



TUOLUMNE COUNTY

EMERGENCY OPERATIONS PLAN

2024





Table of Contents

LETTER OF PROMULGATION	1
ACKNOWLEDGEMENTS	2
APPROVAL AND IMPLEMENTATION	3
Plan Approval and Implementation	3
Plan Modification	3
Record of Concurrence.....	4
Record of Changes.....	5
Record of Distribution	6
INTRODUCTION	7
Purpose	8
Scope	8
Planning Assumptions	9
Situation Overview.....	13
Hazard Analysis Summary.....	21
Vulnerability Summary.....	32
Capability Assessment.....	35
CONCEPT OF OPERATIONS	36
Roles and Responsibilities.....	36
Emergency Management System	40
Communications.....	57
Preparedness	65
Response	74
Recovery	94
Mitigation	107
PLAN DEVELOPMENT AND MAINTENANCE	111
Plan Development	111
Maintenance	117
Plan Training and Exercise	118



APPENDICES	120
Authorities, Legislative Requirements, and References	121
AFN Considerations and Resources	126
Contact List.....	132
SEMS County Training Requirements	134
Emergency Proclamation Example	138
Acronyms and Glossary of Terms.....	141
HAZARD-SPECIFIC ANNEXES	150
Extreme Weather	151
Flooding and Dam Failure.....	162
Geological Event: Earthquakes and Volcanic Disruption	174
Hazardous Materials Release	188
Terrorism/Civil Disturbance.....	198
Transportation Accident/Multi-Casualty Incident	210
Wildland Fire.....	219
FUNCTIONAL ANNEX	231
Debris Removal	231

Tables and Figures

Table 1: Acknowledgements	2
Table 2: Record of Concurrence	4
Table 3: Record of Changes	5
Table 4: Record of Distribution.....	6
Table 5: Tuolumne County Cities and Communities	14
Table 6: Tuolumne County Population Information	15
Table 7: AFN and Diverse Population Demographics	17
Table 8: Disability Prevalence Demographics	18
Table 9: Disability Poverty Demographics.....	18
Table 10: Disability Employment Demographics	18
Table 11: Probability Rating System	21
Table 12: Earthquake Severity and Probability	22
Table 13: Historical Earthquake Events	22
Table 14: Extreme Weather Severity and Probability	22
Table 15: Historical Extreme Heat Activity	23
Table 16: Historical Drought Activity	24
Table 17: Historical Thunderstorm/Lightning Activity.....	24
Table 18: Historical Windstorm Activity	25



Table 19: Historical Heavy Snowfall Activity.....	25
Table 20: Historical Freeze Activity.....	26
Table 21: Flooding Severity and Probability.....	26
Table 22: Historical Flooding Events.....	27
Table 23: Landslides/Sinkholes Severity and Probability.....	28
Table 24: Volcano Severity and Probability.....	29
Table 25: Historical Volcanic Activity.....	29
Table 26: Wildland Fire Severity and Probability.....	30
Table 27: Historical Wildland Fire Activity.....	30
Table 28: Vulnerability Summary.....	32
Table 29: SEMS Organizational Levels.....	41
Table 30: SEMS Roles and Responsibilities.....	45
Table 31: EOC Activation Levels.....	49
Table 32: FEMA Community Lifelines.....	75
Table 33: Lines of Succession.....	91
Table 34: County-Specific Functions.....	96
Table 35: AFN Engagement.....	113
Table 36: Public Information Meetings.....	115
Table 37: Vulnerability and Asset Considerations.....	129
Table 38: Contact List.....	132
Table 39: SEMS County Training Requirements.....	135
Table 40: Tuolumne County Training Plan Matrix.....	137
Table 41: Acronyms and Glossary of Terms.....	141
Table 42: Quick Checklist of Emergency Actions.....	151
Table 43: Quick Checklist of Emergency Actions.....	162
Table 44: Flood General Roles and Responsibilities.....	171
Table 45: Quick Checklist of Emergency Actions.....	174
Table 46: Geological Event General Roles and Responsibilities.....	186
Table 47: Quick Checklist of Emergency Actions.....	188
Table 48: Hazardous Materials General Roles and Responsibilities.....	196
Table 49: Quick Checklist of Emergency Actions.....	198
Table 50: Quick Checklist of Emergency Actions.....	210
Table 51: Quick Checklist of Emergency Actions.....	219
Table 52: Wildland Fire General Roles and Responsibilities.....	229
Table 53: Hazard and Debris Potential/Types.....	232
Figure 1: Map of Tuolumne County.....	13
Figure 2: CDC/ATSDR Social Vulnerability Index 2020.....	20
Figure 3: SEMS Organization Levels.....	41
Figure 4: Emergency Management Organization Chart.....	44
Figure 5: SEMS EOC Activation Requirements.....	48
Figure 6: Color Condition Designations.....	75
Figure 7: Vulnerable Communities Evacuation Needs Assessment and Communication Strategies....	85
Figure 9: Plan Development Process.....	111
Figure 10: Dam Inundation Areas.....	165



Letter of Promulgation

Approval Date: MARCH 05, 2024

To: Officials, Employees, and Community Members of Tuolumne County, California

The preservation of life, property, and the environment is an inherent responsibility of all levels of local, state, and federal government. The County of Tuolumne has prepared this Emergency Operations Plan (EOP) to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the community in response to a significant emergency.

While no plan can completely prevent death and destruction, effective plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This Plan establishes the emergency organization, assigns tasks, specifies policies, and general procedures, and provides for coordination of planning efforts of the various emergency staff and service elements utilizing the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS).

The objective of this plan is to incorporate and coordinate all the facilities and personnel of Tuolumne County into an efficient organization capable of responding to any emergency.

This Emergency Operations Plan is an extension of the State of California Emergency Plan. It will be reviewed, exercised periodically, and revised as necessary to meet changing conditions.

The County Board of Supervisors gives its full support to this Plan and urges all officials, employees, and community members, individually and collectively, to do their share in the total emergency effort of Tuolumne County.

The concurrence of this promulgation letter reaffirms the earlier adoption of the SEMS by Tuolumne County. Upon adopting this Plan, the County will concurrently be adopting the provisions of NIMS. This Emergency Operations Plan will become effective upon approval by the County Board of Supervisors.

Print Name: DAVID GOLDENBERG Date: 03/05/2024

Signature: 

Chairman, Board of Supervisors

County of Tuolumne

I hereby certify that according to the provisions
of Government Code Section 25103, delivery of
this document has been made.

HEATHER D. RYAN
Board Clerk

By: 



Acknowledgements

The Tuolumne County Emergency Operations Plan is a result of collaborative partnerships and an ongoing commitment to excellence in emergency management. This project was initiated and led by the Tuolumne County Office of Emergency Services and supported by County departments. Input was received from numerous agencies and organizations and support was provided by Monthly Planning Team Members for this important project. Monthly Planning Team Members provided strategic guidance regarding Plan development and implementation.

The County of Tuolumne would like to acknowledge and thank the following members who contributed to the content of this Plan:

Table 1: Acknowledgements

Name	Agency/Organization
Dore Bietz	Tuolumne County Office of Emergency Services
Tracey McKnight	Tuolumne County Office of Emergency Services
Katie Andrews	Tuolumne County Emergency Services/Public Health
Diane Beasley	Tuolumne Band of Me-Wuk Indians
Ned Sudduth	Tuolumne County Amateur Radio Emergency Services
Michael Mazouch	Tuolumne County Animal Control
Michelle Clark	Tuolumne County Department of Social Services
Rebecca Espino	Tuolumne County Health and Human Services Agency
Michelle Jachetta	Tuolumne County Public Health
Kimberly Freeman	Tuolumne County Public Health
Madeline Amlin	Tuolumne County Public Works
Neil Evans	Tuolumne County Sheriff's Office
Tim Gillespie	Tuolumne County Transportation Council
Andrew Murphy	Tuolumne County Fire
Mario Torres	Tuolumne County Fire/CAL FIRE Tuolumne-Calaveras Unit
Gary Whitson	CAL FIRE Tuolumne-Calaveras Unit
LeAnn Hatton	Chicken Ranch Rancheria Band of Me-Wuk Indians
Aimee New	City of Sonora Fire Department
Turu Vanderwiel	City of Sonora Police Department

Constant Associates served as the project consultant in development of this Plan.



Approval and Implementation

Plan Approval and Implementation

The Board of Supervisors serves as the overarching Legislative body of Tuolumne County for the planning and provision of services related to the public needs and requirements of state and federal laws, as well as approving this Tuolumne County Emergency Operations Plan (EOP) (also known as the Emergency Service Plan) and hereafter referred to as “EOP” or “Plan”. California law provides for five Supervisors to be elected by District. The City of Sonora is the County’s only incorporated city and serves as the County Seat.

Each Supervisor is elected for a four-year term. Two of the Supervisors’ terms are staggered so that all Supervisors are not standing for election at the same time. As the elected representative of the people of Tuolumne County, the Board of Supervisors establishes overall County priorities and sets policy.

Upon concurrence of the County of Tuolumne, the EOP will be officially adopted and promulgated. The approval date will be included on the title page, and the Plan will be distributed to those County departments, supporting allied agencies, and community organizations assigned primary functions or responsibilities within the EOP.

Plan Modification

The Tuolumne County Office of Emergency Services (OES) is responsible for the preparation and maintenance of the EOP.

The EOP Base Plan sets objectives and policy for the County, and modification to the Base Plan requires the approval of the Board of Supervisors.

The Hazard-Specific and Functional Annexes are high-level guidance and reference documents, containing information which may change frequently. OES will also be directly responsible for updating and revising the Functional and Hazard-Specific Annexes without the need for Board of Supervisors approval.



Record of Concurrence

The following Record of Concurrence shows the assigned emergency agencies that are in agreement with how the plan describes their tasks.

Table 2: Record of Concurrence

Agency/Department	Title	Contact Name
Tuolumne County Sheriff	Sheriff	Bill Pooley
Tuolumne County Fire	Assistant Chief	Andy Murphy
Tuolumne County Public Health	Director	Michelle Jachetta
Tuolumne County EMS	EMS Coordinator	Katie Andrews
Tuolumne County Animal Control	Director	Michael Mazouch
Tuolumne County OES	Assistant Director	Dore A. Bietz



Record of Changes

Each revision or correction to the EOP must be recorded. The table below contains the date, location, and brief description of the revision or change to the Plan, as well as who requested or performed such revision/change.

