

EMERGENCY FUNCTION (EF) 2 COMMUNICATIONS

TABLE OF CONTENTS

I.	INTRODUCTION.....	2
	A. Purpose	2
	B. Mission Statement.....	2
	C. Scope.....	2
II.	POLICIES.....	3
III.	PLANNING ASSUMPTIONS.....	4
IV.	CONCEPT OF OPERATIONS	4
	A. General	4
	B. Organization	5
	C. Notifications.....	7
	D. Emergency Operations	7
V.	RESPONSIBILITIES.....	10
	A. Coordinating Agency.....	10
	B. Joint Primary Agencies.....	11
	C. Support Agencies.....	11
VI.	INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION.....	12
VII.	ADMINISTRATION, FINANCE, LOGISTICS	12
	A. Resource Procurement	12
	B. Financial Management	13
	C. EF Development and Maintenance	13
VIII.	AUTHORITIES AND REFERENCES.....	13
IX.	ACRONYMS	15
X.	ATTACHMENTS	16

EMERGENCY FUNCTION (EF) 2 COMMUNICATIONS

EF Coordinator:	San Mateo County Office of Public Safety Communications
Joint Primary Agency:	San Mateo County ESB San Mateo County Radio Services San Mateo County Office of Public Safety Communications
Supporting Agencies:	Sheriff's Communications Unit, Radio Amateur Civil Emergency Services (RACES) San Mateo County Information Services Department (ISD) San Mateo County Fire Districts San Mateo County Sheriff's Office Municipal Fire Departments Municipal Police Departments Key Vendor Support Motorola AT&T Verizon Telecommunication Engineering Association

I. INTRODUCTION

A. Purpose

The purpose of Emergency Function (EF) 2 is to provide communications during an emergency or disaster in San Mateo County (SMC). EF 2 can provide personnel and resources to support preparedness, response, recovery, and mitigation in support of the primary emergency management objectives. The EF 2 coordinator directs emergency communications. EF 2 resources are used when the San Mateo County Office of Emergency Services (OES) or response agencies request additional communications services for emergency events.

B. Mission Statement

To coordinate the utilization of emergency communications resources and support the restoration of emergency communications within SMC.

C. Scope

The scope of EF 2 during its activation is to:

1. Coordinate emergency communications between various disciplines.

2. Establish and maintain communications for facilities that are integral to efficient disaster operations.
3. Ensure the SMC Emergency Operations Center (EOC) and systems are prepared for emergencies.
4. Determine and monitor the functionality and interoperability of communications systems and capabilities.
5. Ensure the functionality and interoperability of communications systems of all types used for providing public alerts and emergency instructions, and offer support for ongoing public information about emergency operations.
6. Coordinate and facilitate restoration of damaged public and private communications systems required for emergency operations.

II. POLICIES

The following policies apply to the implementation of this EF:

1. The designated primary and support agencies are responsible for and committed to staffing and implementing this EF at the time of its activation by the SMC OES.
2. This EF will be implemented in a manner consistent with the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS), the basic plan of the San Mateo County emergency operations plan (EOP), applicable agency procedures and policies, and all applicable regulations and statutes.
3. The priorities for emergency operations implemented by this EF will be consistent with and supportive of the objectives set forth by the EOC. The EOC initiates an action plan (AP) for the applicable EOC operational period.
4. When the resources and capabilities available to this EF are limited, resource allocation will be in accordance with the priorities established by the SMC EOC-AP, as well as by the following, in descending order of importance:
 - a. Protection of human health and safety;
 - b. Protection of critical infrastructure;
 - c. Protection of property; and
 - d. Protection of environmental quality.
5. The primary and support agencies participating in EF 2 operate in conformance with SEMS and NIMS and will adopt additional components of NIMS as they are promulgated. NIMS components include incident command system (ICS), planning and preparedness activities, resource management mechanisms, communications and information management requirements, supporting technologies, and ongoing management and maintenance requirements.

