

EMERGENCY FUNCTION (EF 5)

EMERGENCY MANAGEMENT

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EMERGENCY FUNCTION (EF) 5 EMERGENCY MANAGEMENT

Coordinator/ Primary Agency:	San Mateo County Office of Emergency Services (OES)
Supporting Agencies:	San Mateo County Manager’s Office – Public Information Officer (PIO) San Mateo County Sheriff’s Office San Mateo County Counsel San Mateo County Risk Management San Mateo County Emergency Managers Association

I. INTRODUCTION

A. Purpose

The purpose of Emergency Function (EF) 5 is to collect, analyze, compile, and share information about a potential or actual emergency or disaster to enhance mitigation, preparedness, response, and provision of recovery activities.

B. Mission Statement

The EF 5 stakeholders provide coordination and collaboration to support emergency management activities through all four phases of emergency management.

C. Scope

The scope of EF 5 during its activation is to:

1. Gather, process, and distribute information regarding the emergency or disaster and its known, predicted, or potential impacts on the County.
2. Initiate the County declaration process if the situation warrants.
3. Request regional assistance, including assistance for all requests from cities that cannot be filled by County assets.
4. Maintain situational awareness for all County EFs and city emergency operations.
5. Coordinate and assist, as needed, responses to requests for resources or services made by jurisdictions within the Operational Area (OA).
6. Gather, process, and distribute information regarding County emergency operations, and ensure timely preparation and distribution of situation reports (SITREPs).
7. Prepare an emergency operations center (EOC) action plan (EOC-AP) to guide and manage EOC activities.
8. Ensure accuracy and completeness of documentation generated in the County EOC.

9. Coordinate the dissemination of information regarding the incident, its impacts, and expected actions from the public for development of emergency public information by EF 15 - Public Information.
10. Prepare briefings for staff and elected officials.
11. Organize and facilitate conference calls and meetings.
12. Obtain technical support for geographic information system (GIS) mapping, data management, and meteorology.

II. POLICIES

The following policies apply to the implementation of EF 5:

- A. 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 San Mateo County OES.
- B. 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 guidelines and policies, and all applicable regulations and statutes.
- C. The priorities for emergency operations implemented by this EF will be consistent with and supportive of the San Mateo County EOC-AP for the applicable EOC operational period.
- D. When the resources and capabilities available to this EF are limited, resource allocation will be in accordance with the priorities established by the EOC-AP, as well as by the following, in descending order of importance:
 1. Protection of human health and safety;
 2. Protection of critical infrastructure;
 3. Protection of property; and
 4. Protection of environmental quality.
- E. The primary and support agencies participating in this EF operate in conformance with SEMS and NIMS, and will adopt additional components of SEMS and NIMS as they are promulgated. SEMS and NIMS components include: the Incident Command System (ICS), 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:

- A. Timely coordination is required during an emergency or disaster, or the threat of one, and planning for extended response and recovery operations requires the immediate and continued collection, processing, and dissemination of situational information.
- B. First responders, as well as field responders, volunteers, residents, media, and others will provide information to the San Mateo County OA EOC.
- C. Information, particularly initial information, may be ambiguous and conflict with information from other sources, or with previous information from the same source, or be limited in detail.
- D. Information collection may be hampered due to many factors including (but not limited to): damage to telecommunications systems; telecommunications overload; damage to the telecommunications infrastructure; and effects of weather, smoke, human error, and other environmental factors.
- E. Members of the affected public will receive emergency instructions regarding protective actions and other changes to normal, daily conditions.

IV. CONCEPT OF OPERATIONS

This section defines the concept of operations that will be used by the primary and support agencies to implement the EF 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. San Mateo County OES, as the coordinating agency, monitors incidents and threats to the County through the Duty Officer based on notification from Public Safety Communications. As an incident or threat escalates, the Duty Officer will issue notifications and alerts in accordance with established protocols and checklists.
- 2. San Mateo County OES will augment the Duty Officer with additional staff if needed, by activating the EOC to the monitoring level to enhance monitoring capabilities, ensure that timely information is collected and disseminated to key decision makers, and prepare for a possible partial or full activation of the OA EOC.
- 3. EF 5 will be activated, staffed, and implemented by the primary and support agencies whenever directed to do so by the San Mateo County OES. The primary agency may be directed to activate the EF prior to the onset of an emergency situation, or immediately after its impact. Once directed to activate the EOC, the primary agency is responsible for notifying and mobilizing its personnel and resources as they are needed, as well as directing mobilization of the personnel and resources of designated support agencies.
- 4. 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.