Table 3: Record of Changes

Date	Section/Page	Description of Change	Revised By
9/5/23	Entire Plan	Completed update of EOP Base Plan and Annexes.	Tuolumne County OES
12/17/2023	Entire Plan	Incorporated Cal OES Review Recommendations	Tuolumne County OES
2/26/2024	Entire Plan	Incorporate recommended corrections from stakeholders/public	Tuolumne County OES



Record of Distribution

The Tuolumne County Office of Emergency Services (OES) is responsible for developing, maintaining, and distributing the EOP. OES will make the Plan available to all County departments, Operational Area jurisdictions, California Office of Emergency Services (Cal OES), and other partner organizations as necessary and upon request. An electronic version is available through the [County Emergency Operations Plan webpage](#). Additionally, hard copies are available at the Emergency Operations Center (EOC) and OES staff have remote access to all plans and annexes.

The following table shows the Record of Distribution of the Plan, which indicates who received the Plan, the date of delivery, and the number of copies received.

Table 4: Record of Distribution

Date of Delivery	Recipient Name	Recipient Agency/Organization	Number of Copies



Introduction

State agencies, local and tribal governments, and partner agencies must be prepared to respond to emergencies that might occur within their areas of responsibility and must be able to assess whether their capabilities are sufficient to respond effectively.

The EOP for Tuolumne County addresses the County's response from small- to large-scale emergency situations associated with natural disasters and/or human-caused emergencies. This Plan is consistent and compatible with the State of California Emergency Plan.

This Plan describes:

- Methods for carrying out emergency operations;
- The process for rendering mutual aid;
- The emergency services of governmental departments and agencies;
- How resources are mobilized;
- How the public will be informed; and
- The process to ensure continuity of government (COG) during an emergency or disaster.

The concepts presented in this Plan emphasize response operations. Response embodies the actions taken in the immediate aftermath of an incident to save and sustain lives, meet basic human needs, and reduce the loss of property and the impact on critical infrastructure and the environment. Following an incident, response operations reduce the physical, psychological, social, and economic impacts of an incident.

This Plan is a management document intended to be read and understood before an emergency occurs. It is designed to outline the activities of all Tuolumne County departments and partner agencies within a County-wide emergency management system, and it embraces the capabilities and resources in the broader emergency management community that includes individuals, businesses, non-governmental organizations (NGOs), tribal governments, other cities, counties, and the federal government.



Purpose

The purpose of this Plan is to establish the foundational policies and procedures that define how Tuolumne County, and the Tuolumne County Operational Area (OA) will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. The EOP will provide guidance and procedures for the County and the County as the OA to prepare for and respond to natural, technological, conflict-related, and human-caused incidents requiring a coordinated response. It provides guidance for management concepts, identifies organizational structures and relationships, and describes responsibilities and functions of the emergency organization to protect life and property. It provides a description of the emergency management organization and how it is activated.

All response personnel should be familiar with the plan as a whole, as well as parts of the Plan specific to their needs, roles, and responsibilities. The EOP provides the basis for developing jurisdiction- and/or department-specific, detailed standard operating procedures and checklists.

The Plan also addresses the following issues:

- Identifies the organizations and individuals who are responsible for carrying out specific actions during an emergency.
- Explains the pertinent lines of authority and organizational relationships.
- Provides a description of how activities are coordinated to unify response and recovery efforts.
- Identifies personnel, equipment, facilities, supplies, and other resources available within the jurisdiction or by agreement with other jurisdictions.
- Describes how resource requirements are coordinated with neighboring jurisdictions, private sector entities, and nonprofit organizations.
- Complements and integrates with plans that address other mission areas.

Scope

This Plan provides an overview of emergency management in Tuolumne County; it is not a detailed response or tactical document. Emergency response plans and other pertinent documentation exist for agencies and jurisdictions in support of this Plan. The intended audience for this EOP consists of County of Tuolumne departments, elected officials, OA jurisdictions, and private organizations representatives that are responsible for staffing positions within the County and EOC. This Plan is also a reference for managers from other jurisdictions, state, and federal agencies, and interested members of the public.

The scope of this Plan includes functions and activities necessary to implement the five phases of emergency management: prevention, mitigation, preparedness, response, and recovery. This Plan incorporates and complies with the principles and requirements found in federal and state laws, regulations, and guidelines. This Plan is compliant with the NIMS, the National Response Framework (NRF), and the SEMS.

Each organization identified in this EOP is responsible for, and expected to develop, implement, and test policies, procedures, instructions, and standard operating guides (SOGs) or checklists that reflect cognizance of the emergency management concepts contained herein. Coordinated response and support roles must be defined by these organizations to facilitate the ability to respond to any given incident. The city governments within the County maintain their own EOPs. The Cities' Plans should be consistent with the policies and procedures established by this Plan. During multi-jurisdictional emergencies, each jurisdiction retains responsibility for managing operations within its boundaries and for coordinating with any jurisdictions that have overlapping boundaries.



Although the EOP touches on many topics, the following are **outside** of the scope of this document:

- Individual disasters or types of response:
 - Many different types of disasters are referenced in this Plan, but the specific response expectations for each hazard will not be detailed.
- Standard operating procedures and guidelines:
 - These should be developed separately using the broad level guidance outlined in this Plan.
- The use of good judgment and common sense:
 - Although this Plan strives to be all-hazards, there may be circumstances not foreseen or covered by the Plan itself. It is expected that this Plan will serve as a roadmap, along with the use of good judgment to extrapolate additional expectations.
- Guarantee of a perfect response:
 - Assets and systems may become overwhelmed for various reasons and situations, so Tuolumne County can only endeavor to make every reasonable effort to respond based on the situation, information, and resources available at the time. This Plan does not guarantee a perfect response system.

Plan Organization and Format

This EOP is divided into the Base Plan and Annexes (Hazard-Specific and Functional) that contain general and specific information relating to County emergency management operations.

Base Plan

The EOP Base Plan provides an overview of the systems, strategies, policies, assumptions, responsibilities, and operational priorities Tuolumne County will use to guide and support emergency management efforts. This Plan also identifies position roles and responsibilities, describes the concept of operations, describes the process for mutual aid, provides public information, and identifies how the County integrates SEMS and NIMS.

Annexes

Subsequent plans and procedures developed in support of this Plan, such as Hazard-Specific and Functional Annexes are incorporated by reference and maintained separately from the Base Plan.

Planning Assumptions

Assumptions

This Plan is based on the following assumptions and considerations:

- All incidents, disasters and emergencies are local.
- The [California Emergency Services Act](#) (ESA) requires the County Board of Supervisors to establish an OA that includes all political subdivisions (cities, special districts (SDs), and school districts, etc.) in the geographic area of the County. The OA is the intermediate level of the state emergency organization and provides coordination and communication between and with its political subdivisions and the state. The ESA also assigns the County responsibility as the OA lead agency.



- Emergencies may occur at any time with little or no warning and may exceed the capabilities of local, state, federal, tribal governments, and the private sector in the affected areas.
- Emergencies may result in casualties, fatalities, and displace people from their homes.
- The greater the complexity, impact, and geographic scope of an emergency, the more multi-agency coordination will be required.
- Disabled populations and those with access and functional needs will require additional planning considerations for communications, alert and warning, transportation, evacuation, and care and sheltering needs.
- Individuals, community-based organizations (CBOs), and businesses will offer services and support in time of disaster.
- The County will coordinate resources to save lives and minimize injury to persons and damage to property and the environment.
- Tuolumne County OES will coordinate and facilitate emergency operations within the County.
- Mutual aid and other forms of assistance will be rendered when impacted jurisdictions exhaust or anticipate exhausting their resources.
- Request for mutual aid will follow established mutual aid channels. The County will commit its resources to a reasonable degree before requesting mutual aid assistance.

Whole Community Principles

As a concept, Whole Community is a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests.

Per [FEMA](#), the Whole Community includes:

- Individuals and families, including those with access and functional needs.
- Businesses.
- Faith-based and community organizations.
- Non-profit groups.
- Schools and academia.
- Media outlets.
- All levels of government, including state, local, tribal, territorial, and federal partners.

Tuolumne County supports and is committed to incorporating the Whole Community perspective in its emergency planning and engages partnering jurisdictions to do so. The term "whole community" refers to a collaborative approach that recognizes the involvement and engagement of all segments of society in preparing for, responding to, recovering from, and mitigating the impacts of disasters or emergencies. It emphasizes the inclusive participation of individuals, families, communities, organizations, government agencies, and private sector entities in all phases of emergency management.

The whole community concept acknowledges that effective emergency management requires the collective efforts and resources of diverse stakeholders who each bring unique perspectives, expertise, and capabilities to contribute. This includes not only traditional emergency responders such as law enforcement, fire departments, social services, and medical personnel but also CBOs, voluntary organizations, businesses, faith-based groups, educational institutions, and individuals themselves.



The County is committed to maximizing compliance with the [Americans with Disabilities Act \(ADA\)](#) and legislative requirements of the State of California to provide the best emergency planning service to the community and ensure the integration and considerations of access and functional needs and vulnerable populations throughout the planning process. As such, the County of Tuolumne adheres to and encourages the following policy principles:

- Disability will not prevent accessibility to services or facilities provided.
- There will not be an exclusion or denial of benefits of any sort based on disability or access and functional need.
- Efforts to accommodate individuals with access and functional needs will be made in the most integrated setting possible.
- During all phases of disaster response, reasonable modifications to policies, practices, and procedures, if necessary, will be made to ensure programmatic and architectural access to all.
- Individuals with access and functional needs will be sheltered with their families and/or personal support aid in the most integrated setting possible.