III. PLANNING ASSUMPTIONS

The following planning assumptions have been used to develop this EF. If these assumptions are not valid for a specific event or circumstance, it will be necessary to modify the operational concepts and assigned responsibilities defined herein:

1. The primary and support agencies will have adequate personnel and equipment available at the time of EF activation to support emergency operations.
2. The equipment, systems, and supplies normally available to the primary and support agencies needed for emergency operations will remain functional to support the EF's operations.
3. All resource requests from mutual aid organizations will be made through the SMC EOC and will be provided on a timely basis where needed in support of emergency operations.

IV. CONCEPT OF OPERATIONS

This section defines the concept of operations that will be used by the primary and support agencies to implement EF 2 at the time of a disaster. The concept of operations includes actions to be taken by the agencies responsible for the EF during the pre-event timeframe, as well as during emergency response and disaster recovery periods. The concept of operations for the EF is applicable regardless of the scope, type, or duration of emergency event.

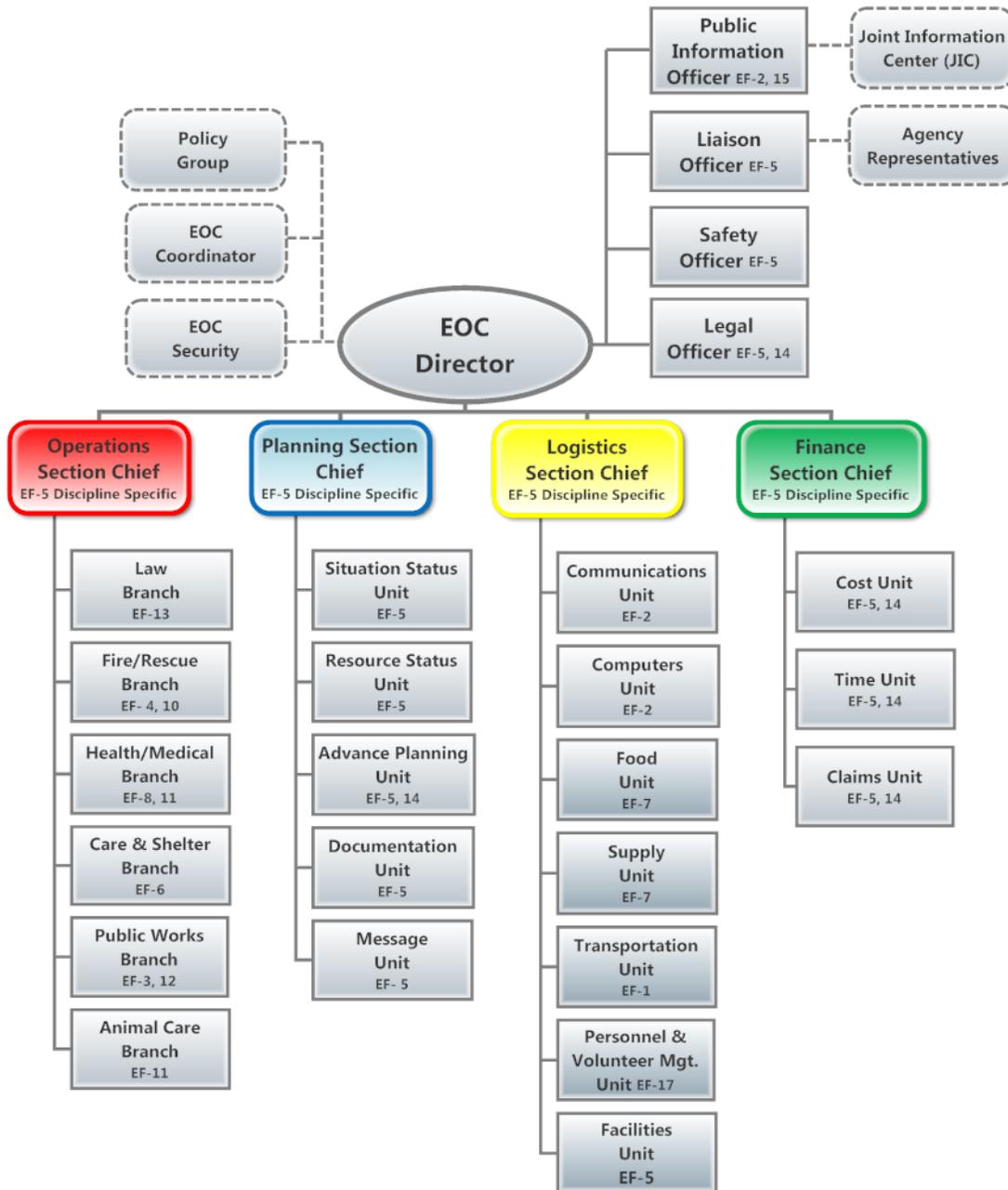
A. General

1. This EF will be activated, staffed, and implemented by the primary and support agencies whenever directed to do so by the SMC EOC. The primary agency may be directed to activate the EF prior to the onset of an emergency situation, immediately after its impact on the County, or at any time during the activation of the EOC. Once directed to activate the EOC, the primary agency is responsible for notification and mobilization of its personnel and resources as they are needed, as well as directing mobilization of the personnel and resources of designated support agencies.
2. Once activated, designated personnel from the primary agency will coordinate operations of the EF from its position in the EOC, where adequate communications and data management systems are available. Operational coordination by the primary agency will continue from the EOC until the time the EF is authorized to deactivate and terminate operations.
3. The EOC Director will activate this EF whenever the known or anticipated impacts of the event require its services and capabilities. Activation may be considered needed when one or more of the following has or is expected to occur:
 - a. Significant damage to the County's infrastructure has occurred or will occur.
 - b. Large-scale evacuation is required.
 - c. Communications operations will be complex or widely spread, increasing the need for central coordination of operations.

B. Organization

1. The position of this EF in the EOC organizational structure is shown in the organization chart below. EF 2 is positioned in the Logistics Section.
2. The SMC PSC serves as the coordinator and facilitator of operations implemented by the EF, and in this capacity, is assisted by the designated support agencies. The primary agency will commit its own personnel, facilities, and resources to EF operations, requesting assistance from the designated support agencies when necessary.