5. The San Mateo County OES will activate the EF whenever the known or anticipated effects of the event require its services and capabilities. Activation may be considered necessary 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 property damage has occurred or will occur.
 - c. A large-scale threat to human life exists as a result of the incident.
 - d. Multiple agencies/departments are involved, necessitating the need for enhanced coordination.
 - e. More than one city within the OA has activated their EOC for an emergency.
6. Where possible, all parties working in the EOC or providing information to the EOC should use Web EOC as the incident management software tool.

B. Communication and Coordination

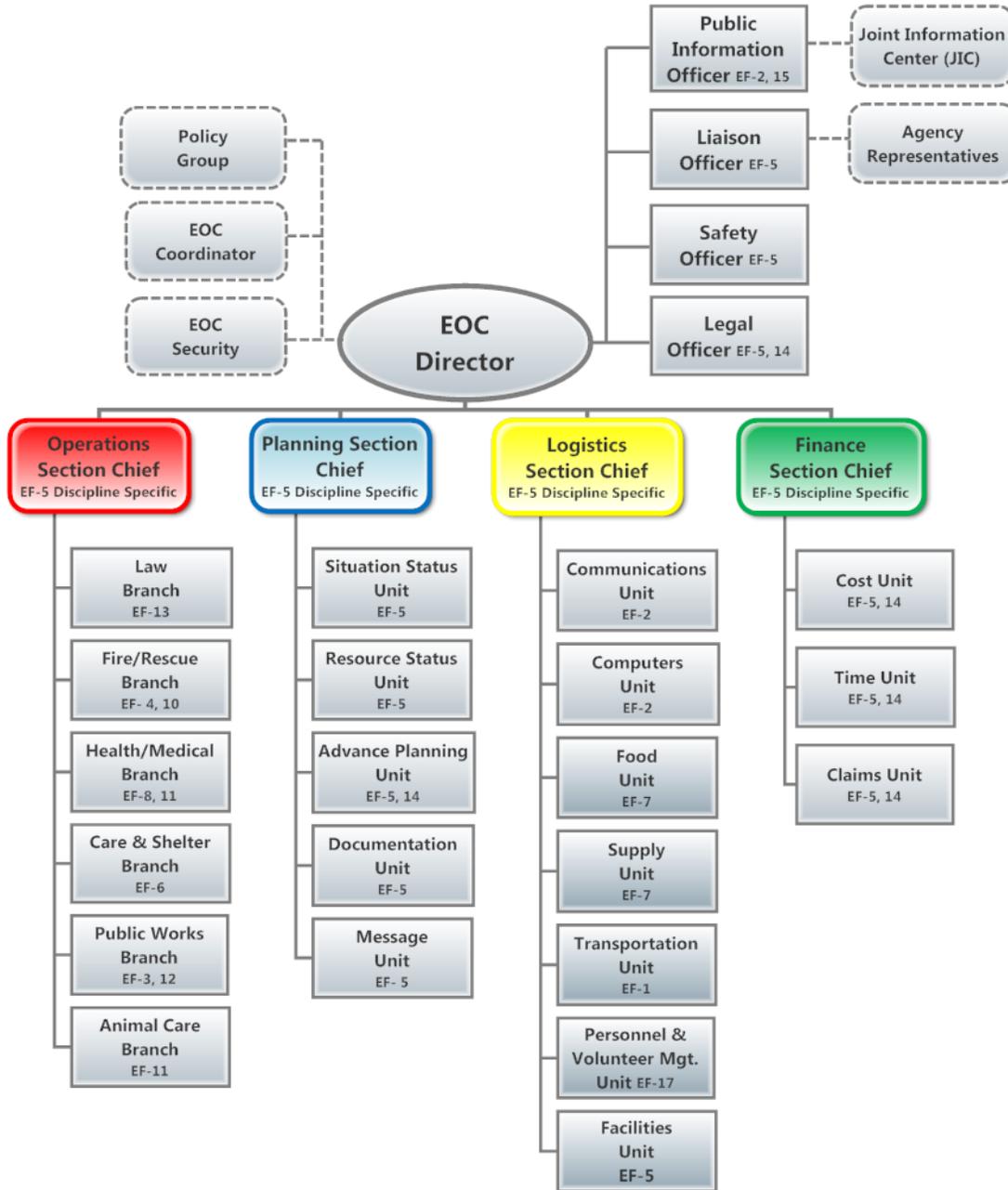
1. The EOC facilitates communication among all County agency department operations centers (DOC) and local jurisdictions EOCs involved in the response. Facilitated communication by the EOC enables the formulation of an OA common operating picture and ensures situational awareness within the EOC.
2. According to the incident type and scope, representatives from County agencies DOCs may be asked to support EOC operations as EOC staff. These representatives will coordinate with their respective DOC and communicate discipline-specific situation status updates, resource needs, and other pertinent information to the appropriate EOC representative. Representatives will also disseminate pertinent EOC information to the DOC.
3. EF supporting agencies will be activated according to the functional needs of an event. EF coordinating and supporting agencies will be requested to support EOC operations either by providing EOC staff or by activating an EF at the department/agency level and maintaining communication with their corresponding EOC branch representative.
4. In accordance with SEMS, the OA EOC will interact with the Regional Emergency Operations Center (REOC) to submit requests for assistance and resources.
5. In the event that state assistance is needed, the OA EOC request will be submitted through the REOC to the State Operations Center (SOC).
6. Requests for federal assistance will also be filtered through the REOC and submitted to the federal government as appropriate. State or federal representatives providing assistance to the San Mateo County OA will interact with the OA EOC through the EOC Liaison Officer.