Existing State and Regional Planning Efforts

The EOP integrates and aligns with the following state and regional planning efforts:

Tuolumne County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP)

The County addresses current and future impacts related to existing natural hazards through the MJHMP. Developed by the County OES, the MJHMP is intended to help identify and reduce or eliminate long-term risk to people and property from hazards such as flooding, earthquakes, extreme weather, and wildfire. It also discusses how climate change will affect the County and provides goals and actions to mitigate these impacts. While climate change itself was not included as a hazard, the impact of climate change on existing hazards was included in the evaluation of the hazards and their impacts. Risks that will be impacted by climate change discussed in the MJHMP include extreme heat, wildfire, flooding, drought, and water supply disruptions.

Chicken Ranch Hazard Mitigation Plan (HMP)

The 2021 Chicken Ranch Rancheria of Me-Wuk Indians of California ("Chicken Ranch Tribe") HMP was developed to reduce community vulnerability to natural disasters and human-made hazards. The Chicken Ranch Tribe HMP guides the selection, development, and implementation of mitigation projects for the Tribe that protect the planning area and the greater community.

Tuolumne County General Plan and Supporting Documents

The County's General Plan was most recently updated in 2018 and provides the long-term vision and policy direction guidance for residents, County staff, decision makers, and the broader community. The General Plan serves as the foundation for most County regulatory documents and addresses land use, community mobility, conservation and open space, safety, noise, and housing. The General Plan contains a Climate Change Element, which includes climate change adaptation and resilience policies and programs. The General Plan also includes climate change-related policies in other elements, such as the Public Safety Element, Natural Resources Element, and Natural Hazard Element.

Tuolumne County Transit Agency Transportation Emergency Operations Plan (TEOP)

The 2012 TEOP outlines how all transportation providers located within the County can make informed decisions appropriate for their operations, passengers, employees, and communities to effectively



prevent, prepare for, respond to, and recover from a variety of emergency situations. The TEOP is a key component of an ongoing, safety, security, and emergency transportation preparedness program.

Tuolumne County Transportation Council 2016 Final Regional Transportation Plan (RTP)

The RTP serves as the planning tool to guide transportation investments in the County for the next 25 years. The RTP focuses on a balanced multi-modal transportation system for the County that considers the movement of people and goods for purposes such as working, shopping, school, or recreation. It contains regional goals and performance measures, some of which are relevant to adaptation and resilience. It also includes a Rural Sustainable Strategy that sets greenhouse gas emissions reduction targets for the County and includes several policies that specifically address emissions from transportation.

Tuolumne County Office of Emergency Services Extreme Temperature Contingency Plan

In 2019, County OES updated its Extreme Temperature Contingency Plan (ETCP), a standalone document that is also incorporated as an annex to the Tuolumne County Public Health Department's Health Emergency Preparedness Plan. The ETCP provides guidance for the County, other governmental agencies, and community organizations and businesses to respond to emergency incidents of extreme heat. The ETCP addresses the needs for the County to identify vulnerable populations that may be threatened by extreme heat, communicate with the public to convey relevant information and resources that are available, communicate with state and local agencies, mobilize resources and initiate actions as needed, and employ the Citizen Alert Emergency Notification System designed to alert residents of extreme heat events.

Tuolumne County Health and Emergency Preparedness Plan

The 2018 Tuolumne County Health and Emergency Plan, Public Health and Medical Response section is largely derived from the California Public Health and Medical Emergency Operations Manual and describes the procedures that would be implemented when the Tuolumne County Health Department responds to a public health emergency.

California Department of Forestry and Fire Protection Tuolumne-Calaveras Unit 2022 Strategic Fire Plan

Through a collaboration of internal and external stakeholders, the CAL FIRE Tuolumne-Calaveras Unit (TCU) has developed an updated Strategic Fire Plan, which aims to reduce the loss of life, property, and natural resources that occur due to wildfire. The plan provides a comprehensive framework for TCU to evaluate existing and projected hazards, develop goals to mitigate the associated risks, establish benchmarks for success, develop strategies to meet the goals, implement strategies, and facilitate a monitoring protocol to ensure the plan remains connected to the needs of the region.



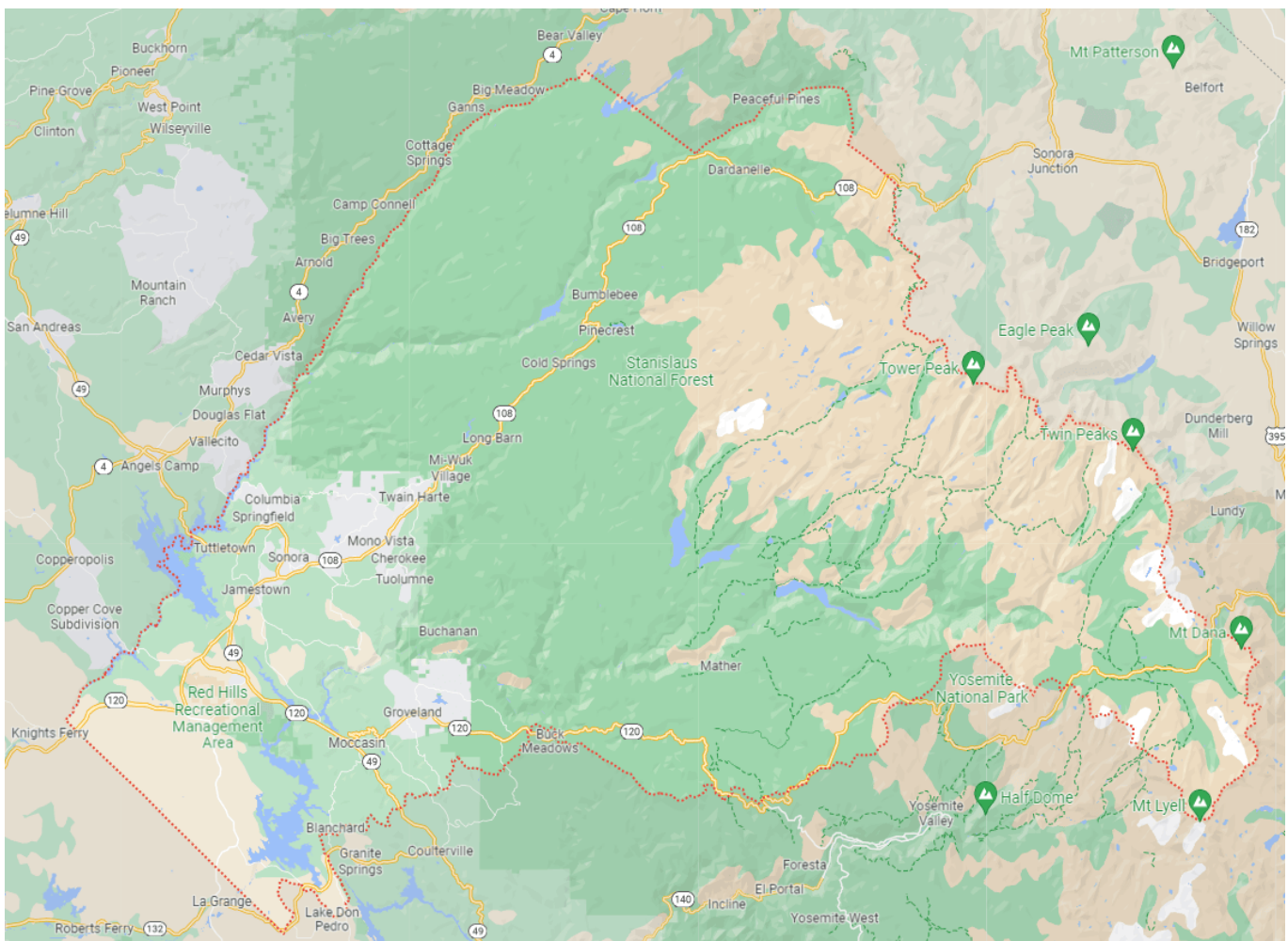
Situation Overview

General

Tuolumne County is one of the original 18 California Counties with a total area of 2,220.91 square miles. Located in the eastern portion of Central California, Tuolumne nestles into the Sierra Nevada Mountain Range which runs north-west/south-east in the eastern part of the County. There are two major rivers both running east to west: the Stanislaus River and the Tuolumne River. The County also contains several lakes and reservoirs with the largest being Lake Don Pedro and New Melones Lake. The elevation in the County ranges from 300 feet to greater than 13,000 feet in the Sierra Nevada Mountains along the East.

Tuolumne County can be divided roughly into thirds: one-third is the Stanislaus National Forest; one-third is Yosemite National Park, and the remaining third is the City of Sonora and the unincorporated area of the County. The majority of the County's population resides in the unincorporated area, which interfaces with the National Forest and National Park lands. In 2020, there was an average of 25 persons per square mile in the County.

Figure 1: Map of Tuolumne County





Cities and Communities

Tuolumne County encompasses several cities and communities, including one incorporated City of Sonora (which serves as the County Seat), nine census designated places, 22 other incorporated communities, 25 special districts, and two federally recognized Native American tribes (Tuolumne Band of Me-Wuk Indians and Chicken Ranch Rancheria of Me-Wuk Indians). A list of Tuolumne County cities and communities can be referenced in the following table.

Table 5: Tuolumne County Cities and Communities

Incorporated City and County Seat	
Sonora	
Census Designated Places (CDPs)	
Cedar Ridge	Groveland
Chinese Camp	Jamestown
Cold Springs	Long Barn
Columbia	Mi-Wuk Village
East Sonora	
Other Unincorporated Communities	
Blanchard	Soulsbyville
Buchanan	Strawberry
Bumblebee	Tuolumne City
Confidence	Tuttletown
Dardanelle	Twain Harte
Deadwood	Mather
Groveland-Big Oak Flat	Moccasin
Mono Vista	Phoenix Lake-Cedar Ridge
Phoenix Lake	Pinecrest
Pine Mountain lake	Standard
Sierra Village	Squabbletown
Special Districts in Tuolumne County	
Bellevue Elementary School District	Columbia Union Elementary School District
Big Oak Flat-Groveland Unified School District	Curtis Creek Elementary School District
Chinese Camp Elementary School District	Groveland Community Services District
Columbia Fire Protection District	Jamestown Elementary School District
Jamestown Fire Protection District	Tuolumne County Air Pollution Control District
Mi-Wuk Sugar Pine Fire Protection District	Tuolumne Water District No. 1
Sonora Elementary School District	Tuolumne Fire Protection District
Sonora Union High School District	Tuolumne City Sanitary District
Soulsbyville Elementary School District	Tuolumne Park and Recreation District
Strawberry Fire Protection District	Tuolumne Regional Water District



Special Districts in Tuolumne County	
Summerville Union High School District	Tuolumne Utilities District
Summerville Elementary School District	Twain Harte Community Services District
Yosemite Community College District	Twain Harte Elementary School District

Population

Tuolumne County is home to a diverse population of 55,620 (U.S. Census Bureau 2020) and consists of various ethnicities and age groups, contributing to its cultural diversity. The following table lists various population demographics for the County.