3. The organization of the EF is expected to remain the same for both emergency response and disaster recovery operations.

San Mateo County EOC Organizational Chart



Emergency Functions (EF)			
EF #1	Transportation	EF #10	Hazardous Materials
EF #2	Communications	EF #11	Food and Agriculture
EF #3	Construction and Engineering	EF #12	Utilities
EF #4	Fire and Rescue	EF #13	Law Enforcement
EF #5	Emergency Management	EF #14	Long-Term Recovery
EF #6	Care and Shelter	EF #15	Public Information
EF #7	Resources	EF #17	Volunteer and Donations Management
EF #8	Public Health and Medical		

C. Notifications

1. The SMC OES will be responsible for notifying the EF coordinator in the primary agency of the need to activate the EF or, if indicated, to stand by in the event that EF activation is required. In turn, the EF coordinator (or alternate coordinator) is responsible for notifying the designated support agencies of the notification to activate the EF or to stand by for possible activation. The EF coordinator (or alternate coordinator at the time) is responsible for determining whether personnel from some or all of the support agencies should be notified and mobilized.
2. The primary agency maintains an up-to-date, 24-hour notification roster of its agency's personnel assigned to this EF, as well as representatives of the support agencies. (This roster could be an attachment to the EF or maintained as a separate document because it will have home phone numbers and other private information).

D. Emergency Operations

This section describes the emergency operations that may be required of the primary and support agencies to be prepared for EF activation, as well as the operations to be implemented during the response and recovery phase. Actions to be taken for demobilization of the EF are also defined.

1. Pre-Event Preparedness

The EF coordinator has management oversight for EF 2. To ensure readiness to activate the EF, the primary and support agencies will check that the following actions are taken prior to the onset of an emergency event:

- a. Equipment inventories and personnel rosters necessary for EF implementation will be up-to-date and immediately available. Categorizing and classifying response and recovery resources must be provided by, or available to, the primary agency in accordance with resource-typing guidelines issued by the NIMS Integration Center.
- b. As indicated, agencies will ensure that primary and support agency personnel designated for EF implementation have received all necessary and required training, and are appropriately credentialed and certified in accordance with guidelines issued by the NIMS Integration Center.
- c. Agencies will assist the designated alternate EF coordinator(s) and the assigned personnel from the EF primary and support agencies in understanding their duties for the EF maintenance and activation, as well as continually improving their capabilities for effective EF implementation.
- d. Agencies will coordinate pre-incident efforts with private-sector organizations as they relate to the EF.
- e. Agencies will coordinate EF preparedness activities related to all levels of planning for response and recovery operations.