C. Organization

1. EF 5 is organized in accordance with NIMS, SEMS, and ICS. During an EOC activation, each ICS management function will be headed by a representative carrying out the role of EF 5.
2. EF 5 activities will be performed by the EOC Management Section, and the EOC General Staff and consists the following positions:
 - a. EOC Management Staff:
 - i. EOC Director is responsible for directing response and recovery in the County's unincorporated areas and coordinating with the cities in the OA's for any disaster or emergency.
 - ii. EOC Coordinator serves as a resource, and assists the EOC Director in the administration of the emergency response. In addition, the EOC Coordinator provides guidance to all other EOC staff in performing their responsibilities.
 - iii. Liaison Officer provides and maintains coordination with the following stakeholders when an incident has a multi-agency or multi-jurisdictional response: outside agency representatives, other OA jurisdictions, local businesses and employers, the REOC, California OES, and other political representatives.
 - iv. Safety Officer acts as an advisor to the EOC Director. He or she watches over all aspects of the emergency organization to ensure the safety of all personnel. The Safety Officer is responsible for correcting unsafe operations and for working with all sections to protect the safety of all emergency services workers in the EOC.
 - v. PIO acts under the direction of the EOC Director and EOC Coordinator and coordinates city/town and county public information activities. The PIO ensures that the media and citizens are fully informed on all aspects of the emergency. During regional events, the PIO will be the point of contact for the designated regional Joint Information Center (JIC).
 - vi. Legal Officer is the San Mateo County Counsel or his or her designee. The Legal Officer provides advice to the EOC Director in all legal matters relating to the emergency. The Legal Officer assists the Director of Emergency Services and the EOC Director in declaring a local emergency and implementation of emergency powers.
 - vii. EOC Security Officer is responsible for controlling personnel access to and from the EOC and other facilities as determined and in accordance with policies established by the EOC Director.
 - viii. EOC Policy Group is an advisory body comprised of elected officials and department heads chosen by the County Manager. They may be part of the management team that will convene during an emergency (or as necessary) to advise and assist the Board of Supervisors on policy issues affecting the County, and to respond to requests for policy direction from the EOC.

- b. EOC General Staff:
 - i. Operations Section Chief is responsible for the overall coordination of the event support operations and coordinates activities of the Operations Section Branch.
 - ii. Logistics Section Chief is responsible for the coordination and management of County resources during an incident.
 - iii. Finance Section Chief oversees the coordination of all financial policy, employee compensation, accounts payable, and cost recovery related to an incident.
 - iv. Planning Section Chief is responsible for overall supervision of collecting, verifying, analyzing, and displaying situation information and preparing periodic situation reports. All positions in the Planning Section are performed by an EF 5 function.
- 3. The position of this EF in the EOC organizational structure is shown in the organization chart that follows.