Table 6: Tuolumne County Population Information

Tuolumne County Population Information (U.S. Census 2020)	
Age and Sex	
Persons under 5 years (%)	4.3%
Persons under 18 years (5)	17.0%
Persons 65 years and over (%)	27.2%
Female persons (%)	47.5%
Race and Hispanic Origin	
White alone (%)	89.8%
Black or African American (%)	2.4%
American Indian and Alaska Native alone (%)	2.2%
Asian along (%)	1.6%
Native Hawaiian and Other Pacific Islander alone (%)	0.3%
Two or More Races (%)	3.7%
Hispanic or Latino (%)	13.7%
White alone, not Hispanic or Latino (%)	78.3%
Language Spoken at Home	
English only (%)	92.0%
Spanish (%)	5.2%
Other Indo-European languages (%)	1.7%
Asian and Pacific Islander languages (%)	1.0%
Other languages (%)	0.2%
Population Characteristics	
Veterans (2017 – 2021)	5,241
Foreign born persons (2017-2021) (%)	5.3%
Housing	
Owner-occupied housing unit rate (2017 – 2021) (%)	74.7%
Median value of owner-occupied housing units (2017 – 2021)	\$333,500
Median selected monthly owner costs – with a mortgage (2017 – 2021)	\$1,930
Median selected monthly owner costs – without a mortgage (2017 – 2021)	\$666



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

Housing	
Median gross rent (2017 – 2021)	\$1,105
Building permits (2022)	74
Families and Living Arrangements	
Households (2017 – 2021)	23,103
Persons per household (2017 – 2021)	2.24
Living in same house 1 year ago, % of persons age 1 year+ (2017 – 2021)	85.3%
Language other than English spoken at home, % of persons age 5 years+ (2017 -2021)	8.0%
Computer and Internet Use	
Households with a computer (2017 – 2021) (%)	92.1%
Households with a broadband Internet subscription (2017 – 2021) (%)	24.6%
Education	
High school graduate or higher, % of persons age 25 years+ (2017 – 2021)	92.1%
Bachelor's degree or higher, % of persons age 25 years+ (2017 – 2021)	24.6%
Health	
With a disability, under age 65 years (2017 – 2021) (%)	13.4%
Persons without health insurance, under age 65 years (%)	6.4%
Economy	
In civilian labor force, total, % of population age 16 years+ (2017- 2021)	50.1%
In civilian labor force, female, % of population age 16 years+ (2017 – 2021)	51.1%
Total accommodation and food services sales, 2017 (\$1,000)	172,199
Total health care and social assistance receipts/revenue, 2017 (\$1,000)	22,669
Total retail sales, 2017 (\$1,000)	660,042
Total retail sales per capita, 2017	\$12,234
Transportation	
Mean travel time to work (minutes), workers age 16 years+ (2017 – 2021)	29.3
Income and Poverty	
Median household income (in 2021 dollars) (2017 – 2021)	\$66,846
Per capita income in past 12 months (in 2021 dollars) (2017 – 2021)	\$37,042
Persons in poverty (%)	13.2%
Businesses	
Total employer establishments (2021)	1,248
Total employment (2021)	12,127
Total annual payroll, 2021 (\$1,000)	612,450
Total employment, % change (2020-2021)	-5.2%
Total non-employer establishments (2019)	4,217
All employer firms, Reference year 2017	1,174
Men-owned employer firms, Reference year 2017	668
Businesses	
Women-owned employer firms, Reference year 2017	116
Business	
Minority-owned employer firms, Reference year 2017	126



Nonminority-owned employer firms, Reference year 2017	868
Veteran-owned employer firms, Reference year 2017	54
Nonveteran-owned employer firms, Reference year 2017	925

Access and Functional Needs (AFN) Populations

The term Access and Functional Needs (AFN) has replaced “special needs,” “high-risk,” and similar terms. People with AFN are those who may have additional needs before, during, or after an incident in functional areas including, but not limited to, maintaining health, independence, communication, transportation, support, services, self-determination, and medical care. AFN populations consist of individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, veterans, children, people living in institutionalized settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.

The Annual Disability Statistics Compendium published the [2023 State Report for County-Level Data](#) which includes vital disability statistics for each state. The Annual Disability Statistics Compendium is spearheaded by the Rehabilitation Research and Training Center on Disability Statistics and Demographics, funded by the U.S. Department of Health and Human Services Administration for Community Living National Institute on Disability, Independent Living, and Rehabilitation Research.

The following tables list AFN and diverse population demographics, as well as the prevalence, employment, and poverty statistics regarding Tuolumne County community members with and without disabilities per the State Report.

Table 7: AFN and Diverse Population Demographics

AFN and Diverse Population Demographics	
Population	Percentage/Number
Persons under 5 years, %	4.3%
Persons under 18 years, %	17%
Persons 65 years and over, %	27.2%
Veterans, 2017-2021	5,241
Foreign born persons, %, 2017-2021	5.3%
Language other than English spoken at home, % of persons age 5 years+, 2017-2021	8%
With a disability, under age 65 years, %, 2017-2021	13.4%
Persons without health insurance, under age 65 years, %	6.4%
Persons in poverty, %	13.2%



Table 8: Disability Prevalence Demographics

Disability Prevalence Demographics					
Description	Total Population	Disability		No Disability	
		Count	Percentage	Count	Percentage
Prevalence of people with and without disabilities	52,293	10,337	19.8%	41,866	80.2%

Table 9: Disability Poverty Demographics

Disability Poverty Demographics						
Description	Disability			No Disability		
	Total	Count	Percentage	Total	Count	Percentage
Civilians with and without disabilities in poverty ages 18 to 64 years	4,717	911	19.3%	23,647	2,241	9.5%

Table 10: Disability Employment Demographics

Disability Employment Demographics						
Description	Disability			No Disability		
	Total	Employed	Percentage	Total	Employed	Percentage
Employment of civilians with and without disabilities ages 18 to 64 years living in the community	4,729	1,747	36.9%	23,877	17,489	73.2%

Vulnerable Populations

Vulnerable populations are those that are more likely to be affected or impacted more severely by emergencies and disasters due to factors such as health challenges or disabilities, location, living or working conditions, income level, historical and/or current marginalization, and limited access to resources. These variables can often be the result of historic inequitable planning processes. These factors, among others, can lead to increased susceptibility to and disproportionate harm from emergency response impacts, and the ability to recover from those impacts. Vulnerable populations in the County include individuals experiencing homelessness, individuals with disabilities, senior citizens, communities of color and linguistically isolated communities (i.e., non-English-speaking people), tribal communities (i.e., Tuolumne Band of Me-Wuk Indians and Chicken Ranch Rancheria of Me-Wuk Indians), those living in desolate/isolated areas with transportation challenges, and Legacy Communities (disadvantaged communities). Though certain vulnerable populations represent only a small percentage of the County's total population, it is important to plan for all groups that, for one reason or another, lack available resources or capacity to react or adapt to emergencies and disasters themselves.

[Per the 2021 Adaptation and Resilience Report for Tuolumne County](#), the County has identified 16 Legacy Communities, or disadvantaged communities in the County not within spheres of influence of a city. These communities range from remote settlements to residential neighborhoods surrounded by cities. A Legacy Community is defined as a geographically isolated community inhabited with no less than 10 dwellings adjacent or in close proximity to one another that has existed for at least 50 years. Additionally, Legacy Communities are communities with annual median household incomes less than 80



percent of the statewide annual median household income, defined as \$49,306 per year using 2010 U.S. Census Bureau data.

Social Vulnerability

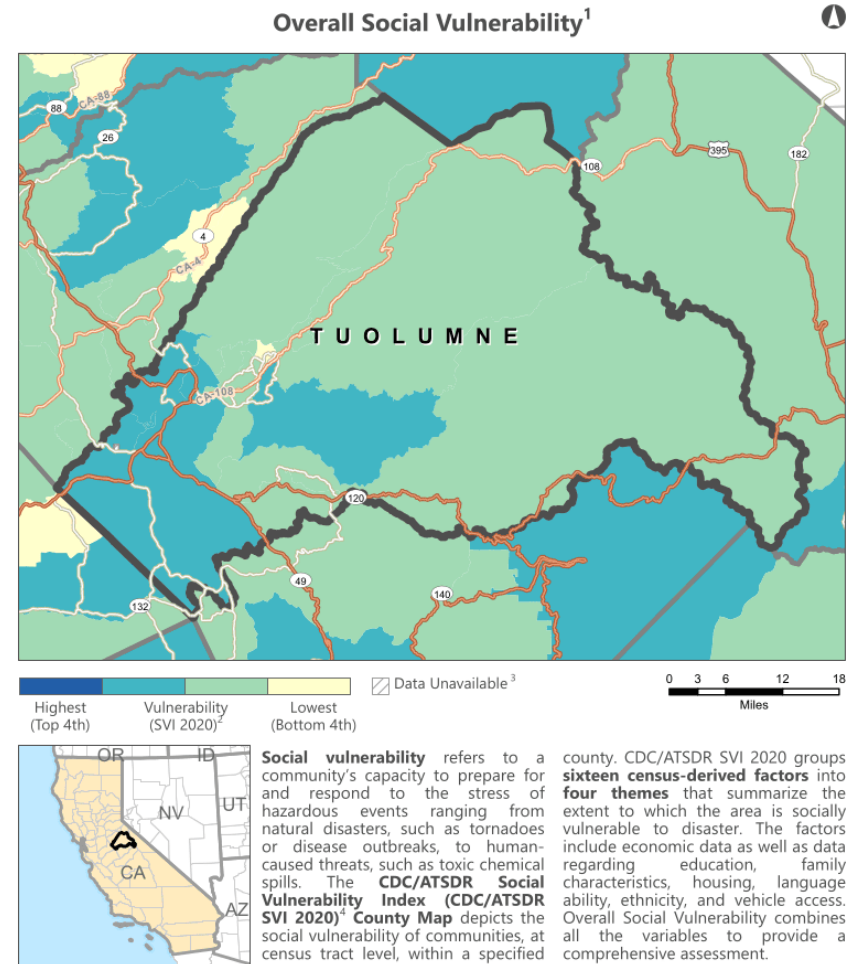
Social vulnerability refers to a community's capacity to prepare for and respond to the stress of hazardous events ranging from natural disasters to human-caused threats. The [Centers for Disease Control and Prevention \(CDC\)/Agency for Toxic Substances and Disease Registry \(ATSDR\) Social Vulnerability Index \(SVI\) 2020](#) County Map on the following page depicts the social vulnerability of communities, at census tract level, within Tuolumne County. The CDC/ATSDR SVI 2020 groups 16 census-derived factors into four themes that summarize the extent to which the area is socially vulnerable to disaster. The factors include economic data, as well as data regarding education, family characteristics, housing, language ability, ethnicity, and vehicle access. Overall Social Vulnerability combines all the variables to provide a comprehensive assessment.