- f. Facilities, systems, equipment, and supplies that are necessary for EF implementation will be protected from the effects of the event to the greatest extent feasible.
- g. If indicated, personnel will be pre-deployed to protected locations or facilities to expedite implementation of the EF.
- h. Agencies will identify new equipment or capabilities required to: (1) prevent or respond to new or emerging threats and hazards, or (2) improve the ability to address existing threats.
- i. Agencies will designate representatives for the EOC.

2. Response Operations

Response operations are conducted during an event, and are necessary to protect people, provide services to people harmed by the event, and mitigate further property or environmental damage, if feasible. Response operations for EF 2 are considered in two phases: (1) initial actions for the period when the EF is first activated; and (2) continuing actions that are to be implemented, as needed, during each EOC operational period for the response phase until the EF is able to transition to recovery operations. In all cases, the response operations are general guidelines for action, and may be modified as needed to adjust to the particular circumstances of the situation. The two phases of response operations are described below:

a. Initial Actions

The following initial actions, as indicated, are to be completed during the first EOC operational period for activation of the EF:

- i. When the EOC is activated, the EF coordinator or alternate coordinator will staff the EF 2 workstation, identify which support agencies for EF 2 are needed, and take steps to ensure that support agencies are activated or on alert as appropriate.
- ii. Ensure the functionality of telecommunications and data management systems to be used by the EF, and take corrective actions as needed.
- iii. Access needed procedures, checklists, rosters, and inventories.
- iv. Complete notifications of primary and support agency personnel.
- v. Receive an initial briefing and/or information regarding the situation and the current status of emergency operations by other EFs.
- vi. If indicated, notify mutual aid partners (as well as necessary vendors and contractors) of the activation of the EF, and determine the availability of services and resources through these organizations; and coordinate with appropriate private-sector organizations to maximize use of all resources.
- vii. Monitor the status of communications resources committed to an incident.
- viii. The EF 2 coordinator will assist with the collaboration and development of operational priorities based on the objectives set forth in the initial briefing.

- ix. Implement necessary initial actions specific to the EF, based on direction and objectives set forth by the EF 5 (Emergency Management) coordinator.

b. Continuing Actions

The following continuing actions would be repeated, when indicated, during each operational period for the duration of the response period, and until the transition to recovery operations by the EF:

- i. Monitor EF staffing and resource availability and adequacy, and take corrective actions when necessary.
- ii. Review the EOC AP for the operational period and prioritize EF operations and resource allocation in accord with its directives.
- iii. Monitor EF emergency actions initiated and/or continuing from the previous operational period until completion.
- iv. Respond to requests from EF personnel at incident scenes or other emergency locations, if applicable, for additional services and assistance.
- v. Plan for and establish operational shifts based on the IAP for extended operations.
- vi. Obtain and submit damage assessment reports to communications systems.
- vii. Submit damage assessment information reports to EF 14 (Long-Term Recovery).
- viii. Maintain complete and accurate documentation regarding emergency operations and expenditures.
- ix. Provide information regarding EF operations, problem areas, and resource needs to EF 5 (Emergency Management) for development of the EOC situation report (SITREP) and IAP.
- x. Participate in EOC briefings when held.
- xi. As EF response actions near completion, anticipate and plan for transitioning the EF to recovery phase operations and provide EF recovery plans to County EF 5.

3. Recovery Operations

- a. Ensure the completion of all response-phase emergency operations and the resolution of all requests for assistance.
- b. Advise, as applicable, all activated EF support agencies of the initiation of recovery-phase operations, and provide coordination and guidance regarding needed support agency actions.
- c. Review the EOC AP for recovery and, if indicated, adjust EF recovery actions to be consistent.