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		

D. Notifications

1. The San Mateo County OES as the EF Coordinator and primary agency is responsible for notifying the designated support agencies of the activation of the EF or to stand by for possible activation. The EF coordinator is responsible for determining whether personnel from some or all of the support agencies should be notified and mobilized.
2. The San Mateo County OES maintains an up-to-date, 24-hour notification roster of its personnel assigned to this EF, as well as representatives of the EF support agencies.

E. Emergency Operations

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

1. Pre-Event Preparedness

The EF coordinator has management oversight for EF 5. 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. Detailed standard operating procedures (SOP), action checklists, and job aides needed by EF personnel will be developed and available for use.
- b. Equipment inventories and personnel rosters necessary for EF implementation will be up-to-date and immediately available.
- c. As indicated, agencies will ensure that primary and support agency personnel designated for EF implementation have received all necessary training.
- d. Agencies will coordinate pre-incident efforts with private-sector organizations as they relate to the EF.
- e. 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.
- f. Agencies will develop procedures for identifying, collecting, prioritizing, and analyzing information and/or intelligence.
- g. Agencies will develop procedures for the distribution of information and intelligence to affected partners.
- h. Agencies will analyze data for the potential impacts of natural, technological, and man-made hazards.
- i. Agencies will develop a staffing plan to ensure operational continuity for incidents lasting longer than 24 hours.

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 the EF 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 phases of the 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 will staff the EF 5 workstation, identify which support agencies for the EF 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. Provide an initial briefing and/or information regarding the situation and the current status of other EFs.
- v. Establish communication with activated EOCs/DOCs and external agencies to:
 - a) Determine the current status of their emergency operations.
 - b) Obtain copies of the incident objectives and copies of their EOC-AP.
 - c) Evaluate the current capabilities of the local agencies, business community, and volunteer agencies to effectively respond to the disaster.
 - d) Assess and prioritize the immediate needs of impacted communities and neighborhoods.
- vi. Respond to any initial requests for assistance.
- vii. Manage the planning process and direct the development of operational priorities based on the objectives set forth in the initial briefing.
- viii. Obtain preliminary damage assessment reports on impacted critical infrastructure and other property.
- ix. Coordinate with EF 15 (Public Information) as appropriate to ensure the dissemination of public information.
- x. Coordinate with EF 2 (Communications) to ensure that communications equipment is operational and that timely notifications can be disseminated in accordance to plans, policies, and procedures to response agencies.

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. These actions would include the following:
 - a) Directing the establishment of an Operations Section and assigning an Operations Section Chief.
 - b) Directing the establishment of a Logistics Section and assigning a Logistics Section Chief.
 - c) Directing the establishment of a Planning Section and assigning a Planning Section Chief.
 - d) Directing the establishment of a Finance and Administration Section Chief.
 - e) Directing the establishment of EF 14 (Long-Term Recovery) and assigning a Recovery Section Chief.
- ii. As needed, organize the planning section of the EOC as specified previously (in this document in Section IV. C., Organization).
- iii. Initiate the planning process for the development of the EOC-AP for the operational period, and prioritize EF operations and resource allocation in accordance with its directives.
- iv. Maintain complete and accurate documentation regarding emergency operations and expenditures.
- v. Prepare a schedule for the planning cycle, as well as regularly scheduled times for SITREPs.
- vi. As EF response actions near completion, anticipate and plan for transitioning the EF to recovery-phase operations.

3. Recovery Operations

- a. Ensure the completion of all response-phase emergency operations and the resolution of all requests for assistance.
- b. Advise all activated EF support agencies of the initiation of recovery-phase operations, and provide coordination and guidance regarding needed support agency actions.
- c. As EF recovery actions near completion, anticipate and plan for the transition to demobilization-phase operations.

4. Demobilization Operations

- a. As EF recovery-phase operations near completion, ensure that the following issues are addressed and that information is relayed to EF 14 (Long-Term Recovery):

- i. Damage-assessment requirements and priorities;
 - ii. Emergency and temporary housing issues;
 - iii. Business impacts (direct and indirect);
 - iv. Debris management;
 - v. Route clearance;
 - vi. Utilities restoration; and
 - vii. Human needs.
- b. Advise 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 agencies following EF deactivation.
 - c. Review all EF operational and financial documentation to ensure completeness and accuracy.
 - d. Account for all EF personnel, equipment, and supplies.
 - e. Identify EF systems, equipment, or supplies damaged or depleted during EF operations and assign responsibility for repair or restoration.
 - f. Determine the schedule and data needs for after-action assessment of operations, and for development of corrective actions and lessons learned, and advise primary and support agency representatives accordingly.
 - g. 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.
 - h. Deactivate or close the EOC in accordance with County plans, policies, and procedures.