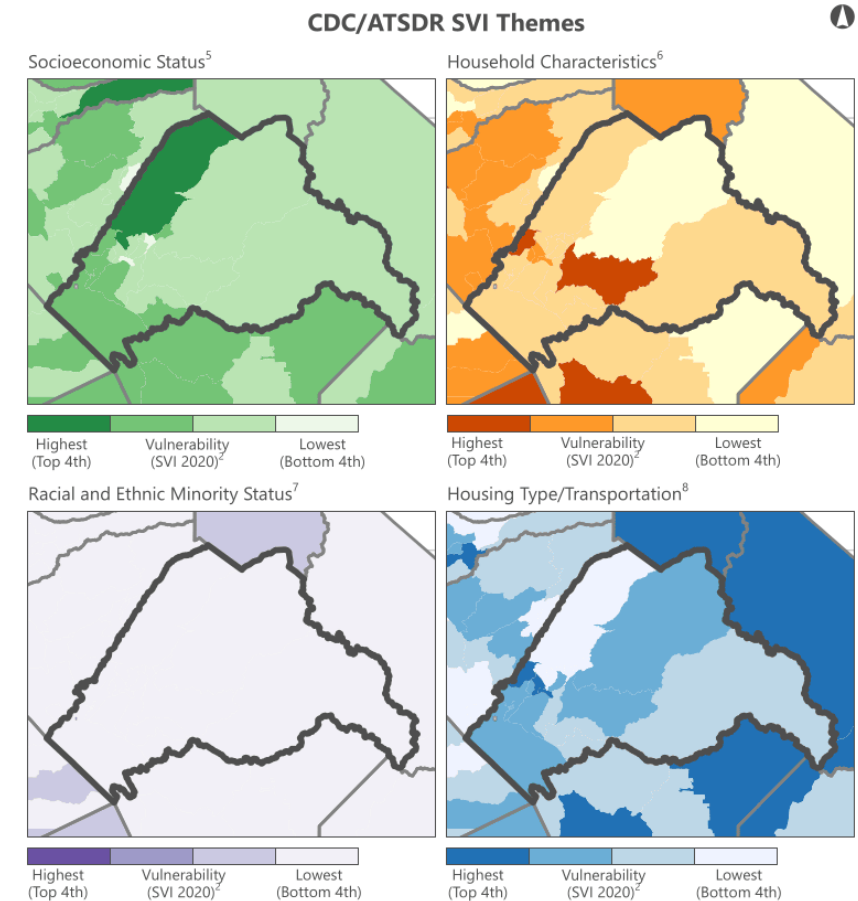
Tuolumne County Emergency Operations Plan Base Plan and Annexes

Figure 2: CDC/ATSDR Social Vulnerability Index 2020

CDC/ATSDR Social Vulnerability Index 2020 TUOLUMNE COUNTY, CALIFORNIA



CDC/ATSDR SVI 2020 – TUOLUMNE COUNTY, CALIFORNIA



Data Sources: ¹CDC/ATSDR/GRASP, U.S. Census Bureau, Esri® StreetMap™ Premium.
Notes: ²Overall Social Vulnerability: All 16 variables. ³Census tracts with 0 population. ⁴The CDC/ATSDR SVI combines percentile rankings of US Census American Community Survey (ACS) 2016-2020 variables, for the state, at the census tract level. ⁵Socioeconomic Status: Below 150% Poverty, Unemployed, Housing Costs Burden, No High School Diploma, No Health Insurance. ⁶Household Characteristics: Aged 65 and Older, Aged 17 and Younger, Civilian with a Disability, Single-Parent Household, English Language Proficiency. ⁷Race/Ethnicity: Hispanic or Latino (of any race); Black and African American, Not Hispanic or Latino; American Indian and Alaska Native, Not Hispanic or Latino; Asian, Not Hispanic or Latino; Native Hawaiian and Other Pacific Islander, Not Hispanic or Latino; Two or More Races, Not Hispanic or Latino; Other Races, Not Hispanic or Latino. ⁸Housing Type/Transportation: Multi-Unit Structures, Mobile Homes, Crowding, No Vehicle, Group Quarters.
Projection: NAD 1983 California Teale Albers.
References: Flanagan, B.E., et al., A Social Vulnerability Index for Disaster Management. *Journal of Homeland Security and Emergency Management*, 2011. 8(1).
CDC/ATSDR SVI web page: <https://www.atsdr.cdc.gov/placeandhealth/svi/index.html>.



Hazard Analysis Summary

In 2018, Tuolumne County completed and adopted the [Tuolumne County MJHMP](#), which was approved by the Federal Emergency Management Agency (FEMA) in 2019. The development of the MJHMP included a hazard assessment, which is a critical component of the Tuolumne County and OA emergency planning process. The following section highlights key findings from the plan by summarizing the County Hazard Analysis and provides a description of potential hazards.

For more information on the hazards in this section, please refer to the Tuolumne County MJHMP. The MJHMP is in the process of being updated with a renewal date of 2024.

Hazard Descriptions

The following section provides a description of potential hazards and threats to the County, as identified by the 2018 MJHMP:

- Earthquake
- Extreme Weather
- Flooding/Dam Failure
- Hazardous Materials
- Landslides/Sinkholes
- Volcano
- Wildland Fire

The rating system used to determine probability of hazards and threats in the MJHMP was defined as:

Table 11: Probability Rating System

Probability		
Low (0%-50% chance of occurring)	Medium (50%-75% chance of occurring)	High (75%-100% chance of occurring)



Earthquake

Table 12: Earthquake Severity and Probability

Severity	Probability
High	Low

Damage associated with fault-related ground rupture is normally confined to a fairly narrow band along the trend of the fault. Structures are often not able to withstand fault rupture and utilities crossing faults are at risk of damage. Fault displacement involves forces so great that it is generally not feasible (structurally or economically) to design and build structures to accommodate this rapid displacement.

Fault displacement can also occur in the form of barely perceptible movement called “fault creep.” Damage by fault creep is usually expressed by the rupture or bending of buildings, fences, railroads, streets, pipelines, curbs, and other linear features.

Historically, earthquake activity in the County is significantly below the California state average, with one of the lowest earthquake risks in the state (however, it still remains 735% greater than the overall U.S. average). A total of five historical earthquake events with recorded magnitudes of 3.5 or greater occurred in or near (50 miles) Tuolumne County this past century.

The welfare of homes, major businesses, and public infrastructure is very important. Addressing the reliability of buildings, critical facilities, infrastructure and understanding the potential costs to government, businesses, and individuals as a result of an earthquake are challenges faced by Tuolumne County.

Table 13: Historical Earthquake Events

Date	Distance (miles)	Magnitude	Depth (km)	Latitude	Longitude
March 26, 1872	Epicenter Unknown	7.6 – 8.0	N/A	Lone Pine	Inyo County
June 25, 1933	49.6	6.1	N/A	38.08	-119.33
June 10, 1965	42.6	3.5	N/A	38.2	-119.5
August 10, 1975	44.3	4	N/A	37.37	-119.99
August 9, 1983	40.8	4	2	37.9	-119.49

Extreme Weather

Table 14: Extreme Weather Severity and Probability

Severity	Probability
Medium	Medium

Extreme weather events are defined in the MJHMP as any unusual, unseasonable, or severe weather event. These include extreme heat, ice and hailstorms, heavy snowfalls, high wind, thunderstorms, freezes, and drought (discussed separately below). The MJHMP defines “extreme” events as weather that occurs less than 5 percent of the time, although these definitions vary depending on the type of event. The County’s diverse topography and significant range in elevation contribute to the frequency and intensity of extreme weather and influence the associated impacts. For example, although high winds and heavy snowfall have relatively less impact at high elevations, the impact at lower elevations can be considerable. In general, the risks posed by extreme weather include threats to life and public health, damage or loss of property, injury or loss of crops and livestock, utility failures, impacts to transportation networks, and interruptions to communication systems.



Extreme Heat

Often referred to as a heat wave or heat storm, extreme heat is typically defined as a series of days (three or more), where weather conditions include daytime temperatures being considerably higher than normal. Extreme heat days and heat waves are the most lethal type of weather-related events in the United States. While extreme heat temperatures are relatively rare at higher elevation areas within the County, it is not uncommon for daytime temperatures to exceed 100°F in the lower foothills of the County. Public health risks from extended exposure to extremely high temperatures include hyperthermia, rashes, edema, dehydration, heat exhaustion, heat cramps, and heat stroke. Additionally, the risk of wildfire is heightened dramatically during these events as higher temperatures result in reduced soil moisture and dry vegetative fuels. As the elevation increases, cooler temperatures typically result, so the mountains of Tuolumne County will very rarely see extreme heat.