- d. Provide updated information regarding completion of EF response-phase operations to EF 5 (Emergency Management).
4. Demobilization Operations
- As EF recovery-phase operations near completion, implement actions necessary to support EF demobilization when authorized by the EF 5 (Emergency Management) coordinator, including (but not limited to) the following:
- a. Advise the activated primary agency personnel, support agencies, and EOC staff of the intent to demobilize the EF; if indicated, define methods for providing continuing assistance to jurisdictional agencies following EF deactivation.
 - b. Review all EF operational and financial documentation to ensure completeness and accuracy.
 - c. Account for all deployed EF personnel, equipment, and supplies.
 - d. Identify EF systems, equipment, or supplies damaged or depleted during EF operations, and assign responsibility for repair or restoration.
 - e. Determine the availability of services for critical-incident stress debriefings (CISD) for emergency workers and ensure that primary and support agency personnel are advised on ways to access CISD assistance.
 - f. Upon receipt of authorization from the EOC unified command, obtain approved copy of the demobilization plan prepared by the Planning Section to demobilize the EF and provide completed EF documentation to OES.

V. RESPONSIBILITIES

A. Coordinating Agency

This section lists the coordinating agency and their respective responsibilities.

1. San Mateo County Emergency Services Bureau, Communications Division

Lead agency for the development and maintenance of county warning procedures using existing capabilities.

 - a. Manage and/or restore radio communications capabilities for SMC departments (lead agency).
 - b. Identify public and private communications facilities, equipment, and personnel located throughout SMC and surrounding areas that would support emergency communications needs in the case of an emergency or disaster. These resources include but are not limited to: emergency communications vehicles, command posts, government entities, amateur radio personnel, and explorer search and rescue groups.
 - c. Provide emergency radio communications facilities at the EOC or an alternate facility.

B. Joint Primary Agencies

This section lists each primary agency and their respective responsibilities.

1. Public Safety Communications (E 9-1-1 Dispatch Centers)
 - a. Develop plans for the management of communications priorities during times of high usage.
 - b. Maintain primary frequency communications to receive and relay emergency calls.
 - c. Use alternate methods of communications to relay emergency information when services are disrupted.
 - d. Develop procedures for emergency restoration of communications.
 - e. Disseminate warning information to other public safety answering points (E 9-1-1 dispatch centers), EOC, duty officer, and field units.
 - f. Continue day-to-day operations.
2. San Mateo County Radio Services
 - a. Maintain, repair, and install county-owned and contracted radios, repeaters, and towers within SMC.

C. Support Agencies

This section lists each support agency and their respective responsibilities.

1. San Mateo County Information Services Department
 - a. Provide telecommunications equipment and software support for the EOC.
 - b. Provide protection and restoration of the SMC e-mail system.
 - c. Provide liaison with telephone service providers for the re-establishment of telephone capability to SMC government.
2. San Mateo County Sheriff's Communication Unit
 - a. Coordinate and provide amateur radio emergency communications in the EOC and at designated facilities as resources allow.
3. San Mateo County Fire Districts and Municipal Fire Departments
 - a. Support the communications priorities determined by the EOC.
 - b. Disseminate emergency information to residents and businesses as resources allow.
4. San Mateo County Sheriff's Office and Municipal Police Departments
 - a. Support the communications priorities determined by the EOC.
 - b. Disseminate emergency information to residents and businesses as resources allow.

VI. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

The primary function of EF 2 will be to assess, implement, and operate emergency communications during disasters. As a result, EF 2 must work closely with numerous other EFs to establish an effective process of communication and information collection.

Critical Coordination Points for EF 2

EF 3 – Construction and Engineering	Provides communications assistance on the clearance of roadways.
EF 5 – Emergency Management	Establishes and maintains interoperable communications within the municipality.
EF 7 – Resources	Coordinates communication needs for resources required for response.
EF 8 – Public Health and Medical	Determines specific communications outreach to meet access- and functional-needs populations. Provides emergency medical services (EMS) with communications support.
EF 13 – Law Enforcement	Coordinates communication protocols for traffic and security services and evacuation.
EF 15 – Public Information	Provides public information and warning communications support.

VII. ADMINISTRATION, FINANCE, LOGISTICS

A. Resource Procurement

This section describes the ways in which EF 2 will procure or obtain resources that may be required for implementation. Resources, as a general term, encompass the personnel, equipment, systems, and supplies, as well as highly specialized services that may be needed for EF implementation.

