resource information;
- Identifying potential short- and long-term impacts of the incident on County resources and operations;
- Preparing the EOC Action Plan, in consult with the Operation Section and with input from all EOC Sections;
- Disseminating Situation Status Reports to the EOC and other County staff, City & Special District EOCs, and REOC; and
- Establishing and maintaining central repository for incident documentation.

The following functions comprise the Planning/Intelligence Section.

- Planning/Intelligence Section Chief
- Situation Status Unit
- Resource Status Unit
- Documentation Unit
- Damage Assessment Unit
- Demobilization Unit
- Technical Specialists

If available personnel resources do not allow for the activation of all functions, the tasks assigned to that function are the responsibility of the person next highest in the organization, in this case the Planning/Intelligence Section Chief.

8.4.4 **LOGISTICS SECTION**

The Logistics Section is responsible for procuring personnel, equipment, supplies, facilities, and transportation; providing information systems and emergency communications; recruiting and coordinating volunteers; and donation management, in support of incident operations. This would include specialized equipment and food and shelter for emergency workers and providing logistics support to the EOC.

The following functions comprise the Logistics Section.

- Logistics Section Chief
- Communications & Information Technology
- Supply
- Facilities
- Transportation
- Personnel/Volunteers
- Donations
If available personnel resources do not allow for the activation of all functions, the tasks assigned to that function are the responsibility of the person next highest in the organization, in this case the Logistics Section Chief.

8.4.5 **FINANCE/ADMINISTRATION SECTION**

This section is responsible for the financial management of the incident, including issuing payments or purchase orders for equipment, supplies, and services; compiling expenditure tracking and personnel timekeeping records; preparing insurance and disaster assistance claims; and providing administrative support to the EOC.

The following functions comprise the Finance/Administration Section.

- Finance/Administration Section Chief
- Procurement
- Cost & Time
- Compensation & Claims

If available personnel resources do not allow for the activation of all functions, the tasks assigned to that function are the responsibility of the person next highest in the organization, in this case the Finance/Administration Section Chief.

9.0 **CONCEPT OF EMERGENCY OPERATIONS**

The information contained in this section provides a summary overview of the Kern County and Operational Area approach to managing major emergencies. More detailed information can be found in Part 2 - Emergency Procedures and Part 3 – EOC Manual, containing EOC Procedures and Functional Annexes.

9.1 **Levels of Emergency**

State OES divides significant emergencies into three levels classified as Moderate (Level 1), Major (Level II) and Catastrophic (Level III). The purpose for this classification is to provide a standard for identifying the magnitude and scope of the event and the extent to which the statewide emergency management system should be activated.

- **Level 1** (Moderate) – A minor to moderate incident wherein local resources are adequate and available. A Local Emergency may or may not be proclaimed.

- **Level II** (Major) – A moderate to severe emergency wherein local resources are not adequate and mutual aid may be required on a regional or statewide basis. A local Emergency will be proclaimed and a State of Emergency may also be proclaimed.

- **Level III** (Catastrophic) – A major disaster wherein resources in or near the impacted area are overwhelmed and extensive 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 will be requested.
9.2 Response Priorities

The priorities to be implemented for a given emergency will be established at the time of the event. Some of these priorities will be addressed simultaneously, depending on the type of incident, the nature and location of the problems, the type and extent of damages, accessibility to the site(s), and the number and classification of personnel available for emergency response. Nonetheless, there will undoubtedly be situations in which competition for limited resources will exist. Under such circumstances, the following priorities should serve as a guide for the distribution of available resources:

- Meeting the immediate needs of people (rescue, medical care, food, shelter, clothing);
- Temporary restoration of facilities essential to protecting health and safety, whether publicly or privately owned (sanitation, water, electricity, road, street and highway repairs); and
- Meeting the rehabilitation needs of people (temporary housing, food stamps, employment, etc.).

9.3 County/OA Roles

Kern County has two major roles to play in responding to disasters, both of which are performed from the Kern County/OA Emergency Operations Center (EOC):

1. Assessing the situation and mitigating the effects of the incident on the unincorporated areas of the County; and

2. As the lead agency for the Operational Area (OA), compiling, processing and exchanging intelligence; requesting and allocating mutual aid resources; and serving as the communications and coordination link between the OA member jurisdictions and the State Regional EOC (REOC).