When the heat index is 90 degrees, heat exhaustion is possible with prolonged exposure and/or physical activity. When it is 90 to 105 degrees, sunstroke is a possibility, as well as heat cramps or heat exhaustion with prolonged exposure and/or physical activity. When it is 105 to 129 degrees, sunstroke, heat cramps or heat exhaustion is likely, and heatstroke is possible with prolonged exposure and/or physical activity. When it is 130 degrees or higher, heatstroke and sunstroke are extremely likely with continued exposure. Physical activity and prolonged exposure to heat increases the risk.

Refer to the [County's Extreme Temperature Contingency Plan](#) for more information related to extreme heat.

Table 15: Historical Extreme Heat Activity

Date	Event Details
July 2006	The U.S. Department of Agriculture granted a Secretarial Disaster Designation for 47 California counties, one of which was Tuolumne, due to agricultural losses caused by a record-setting heat wave occurring from July 1 to July 31, 2006.

Drought

A drought is defined in the MJHMP as an extended timeframe where water availability falls below the historical water supply requirements for a region. Therefore, droughts are an intersection of both natural water availability and human demand for water supply. Droughts are not uncommon in the County and are caused by below-average precipitation during the rainy season, leading to reduced snowpack at higher elevations and low soil moisture at lower elevations. Between 2012 and 2017, these effects resulted in the County experiencing extreme drought. This led to a decrease in surface water and groundwater levels throughout most of southern and central California, which rely on the County and surrounding regions for supplying water. During this time, the County declared a Local State of Emergency due to drought conditions and groundwater shortages, with over 200 wells in the County being reported dry.

Periods of drought can have significant impacts on public health and safety, agricultural operations, and the natural environment. Drought affects the water supply availability of the County's reservoirs, which supply the majority of potable water within the County. Drought can also reduce water quality because lower water flows reduce the dilution of pollutants and increase contamination of remaining water sources. This impact has been experienced in the County. During drought conditions, the lack of growth of annual grasses and other feedstocks for livestock can result in significant economic losses for farmers and ranchers. Extended periods of drought can be catastrophic for these operations. In addition to the direct impacts caused by droughts, these events also contribute to larger and more severe wildfires due to the lower moisture content of fire fuels. Drought conditions in the County have also contributed to the rapid spread of invasive pine bark beetles, which attack and ultimately kill large swaths of trees.



In a rural area such as Tuolumne County, these effects are seen on ground water quantity. Published on May 14, 2021, the [Tuolumne Utilities District 2020 Water Shortage Contingency Plan](#) was developed to provide a plan of action to be followed during the various stages of a water shortage. In general, the District's annual combined water supplies of surface water, groundwater, and recycled water can meet demand projections through 2045 under the normal, single dry-year and multi-dry-year scenarios. The reliability is a result of the historic reliability and availability of the South Fork of the Stanislaus River, groundwater supply, and recycled water for agricultural irrigation.

Table 16: Historical Drought Activity

Date	Event Details
Winters of 2007, 2008, 2009	Three extremely dry winters resulted in a considerably reduced snowpack throughout the Sierra Nevada range and reduced rainfall in the Central Valley. Agricultural losses were significant statewide. Increased fire activity and more severe fire seasons were reported. The drought ended in the winter/spring of 2010 when record amounts of precipitation were recorded.
Extreme Drought 2014-2017	For five years, California had received significantly less rainfall and snowpack accumulation, causing a decrease in surface and ground water levels throughout most of Southern and Central California. The lack of water and subsequent effects on the health and safety of California residents, Governor Brown issued a State of Emergency due to extreme drought conditions. Tuolumne County declared a Local State of Emergency due to drought and groundwater shortages. Over 200 dry wells were reported in the County. Using California Disaster Assistance Act funding, Tuolumne County was able to place 140 temporary water tanks with water delivery to residents with confirmed dry wells. The program ceased in June 2018.

Thunderstorms/Lightning

During warmer months, thunderstorms also threaten the County. Lightning associated with these events can cause significant damage to communication systems and structures. During dry months, these storms often produce no precipitation and result in lightning-generated wildfires. Lightning also poses risks to individuals, causing severe burns or death if struck. The lightning associated with thunderstorms may cause considerable damage to communication systems and structures, while thunderstorms are usually accompanied by strong winds, heavy rain, and sometimes snow, sleet, and hail. In the summer months, these storms may produce no precipitation at all and it's quite common during fire season for the County to experience lightning-generated wildfires.

Table 17: Historical Thunderstorm/Lightning Activity

Date	Event Details
The Stanislaus Complex August 1987	After months of dry weather, a dry lightning storm moved through the higher elevations of the County, igniting numerous fires in the Stanislaus National Forest. These fires eventually merged together into one large fire that caused millions of dollars in damage.

Windstorms

Wind events can be quite destructive, especially in urban areas where falling trees and branches can result in considerable property damage. During the winter, as soil becomes more saturated from rain or snow melt off, wind events can become even more destructive as tree root systems are more likely to fail. Wind also has a dramatic impact on the spread of wildland fires.



Table 18: Historical Windstorm Activity

Date	Event Details
March 2011	With the seasonal rainfall accumulations of nearly 60 inches, a late season storm, accompanied by extremely high winds, caused nearly \$750,000 in damages across the County. Damages to the flume systems, roadways, the electrical distribution system, and tree damage to numerous residences resulted in a request for a Federal Disaster Declaration.

Hailstorms

Hailstorms in Tuolumne County can occur under certain weather conditions, typically during the spring and summer months, and are commonly associated with thunderstorms. Significant amounts of damage to property, notably to automobiles, skylights, and glass-roofed structures can occur from hailstorms. The damage to crops can also be severe. Fortunately, hail very rarely kills; however, dozens of people are injured each year when they are not able to find adequate shelter. While hailstorms are relatively rare in the area, they can occur during severe thunderstorm events or as a result of convective activity associated with unstable atmospheric conditions.

Heavy Snowfall

Severe storms with heavy snowfall and high winds are common within the County's higher elevation areas. These events can result in risks to residents and visitors who are traveling during these conditions, which sometimes require the assistance of rescue personnel. Extreme snowfall is less frequent at lower elevations, but when it does occur, significant property damage can occur as a result of falling trees and branches. If these conditions occur during spring, they often result in low elevation freezes, which can cause significant damage to crops and create considerable discomfort for individuals unprepared for abnormally cold temperatures. Additionally, extreme storm events often disrupt electricity delivery, causing further public health and safety risks due to lack of power. The costs to the County for heavy snowfall, in particular, can endanger plants, have detrimental effects on oak forests and agriculture, and the financial impact can be in the millions of dollars. On rare occasions, snowfall may be heavy enough to cause damage to the naturally occurring vegetation. This may result in an increased fire season threat as the damaged vegetation dries out and increases the normal fuel loading.

Table 19: Historical Heavy Snowfall Activity

Date	Event Details
February 1938	A very cold storm delivered 48 inches of snow at Soulsbyville, which has an elevation of 3,000 feet.
Winter 1969	A series of cold storms dropped eight inches of snow on the City of Sonora, elevation 1,800 feet. The snow stayed on the ground for a full week as a cold front moved in behind the last storm. The County came to a standstill as the limited number of snowplows was unable to keep the roads open.
Winter Storms 2017	In January and February of 2017, Tuolumne County, and much of California, were hit with a series of winter storms that brought large amounts of precipitation, snow, and high winds, all in a very short amount of time. Due to the severity and rapid onset of the storms, many of the County's culverts, ditches, and older infrastructure began to fail, causing flooding to roads, bridge washouts, and pavement failures on roads. Some dirt roads in the County eroded to the point where they had to be closed completely for the safety of residents. The Tuolumne County Board of Supervisors declared a Local State of Emergency due to the damage assessments done by the Roads and Engineering Department. Total damages sustained equated to approximately \$8 million.



Date	Event Details
Winter Storms 2023	Several big winter storms led to two back-to-back major disaster declarations due to heavy snow and extreme weather. The last declaration in February/March was due to infrastructure damage and was the first time the County had approved Individual Assistance as a result of a disaster.

Freeze

A freeze refers to a particularly cold spell of weather where the temperature drops below 32 degrees. During the fall, winter, and spring in the higher elevations of the Tuolumne County, freeze conditions are the norm. In the lower elevations, severe freezing conditions, especially in the spring, can cause damage to crops and cause considerable discomfort to area residents.

Similar to heavy snowfall, the costs to the County for heavy freezes can endanger plants, have detrimental effects on oak forests and agriculture, and the financial impact can be in the millions of dollars.

Table 20: Historical Freeze Activity

Date	Event Details
December 1998	A mild winter storm was immediately followed by a very cold front that caused considerable damage as a result of frozen water pipes. Ice covered streets disrupted traffic flows and resulted in a number of traffic accidents.
February 1999	A large winter storm impacted Central California during the afternoon of February 7, 1999. The storm slowly moved southward during the day on the 8 th . The storm finally picked up speed and rapidly moved through the region on the 9 th , with very cold air in its wake. Snow levels in the Southern Sierra Nevada and Tehachapi Mountains dropped to 1,500 feet, even lower near Yosemite. Damage from freezing temperatures was extensive.
November 2010	Four days of extremely cold weather coupled with an early season snowfall cause extensive damage to the County's apple and olive trees.

Flooding

Table 21: Flooding Severity and Probability

Severity	Probability
Low	Medium

While flooding occurs occasionally in the County, particularly during the winter and springtime following heavy periods of precipitation, the physical geography of the County limits flooding potential. The overall slope of the watersheds is relatively steep, and the rivers and streams move quickly, which has resulted in very little floodplain being formed. Further, the Tuolumne and Stanislaus Rivers are dammed in the lower elevations and are well controlled, which contributes to a relatively low risk of flooding. When flooding events do occur, they can cause significant damage to roadways, electrical distribution systems, and structures, creating risks to public health and safety.