1. In all cases, the coordinating agency, with continuing representation in the EOC, will serve as the point of coordination to identify resources needed for EF implementation. The coordinating agency will also be responsible for requesting and directing mobilization of the resources.
2. When resources are needed, the coordinating agency representative will use one or more of the following for securing and deploying the needed resources in the most timely and cost-effective manner:
 - a. Resources under the direct control of the coordinating agency;
 - b. EF primary and support agencies;
 - c. Adjacent counties or municipalities through mutual aid agreements; and
 - d. Private-sector vendors or contractors that would have the resources available.

3. The EF coordinator will be responsible for determining the process of procurement authorization established by the EF 5 (Emergency Management) coordinator and EF 7 (Resources).
4. In all cases, the coordinating agency EF representative will have information readily available regarding the categories or types of resources relevant to EF operations to facilitate requesting additional resources.

B. Financial Management

1. EF 2 is responsible for managing financial matters related to resources that are procured and used during an incident. During a response, each agency/department is responsible for recording and tracking its own expenditures and seeking reimbursement from the appropriate resource after the event.
2. For reporting purposes, support entities will document their expenditures and submit them directly to the Finance and Administration Section or a designated finance service officer as soon as possible.

C. EF Development and Maintenance

1. The EF coordinator is responsible for EF development and maintenance, which is to be completed with assistance and cooperation of OES and the designated support agencies.
2. The EF coordinator will review the EF, as well as associated standard operating procedures (SOP), checklists, and other documentation, and modify them (if indicated) in response to any of the following events:
 - a. Upon request of the EF 5 (Emergency Management) Coordinator;
 - b. Following any activation of the EF for response to an actual incident or an exercise;
 - c. Following any change or development in any municipal government agency, or any non-governmental organization (NGO) assigned responsibility for EF implementation; and
 - d. Upon the opening or closing of any major facility of the primary or support agencies that is considered vital to implementation of the EF.

VIII. AUTHORITIES AND REFERENCES

The authorities and references documented in the basic plan of the San Mateo County EOP are considered applicable to this EF. In addition, the following will apply to this EF.

1. Laws, ordinances, regulations, resolutions and directives
 - a. Federal
 - i. As cited in the basic plan of the San Mateo County EOP
 - b. State
 - i. OES Directive NO. 89, Frequency Allocation

- c. County
 - i. As cited in the basic plan of the San Mateo County EOP
- 2. References, guidance material, and other documents
 - a. Emergency Alert System San Mateo County Activation Procedures
 - b. California Emergency Alert System Plan
 - c. San Mateo County Tsunami Annex
 - d. FEMA National Warning System Operations Guide, CPG 1-16, April 1992
 - e. FEMA Outdoor Warning Systems Guide, CPG 1-17, 1980
 - f. FEMA Principles of Warning and Criteria Governing Eligibility of National Warning Systems (NAWAS) Terminals, CPG 1-14, March 1991
 - g. FEMA State and Local Communications and Warning Systems Engineering Guidance, CPG 1-37, 1984
 - h. FEMA EMP Protection Guidance, CPG 2-17, 1991
 - i. FEMA Emergency Broadcast System Guide, CPG 1-40, May 1991
 - j. FEMA Guidance for Radio Amateur Civil Emergency Service, CPG 1-15, March 1991

IX. ACRONYMS

CISD	Critical Incident Stress Debriefing
EF	Emergency Function
EMS	Emergency Medical Services
ESB	Emergency Services Bureau
EOC	Emergency Operations Center
EOC-AP	Emergency Operations Center Action Plan
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
ISD	Information Services Department
NAWAS	National Warning Systems
NGO	Non-governmental Organization
NIMS	National Incident Management System
OES	Office of Emergency Services
PSC	Public Safety Communications
RACES	Radio Amateur Civil Emergency Services
SEMS	Standardized Emergency Management System
SITREP	Situation Report
SMC	San Mateo County
SOP	Standard Operating Procedures

X. ATTACHMENTS

Insert agency specific attachments here

This page left intentionally blank