9.4 Operational Area Jurisdiction Role

Each OA member jurisdiction/agency manages emergency response within its jurisdiction and may activate an EOC from which it: establishes and maintains a coordination and communications link with the Kern County/OA EOC for the purpose of providing regular situation reports, requesting mutual aid resources if necessary, and coordinating response activities with other OA member jurisdictions.

9.4.1 COMPOSITION

The Kern County Operational Area (OA) Emergency Management Organization (EMO) is comprised of over one hundred member jurisdictions, including the County of Kern, all incorporated cities, all school districts and selected special districts within the County (Attachment 13).

9.4.2 AGREEMENT

All members of the OA EMO have entered into an Agreement for Participation in the Kern County Operational Area Emergency Management Organization, which stipulates:
• The Kern County Operational Area is that intermediate level emergency management organization as defined in the California Emergency Services Act and SEMS Regulations.

• The County of Kern is the Lead Agency for the OA.

• All OA members will cooperate and participate in an orderly approach for collecting and exchanging disaster intelligence information and resource requests.

• All members will coordinate response activities with the Kern County OA Lead Agency during emergencies and disasters.

• All members will comply and operate in accordance with SEMS regulations when responding to and managing emergency and disaster activities located within the Kern County Operational Area.

9.4.3 Kern County/OA EOC Representation

All OA member jurisdictions shall provide representation to the Kern County/OA EOC as follows:

• Through their respective EOCs, Cities will coordinate response activities with the County/OA EOC, and, if requested to do so, each City will send a representative to the OA EOC to provide a direct communications and coordination link.

• The Kern County Superintendent of Schools functions as the central point of contact (POC) for all school districts and coordinates the response activities of these districts with the OA EOC. If requested, the Superintendent will report to the County/OA EOC to provide a direct communications and coordination link.

• Special Districts will coordinate their respective response activities with the OA EOC, and, if requested to do so, will send a representative to the OA EOC to provide a direct communications and coordination link.

9.5 Standard Operating Procedures

During the preparedness phase, County departments and OA jurisdictions are responsible for developing and maintaining the Standard Operating Procedures (SOPs) necessary to perform the functions assigned in this plan. The SOPs must comply with this EOP and its Annexes and should be reviewed and approved by the assigned Department Head.

9.6 Activation

There are three activation levels for the Kern County/OA EOC and emergency management organization (EMO). Depending on the nature and scope of the event, activation may range from placing some or all of the County/OA EOC staff on standby (Level 1), to partial (Level II) or full (Level III) EOC activation.

The Director of Emergency Services/EOC Director and the OES Emergency Services Manager may authorize Level 1 activation; however, only the Director of Emergency
Services/EOC Director or his designated successor(s) may authorize Levels II and III activation.

9.7 Notification and Recall

The Kern County Fire Department (KCFD) Emergency Communications Center (ECC) will notify the on call Kern County OES staff when an alert, warning, or report of a significant emergency is received. After conferring with the EOC Director, the on call OES staff will advise the ECC of the EOC and other County staff notifications to be made via the County alpha-numeric paging system, Kern Alert, public safety radio broadcasts and telephone. Other County staff will be notified in accordance with departmental SOPs.

County OES staff will notify the State OES Warning Center and the OA member jurisdictions of the situation and the level of County/OA EOC activation. The EOC Liaison will make additional internal and external notifications as directed by the EOC Director and/or Emergency Services Manager. The EOC Public Information Officer (PIO) will notify the media via Kern Alert broadcast.

In the event of wide-scale damage to the County’s communications infrastructure, local radio and television stations may be used to notify and recall County staff. For obvious emergencies, such as earthquakes, flooding, etc., staff pre-assigned to perform a Kern County/OA emergency function are expected to report automatically as assigned, after ensuring the safety of their families.