In early 2017, a Local State of Emergency was declared after severe and rapid storms brought large amounts of rain, snow, and high winds to the County, causing floods that caused bridge washouts, and pavement failures on roads. Total infrastructure damages sustained were estimated at approximately \$8 million. According to FEMA, there were 19 significant flooding events in the County between 1996 and 2019. For floodplain management purposes, FEMA often uses the terms "100-year flood" and "500-year flood" to describe the size or magnitude of potential flooding events. The 100-year flood, which is the standard used by most federal and state agencies, is a flood that has a 1 percent chance of being equaled or exceeded in any given year. Figure VA5 shows 100-year floodplains within the County. For the majority of the County, the 100-year floodplain is directly adjacent to waterways and other waterbodies, and most



major waterways are within deeply defined drainage channels capable of containing these waters. However, in some areas the drainage channels are less defined and at risk of flooding. For example, flooding of Curtis Creek, which runs through Soulsbyville, could affect adjacent roadways and structures. While 500-year flooding events have historically been rare, future extreme precipitation events due to climate change may be closer to 500-year events.

The two main watersheds that form the County are all of the upper Tuolumne River, and a significant portion of the upper Stanislaus River. Both are dammed in the lower elevations along much of the stream courses and are mostly contained within government or special district ownership. Thus, excluding a few tributaries, the larger rivers and the immediate environs are not in areas where private development can occur. Further, the rivers and streams reside within relatively steep canyons or valleys, where very little floodplain has been formed.

Past flood/storm events of significance for the County are delineated in the table below.

Table 22: Historical Flooding Events

Date	Event Details
Winter of 1887	The earliest record rainfall amount found in The Union Democrat indicates that 67 inches of rain fell. No damages were noted.
December 1964	The County Board of Supervisors declared a State of Emergency based on localized flooding within the County.
Winter of 1969	A series of cold storms dropped 8 inches of snow on the City of Sonora, elevation 1800 feet. The County came to a standstill as the limited numbers of snowplows were unable to keep the roads open. Flooding was reported as snow melted.
February 1986	Early season storms completely saturated the soil. A fast-moving rainstorm in February caused Sonora Creek to overbank flooding the Mother Lode Fairgrounds.
March 1995	The Governor of California requested federal assistance after the County Board of Supervisors declared a State of Emergency based on localized flooding within the County.
April 2006	On April 11, the Board of Supervisors passed an Emergency Resolution proclaiming the existence of a local emergency due to a series of winter storms that caused conditions of extreme peril to the safety of persons and property because of localized flooding in the County of Tuolumne.
March 2011	With seasonal rainfall accumulations of nearly 60 inches, a late season storm, accompanied by extremely high winds, caused nearly \$750,000 in damages across the County. Damages to the flume systems, roadways, electrical distribution system and tree at numerous residences resulted in a request for a Federal Disaster Declaration.
January/February 2017	A series of storms brought heavy precipitation and snowfall to Tuolumne County causing culverts and ditches to fail and flood. A number of roads eroded causing major damage and inaccessible lanes to be closed; some remain closed due to the high cost of repair. A Local State of Emergency was declared By the Board of Supervisors due to flooding and damage to roads, bridges, and culverts.
Dec 2022/January 2023 and Feb/March 2023	Two major storms hit Tuolumne County resulting in two Disaster Declarations. The 2 nd storm Feb/March included low snow and millions of major damages to public infrastructure. The 2 nd storm, known as DR-4699 also hit individuals and businesses hard and Tuolumne County received its first ever Individual Assistance or IA determination.

Dam Failure

There are 44 dams in Tuolumne County ranging from those that create large reservoirs for irrigation, water supply, or power generation, to smaller impoundments which are part of water distribution or treatment systems or intended to provide a recreational amenity. A full list of dams and consequences of dam failure can be found in the Tuolumne County MJHMP. More information on dam failure can be found in the Flood Hazard-Specific Annex.

Hazardous Materials

A hazardous material is any substance, natural or man-made, that may be harmful to life or to the environment. Hazardous material incidents may occur at fixed facilities whereas required by law, most



likely, the occupants have filed site specific emergency response contingency and evacuation plans. Incidents may also occur along land, water, or air transportation routes as a result of aircraft or other transportation accidents. Improper use of agricultural chemicals and illegal dumping will also pose a hazardous materials risk.

Hazardous material incidents differ from other emergency response situations because of the wide diversity of causative factors and the pervasiveness of the potential threat. Circumstances such as the prevailing wind and geographic features in the vicinity of emergency incidents are relevant factors that may greatly increase the danger.

The threat of a major hazardous material incident in the planning area would be likely derived from one of the following sources:

- Industrial/Agriculture
- Transportation
- Utilities – Propane
- Clandestine Operations

The County has a very limited history of hazardous materials spills and releases. Most incidents are accidental and are transportation based (automobile accidents) and are very limited in number. Occasionally, once or twice a year, a clandestine lab operation will be discovered requiring a cleanup operation. Law enforcement reports these incidents to be on the decline, as more sophisticated, out of the area operations have replaced small part-time operators.

Landslides/Sinkholes

Table 23: Landslides/Sinkholes Severity and Probability

Severity	Probability
Low	Low

Landslides

There are predictable relationships between local geology and landslides, rockslides, and debris flows. The down-slope movement of earth material, either as a landslide, debris flow, mudslide, or rockslide, is part of the continuous, natural process of erosion. This process, however, can be influenced by a variety of causes that change the stability of the slope. Slope instability may result from natural processes, such as the erosion of the toe of a slope by a stream, or by ground shaking caused by an earthquake. Natural occurring landslides do not typically occur in the County and there have been no significant documented incidents of landslides. Slopes disturbed by grading or development have failed, especially during periods of heavy rainfall, and have resulted in the destruction of infrastructure such as water and sewer lines, electrical and telecommunications utilities, and transportation routes. These human-made landslides can result in a considerable inconvenience.

Sinkholes

Sinkholes may also develop as a result of previous mining activity. Miles of abandoned tunnels and shafts exist in the Mother Lode areas west of Jamestown and portions of the City of Sonora. As ground water seeps into these human-made caverns, the supporting timbers decay and rot away. As supports fail, the result can be a sudden collapse or subsidence. Significant carbonate rock deposits (limestone) are found in Tuolumne County. There is no documented sink-hole damage from past activity in the underlying carbonate rock formations found in the vicinity of Columbia and Sonora.



Volcano

Table 24: Volcano Severity and Probability

Severity	Probability
Low	Medium

Volcanoes are openings, or ruptures, in the Earth's crust which allow hot magma, volcanic ash, and gases to escape from below the surface. Once on the surface, magma (which is then known as lava) can flow across the Earth's surface, destroying everything in its path. Lava flows rarely move faster than walking speed, so one can usually out maneuver and avoid them.

During an eruption, volcanoes can release vast amounts of poisonous water vapor, carbon dioxide, and sulfur dioxide at tremendous heights into the atmosphere where, depending on the jet stream, can travel considerable distances and cause a significant health risk to downwind populations.

There currently is no volcanic activity in Tuolumne County; however, neighboring Mono County, 77 air miles to the southeast, is known to be very active.

The following table outlines both the location and history of volcanic activity for the local area.

Table 25: Historical Volcanic Activity

Historical Volcanic Events								
Distance	Name	Region	Lat.	Long.	Elevation	Type	Status	Last Eruption
65.5 mi	Mono Lake Vol. Field	CA	38	-119.03	2,121 ft	Cinder Cone	Tephro-chronology	Last known eruption 1700-1799
67.5 mi	Mono Craters	CA	37.88	-119	2,796 ft	Lava Dome	Radiocarbon	Last known eruption AD 1-1499
69.1 mi	Inyo Craters	CA	37.692	-119.02	2,629 ft	Lava Dome	Radiocarbon	Last known eruption AD 1-1499
70.3 mi	Red Cones	CA	37.58	-119.05	2,748 ft	Cinder Cone	Holocene	Undated, but probable Holocene eruption
76.8 mi	Long Valley	CA	37.7	-118.87	3,390 ft	Caldera	Pleistocene-Fumarol	Quaternary eruption(s) with the only known Holocene activity being hydrothermal
100.1 mi	Steamboat Springs	NV	39.375	-119.72	1,415 ft	Lava Dome	Pleistocene-Fumarol	Quaternary eruption(s) with the only known Holocene activity being hydrothermal

For more information, please refer to the Tuolumne County Multi-Jurisdictional Hazard Mitigation Plan.



Wildland Fire

Table 26: Wildland Fire Severity and Probability

Severity	Probability
High	High

The convergence of fire weather conditions, a wide variety of topography, and a variety of vegetative fuels have resulted in a long history of large damaging fires in the County. Significant wildfire events occur frequently during the dry season, threatening human life, residential and commercial property, transportation and utility infrastructure, native habitat, and engendered species and other wildlife. In 2013, the Rim Fire burned nearly 400 square miles in Tuolumne and Mariposa counties and Yosemite National Park, making it one of the most catastrophic fires in California history. It caused devastating economic losses across Sierra Nevada communities.

In addition to the direct threats posed by wildfire events, they also result in secondary impacts that can lead to additional hazards. Due to vegetation loss and soil exposure, the risks of post-fire erosion and flooding, debris flow, and landslides are increased after wildfires. These hazards are significant threats to life and property because they can occur with limited warning and can exert great force on objects in their path. Poor air quality associated with wildfire smoke also poses significant risks to public health. Wildfire has been identified in the MJHMP as the most significant hazard threat in the County.

The fire season in the County varies based on elevation and annual climatological conditions that influence the drying out of fire fuels, or vegetative material that can act as fuel during a wildfire. At lower elevations, the fire season begins in spring while at higher elevations, the fire season typically starts in early summer. These factors contribute to severe fire weather occurring on 35 percent of the County's dry season days. The majority of lands within the Stanislaus National Forest and Yosemite National Park, which are under federal jurisdiction and account for approximately 70 percent of the land in the County, are covered by brush and timber. These fire fuels are characterized by CAL FIRE as "very high" hazard fuels. Combined with the region's susceptibility to intense wind events and rugged terrain that can inhibit accessibility for responders, these fuels increase the probability that large, damaging fires will occur. CAL FIRE's Fire and Resource Assessment Program (FRAP) assesses the condition of California's forests and rangelands and maps fire hazard based on factors such as vegetative fuels, terrain, and weather. The maps developed by FRAP categorize lands into Moderate, High, and Very High Fire Hazard Severity Zones (FHSZs). FHSZ maps consider the likelihood that an area will be burned over a 30- to 50-year period and do not consider modifications from fuel reduction efforts. The majority of areas within the County are listed as Very High FHSZs. The communities of Tuolumne, Twain Harte, Columbia, Groveland, Soulsbyville, and Mono Vista are all located in Very High FHSZs, among others. Other populated areas, such as Jamestown and Chinese Camp, are located in High FHSVs and are often surrounding by lands classified as Very High. The following table lists 20 major wildfires (750 acres or more) that have occurred in Tuolumne County since 1987.