V. RESPONSIBILITIES

A. Primary Agency

This section lists each primary agency and their respective responsibilities.

- 1. San Mateo County OES
 - a. Serves as the lead agency for day-to-day emergency management services for San Mateo County. The services include but are not limited to prevention, response, recovery, and mitigation activities.
 - b. Serves as the lead agency for management, administration, and operations of the EOC.
 - c. Activates and assembles emergency assets and capabilities to assist in the prevention and response of emergencies or disasters.

- d. Coordinates planning activities including immediate, short-term, and long-range planning. The response planning and operations implementation priorities of County government are developed, tracked, and implemented through this EF.
- e. Coordinates overall staffing of EOC emergency management activities, including activated EFs.
- f. Facilitates obtaining legal counsel when needed during times of EOC activation.
- g. Provides technical assistance and support in the preparation and processing of emergency declarations, protective action guidelines, and related issues.
- h. Serves as primary liaison to the REOC.
- i. Determines the appropriate level of EOC activation and issue notifications.
- j. Prepares and distributes SITREPs.
- k. Manages the overall emergency information collection process.
- l. Facilitates the action planning process and publishes the EOC action plan for each operational period.

B. Support Agencies

This section lists each support agency and their respective responsibilities.

1. San Mateo County Manager's Office – PIO
 - a. Fills the position of the PIO in the EOC.
 - b. Provides assistance in developing and distributing protective action guidance.
 - c. Develops and distributes emergency public information.
 - d. Manages the JIC.
 - e. Provides technical support to the EOC during activations.
2. San Mateo County Sheriff's Office
 - a. Participates in the EOC staffing to coordinate law enforcement operations when requested.
 - b. Provides security for the EOC, when requested.
3. San Mateo County Counsel
 - a. Staffs the Legal Officer position in the EOC.
 - b. Provides legal counsel when needed by the EOC during an emergency or disaster.
4. San Mateo County Risk Management
 - a. Staffs the Safety Officer position in the EOC.
 - b. Provides information to the EOC on building evacuations and personnel safety.
5. San Mateo County Emergency Managers Association
 - a. Participates and provides input on preparedness activities within the OA.

VI. INFORMATION COLLECTION, ANALYSIS, AND DISSEMINATION

The primary function of EF 5 will be to coordinate emergency and disaster response. As a result, EF 5 must work closely with all other EFs within the EOC to establish an effective process of communication and information collection.

VII. ADMINISTRATION, FINANCE, LOGISTICS

A. Resource Procurement

This section describes the ways in which the EF will procure or obtain the 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 primary agency, with continuing representation in the EOC, will serve as the point of coordination to identify resources needed for EF implementation. The primary agency will also be responsible for requesting and directing mobilization of resources.
2. When resources are needed, the primary 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 primary agency.
 - b. EF support agencies.
 - c. Cities within the OA.
 - d. Private-sector vendors or contractors that would have resources available.
3. The EF 5 and the EF 7 (Resources) coordinators will be responsible for determining the process of procurement authorization.
4. In all cases, the primary 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 5 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 the designated support agencies.
2. The EF coordinator will review the EF, as well as associated SOPs, checklists, and other documentation, and modify them (if indicated) in response to any of the following events:
 - a. Following any activation of the EF for response to an actual incident or exercise.
 - b. Upon the opening or closing of any major facility of the primary or support agencies considered vital to implementation of the EF.

VIII. AUTHORITIES AND REFERENCES

The authorities and references documented in the San Mateo County EOP basic plan are considered applicable to this EF.

IX. ACRONYMS

CISD	Critical Incident Stress Debriefing
DOC	Department Operations Center
EF	Emergency Function
EOC	Emergency Operations Center
EOC-AP	Emergency Operations Center Action Plan
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
GIS	Geographic Information System
ICS	Incident Command System
JIC	Joint Information Center
NIMS	National Incident Management System
OA	Operational Area
OA EOC	Operational Area Emergency Operations Center
OES	Office of Emergency Services
PIO	Public Information Officer
REOC	Regional Emergency Operations Center
SEMS	Standardized Emergency Management System
SITREP	Situation Report
SOC	State Operations Center
SOP	Standard Operating Procedures

X. ATTACHMENTS

Insert agency specific attachments here