9.8 Reporting Locations and Work Shifts

During response to major emergencies with an extended emergency response phase, the County/OA EOC staff may be assigned to work 12-hour shifts, as determined by the EOC Director. Field staff, to the maximum extent practicable, will remain on eight-hour shifts, with a minimum of eight hours off between shifts. When assigning employees to other emergency functions, County Department Heads designate work shifts and reporting locations/duty stations for each.

When an obvious emergency (e.g., major earthquake) occurs during off-duty hours, County/OA EOC staff and employees with emergency assignments will report automatically on the assigned shift to the pre-designated duty station. If unable to reach the assigned location, employees will report to the closest County facility or other local jurisdiction and will attempt to contact the assigned work supervisor to advise of status.

9.9 Employee Information Hotline (661-868-2300)

An employee information hotline has been established to provide County employees with information and instructions at the time of an emergency. The County/OA EOC Logistics Section Human Resources Unit Leader, in consult with the County/OA PIO, will record messages on this hotline, as directed or approved by the EOC Director.

9.10 Status Reporting

Following a major emergency, all on-duty County personnel are required to provide initial and periodic verbal status reports concerning personal status and any injuries or damages observed to the assigned supervisor. County employees who may be traveling on County-related business (conference, training, meeting, etc.) at the time of a significant emergency
at the travel location must contact the assigned County supervisor as soon as possible and provide a personal welfare/status report.

Supervisors will compile reports from assigned employees and will provide the Department Head with a summary status report. As soon as possible following an event that occurs during normal business hours, all Department Heads will submit a standard Status Report to the EOC Director (see Part 2 – Section 4.0). Updated reports will be submitted as needed, or as directed by the EOC Director.

9.11 Resource Management

During response to significant emergencies, multiple requests for similar and/or scarce resources requires close coordination between all activated local government EOCs and the County/OA EOC and between the Operations and Logistics Sections at both EOC levels. Consequently, whenever the County/OA EOC is activated, requests for personnel and equipment resources from Cities and Special Districts will be made to the County/OA EOC. Any action which involves financial outlay by Kern County or a request for military assistance, must be authorized by the EOC Director. If the situation dictates, State OES will coordinate the establishment of one or more Disaster Support Areas (DSAs) where resources and supplies can be received, stockpiled, allocated and dispatched to support operations in the affected area(s).

9.12 Staging Areas

Staging Areas are locations established at the time of an incident where non-assigned County/OA staff, volunteers, vehicles and emergency equipment can be assembled for deployment to an incident location. A Staging Area Manager, assigned by the County/OA EOC Operations Section Chief: 1) establishes and maintains a communications and coordination link with the EOC and the Incident Command Posts (ICPs); 2) implements a check-in/check-out process for tracking personnel and equipment; and 3) deploys personnel and equipment resources, as directed by the County/OA EOC Operations Section staff.

9.13 Assembly Areas

The County Department Head whose department occupies the most space in a County-occupied facility is responsible for designating an outdoor Assembly Area. The Assembly Area serves as a central location to which facility occupants report whenever the building is evacuated. Employees gather by department or workgroup and Department Heads or Supervisors account for all employees who were on-site when the evacuation took place.

9.14 Care & Shelter

The Kern County Department of Human Services (KCDHS) is responsible for working closely with its partners, the Kern County Chapter of the American Red Cross (ARC) and the Salvation Army (SA), to plan for, establish, staff and manage shelters for the displaced following a disaster. The Kern County ARC Chapter maintains written shelter agreements with local schools and school districts and mutual aid agreements with other ARC Chapters to provide assistance at the time of disaster.

The KCDHS also coordinates with the County Department of Public Health (DPH) and Mental Health System of Care (MH) to provide nursing and mental health support for the shelters as necessary.
10.0 PUBLIC AWARENESS AND EDUCATION

The public's response to any emergency is based on an understanding of the nature of the emergency, the potential hazards, the likely response of emergency services, and knowledge of what individuals and groups should do to increase their chances of survival and recovery. Public awareness and education prior to an emergency or disaster will directly affect Kern County's emergency operations and recovery efforts.

10.1 Emergency Public Information

Emergency Public Information (EPI) is a priority of utmost importance during emergencies and disasters. The Public Information Officer (PIO) information in Part 3 of this EOP describes the County/Operational Area's EPI organization and prescribes procedures for:

- The dissemination of accurate and timely instructions and information to the public during periods of emergency;
- Response to media inquiries and calls from the public;
- Establishment of a Public Information Officer function in the EOC; and
- Establishment of a 24 hour EPI point of contact.

10.2 EPI Assumptions

- The general public will demand information about the emergency situation and instructions on proper survival and response actions.
- The media will demand information about the emergency.
  - The local media, particularly radio, will perform an essential role in providing emergency instructions and periodic updates to the public.
  - Depending on the severity of the emergency, or the media's perception of the severity, regional and national media may also demand information and may play a role in reassuring (or alarming) distant relatives of disaster victims.
  - Depending on the severity of the emergency, telephone communications may be sporadic or impossible.
- Local and regional radio/television stations without emergency power may also be off the air.
- Telephones may be inoperative.
- The emergency organization will become overwhelmed by the demand for information if a sufficient number of trained staff are not available.

11.0 RECOVERY OPERATIONS

There is no clearly defined separation between response and recovery. As the threat to life, property and the environment dissipates, the attention and efforts of the EOC Director will focus on recovery issues. Recovery occurs in two phases - short-term and long-term, and addresses both public and private damages. Annex F to this plan provides more detailed recovery information and procedures.
11.1 Short Term Recovery

Short-term recovery operations will begin during the response phase of the emergency. The goal of short-term recovery is to restore the County/Operational Area (OA) and community to at least a minimal capacity, including:

- Utility restoration;
- Expanded social, medical, and mental health services;
- Re-establishment of the County/Operational Area government operations;
- Transportation routes access;
- Debris removal;
- Cleanup operations;
- Abatement and demolition of hazardous structures; and
- Initiate procedures to segregate and track response costs to support effective cost recovery.

Each jurisdiction will coordinate its efforts to restore utility systems and services during recovery operations. Medical services may need to operate from temporary facilities, as necessary. The Kern County Mental Health System of Care may coordinate and conduct Critical Incident Stress Debriefings for emergency response personnel and victims of the disaster.

For federally declared disasters, tele-registration centers may be established by the Federal Emergency Management Agency (FEMA) to assist disaster victims and businesses in applying for grants, loans, and other benefits. In coordination with the County Department of Human Services and the American Red Cross (ARC), the County/OA may provide shelter for disaster victims, until housing can be arranged.

The County/OA will ensure that debris removal and cleanup operations are expedited. On the basis of damage assessment conducted by County/Operational Area building and engineering staff, structures that pose a public safety concern will be demolished.

11.2 Long Term Recovery

The major objectives of long-term recovery operations include:

- Coordinate delivery of social and health services;
- Improve land use planning;
- Restore local economy to pre-disaster levels;
- Recover disaster response costs; and
- Integrate mitigation strategies into recovery planning and operations.

The goal of long-term recovery is to restore the community to its pre-disaster condition. Long-term recovery includes hazard mitigation activities, restoration or reconstruction of damaged public and private facilities, and disaster response cost recovery. The County/OA will be responsible for its own approach to mitigation, which could include zoning variances, building code changes, plan reviews, seismic safety elements, and other land use planning measures. The County/OA’s redevelopment agency will play a vital role in rebuilding commercial areas of the County.
12.0 AFTER ACTION REPORTING

The California Emergency Services Act and SEMS regulations require an After Action Report (AAR) from involved State and local agencies within 90 days after each declared disaster. This requirement applies only to state and local government agencies seeking reimbursement from the State for personnel-related response costs.

The SEMS statute and implementing regulations are written broadly enough to encompass the National Incident Management System (NIMS) requirements for a Corrective Action Plan (CAP) without any additional SEMS regulatory changes. Therefore, the SEMS Guidelines will serve as the primary resource for developing AARs and the CAP.

The After-Action Report will provide, at a minimum:

- Response actions taken;
- Application of SEMS;
- Suggested modifications to SEMS;
- Necessary modifications to plans and procedures;
- Training needs;
- Recovery activities to date; and
- Improvement (Corrective Action) Plan.

See Part Three, Section 17.0 for more detailed information.