Table 27: Historical Wildland Fire Activity

Wildfire	Description
1987 Stanislaus Complex	In what is commonly known as the Fire Siege of 1987. Late August lightning storms started six major fires in just a few days. The total burned area was 145,950 acres. 28 structures and one life were lost.
1992 Old Gulch Fire	In late August, 54 homes were lost in this fire that burned approximately 18,000 acres.
1996 Keystone Fire	Started by lightning, this fire burned 7,000 Acres and destroyed 20 homes.
2001 Darby Fire	This early September fire burned 14,280 acres and destroyed portions of a historic wooden water flume.



2004 Copperopolis Fire	This fire burned 3,444 acres and destroyed one home.
2004 Tuolumne Fire	This fire burned 750 acres and took the life of a CAL FIRE fighter.
2006 Pedro Fire	This fire burned 1997 acres at Hwy. 49 and the Moccasin Power House.
2008 La Grange Fire	This arson-caused fire burned 3445 acres.
2009 Knight Fire	This fire occurred 10 miles north of Twain Harte, near Mount Knight on the Middle Fork of the Stanislaus River and burned 6,130 acres.
2009 Wildcat Fire	This fire occurred northwest of Tuolumne Meadows and burned 1,255 acres.
2010 Vernon Fire	This lightning-caused fire burned 909 acres.
2010 Pinecrest Fire	This lightning-caused fire burned 799 acres.
2011 Tuolumne-Calaveras Wind Event	Multiple fires occurred in Tuolumne and Calaveras County, strengthened by wind, and burned 781 acres.
2012 Seven Fire	The cause of this fire is undetermined and burned 840 acres.
2013 Power Fire	The cause of this fire is undetermined and burned 1,070 acres.
2013 Rim Fire	The fire was caused by an illegal campfire and burned 257,314 acres. This fire was the third largest wildfire in California history at the time. Currently it is considered the 11 th largest in the state's history.
2016 Marshes Fire	The cause of the fire was a vehicle and burned 1,080 acres.
2018 Donnell Fire	This fire occurred near Hwy. 108, Donnell Lake area in the Carson Iceburg Wilderness and burned 36,450 acres.
2020 Moc Fire	The cause of the fire was equipment and burned 2,857 acres.

Although the 2021 Washington Fire and the 2022 Woods Fire did not burn over 750 acres, they still had a significant impact on the County. The 2021 Washington Fire burned 100 acres and the 2022 Woods Fire burned 21 as well as burned 18 structures.

Refer to the [CAL FIRE Current Emergency Incidents](#) webpage for an up-to-date list of wildfire incidents. For more information on the wildland fire hazard, please refer to the Tuolumne County MJHMP.



Vulnerability Summary

During the development of the 2018 MJHMP, a Vulnerabilities Assessment was conducted to identify and analyze how various hazards and threats may impact the community and potentially damage critical facilities and infrastructure within the County.

Given Tuolumne County's past history, the current conditions, and the overall threat to life and property, the Hazard Planning Group deemed the probability and severity of each hazard as identified in the following table.

Table 28: Vulnerability Summary

Vulnerability	Earthquake	Extreme Weather	Flood	Haz. Mat.	Landslides/Sinkholes	Volcano	Wildland Fire
Probability	Low	Medium	Medium	Low	Low	Medium	High
Severity	High	Medium	Low	Medium	Low	Low	High

Critical Facilities and Infrastructure

Critical facilities and infrastructure are systems within each community whose disruption from damage or destruction would have a debilitating effect on the community's ability to recover during and after a major disaster. These assets are categorized as:

- Emergency Services for the health and welfare of the whole population such as hospitals, police, fire services, Emergency Medical Services (EMS), EOCs, evacuation shelters, and schools.
- Lifeline Utility Systems such as potable water, wastewater, oil, natural gas, electric power, and communications systems.
- Transportation Systems including railways, highways, waterways, airways, and city streets to enable effective movement of services, goods, and people.
- High Potential Loss Facilities such as power plants, dams, and levees.

In order to determine the number of critical facilities and infrastructure at risk, a combination of field surveys, aerial photos, Geographical Information Systems (GIS) maps, and Google Earth software was used by the Hazard Planning Group. The methodology used consisted of determining the value of critical buildings and facilities from insurance property schedules. Critical infrastructure values were established by using actual replacement costs which were determined by recent comparable replacement projects.

Refer to the 2018 MJHMP for a comprehensive list of Tuolumne County critical facilities and infrastructure in the Jurisdictional Assets at Risk to Applicable Hazards Table.

Non-Critical Facilities

Properties such as recreational facilities, parks, libraries, religious facilities, and historical buildings are classified as non-critical facilities. Although their relevance to the school district, cities, and their residents is undeniably significant, they are not classified as "critical facilities" per the definition set in [Executive Order 12010 \(Critical Infrastructure Protection 1996\)](#).

Residential Facilities

Although personal residences are not by the above definition considered to be critical facilities, their relevance to the community and its citizens is unquestionable. For that reason, they were included in each jurisdiction's Vulnerability Assessment during the development of the Tuolumne County MJHMP.



Transportation Systems

Major Highways

There are three east/west state highways which are the major transportation routes through the County:

- California State Route Highway 108 (SR 108)
 - SR 108 (also known as Highway 108) is a numbered state highway in California. SR 108 runs generally northeast across Central California from downtown Modesto near the SR 99/SR 132 interchange, crossing the Sierra Nevada at Sonora Pass, to US Route 395 near the Nevada state line.
- California State Route Highway 120 (SR 120)
 - SR 120 in Northern California, runs between the Central Valley near Manteca, through Yosemite National Park, and ends at US Route 6 in Mono County. SR 120 begins as a freeway intersecting Interstate 5 to extend Interstate 205 through Manteca. In east Manteca, the freeway ends at State Route 99 (SR 99) and becomes a highway which continues to head east through Escalon, Oakdale, and other various small towns.
- California State Route Highway 132 (SR 132)
 - SR 132 is a two-lane road important to recreational travelers en route to Modesto Reservoir, Turlock Reservoir, Don Pedro Reservoir, and the Sierra Nevada foothills.

There is only one north/south highway in the County:

- California State Route Highway 49 (SR 49)
 - SR 49 is a north/south state highway that begins at Oakhurst, Madera County, in the Sierra Nevada Mountains, where it diverges from State Route 41 (SR 41). It continues in a generally northwest direction, weaving through the communities of Goldside and Ahwahnee, before crossing into Mariposa County. SR 49 then continues northward through the Counties of Tuolumne, Calaveras, Amador, El Dorado, Placer, Nevada, Yuba, Sierra, and Plumas, where it reaches its northern terminus at State Route 70 (SR 70), in Vinton.

The majority of towns exist on or near these transportation corridors.

Public Airports

- Columbia Airport
 - Columbia Airport is located near the town of Columbia, California, in the Sierra Nevada foothills at an elevation of 2,120 feet and is a non-towered airport. It covers approximately 356 acres and contains two runways.
 - Airport Businesses - Several aviation businesses are located in the Columbia Airport which provide a variety of aviation services:
 - Bald Eagle Aviation
 - Courtney Aviation
 - Inter Mountain Helicopters
 - Aero Resources
 - PHI Air Medical
 - Airport Emergency Response
 - Columbia Airport is home to a California Department of Forestry and Fire Protection (CAL FIRE) Air Attack Base.



- The CAL FIRE Air Attack Base responds to fires within 200 nautical miles of the air base. It provides active wildfire suppression through the fire season which begins in May and ends in November each year.
- The Air Attack Base is a valuable resource that has protected an immeasurable amount of life and property in Tuolumne and neighboring counties.
- PHI Air Medical is also stationed at Columbia.
- Pine Mountain Lake Airport
 - Pine Mountain Lake Airport is a public-use airport with a residential airpark surrounding it. It is located three miles northeast of the town of Groveland, serving Tuolumne County, and is the gateway airport for Highway 120, the northern most route to Yosemite National Park. It covers 52 acres, is lighted with an asphalt surface, and has one runway.

Private Airports

The Yosemite Valley and surrounding High Sierra Mountains attract a significant amount of both private and commercial aircraft in “high fly-over” visitor air traffic. Tuolumne County contains the following private airports and heliports:

- Columbia Heliport in Columbia, CA
- Hermitage Airport in Groveland, CA
- Kistler Ranch Airport in Jamestown, CA
- Peoria Airport in Jamestown, CA
- Bald Mountain Heliport in Long Barn, CA

Public Transportation

Tuolumne County Transit bus routes radiate from Sonora to serve most of the County. In Columbia, a connection can be made to Calaveras County Transit. Yosemite Area Regional Transportation System serves the Tuolumne Meadows portion of Yosemite National Park; however, there is no direct connection between Tuolumne County Transit and the transportation system.

Loss Estimations

Per the MJHMP, to determine the number of critical facilities and infrastructure at risk, a combination of field surveys, aerial photos and GIS maps, and Google Earth software was used. The methodology used in preparing the Vulnerability Estimate consisted of determining the value of critical buildings and facilities from insurance property schedules. Critical infrastructure values were established by using actual replacement costs which were determined by recent comparable replacement projects.

Dollar losses to buildings and infrastructure vary depending on the natural hazard or threat occurring and the severity of the hazard/threat. In general, earthquakes can extensively damage a wide area therefore critical facilities and infrastructure losses should be estimated at a 100% value. Destruction from flooding takes place in specific areas and the damage is historically less severe than that of an earthquake. Thus, the estimated loss as a result of flooding should be calculated at the 50% level. Damage resulting from wildfires should be calculated at 25% of structural value for those facilities located within 300 feet of the wildfire areas. Extreme weather could impact any portion of the jurisdiction. Historical data indicates that these events are extremely localized, and a 10% loss should be anticipated.



Capability Assessment

Capabilities-based planning focuses on a jurisdiction's capacity to take a course of action when faced with an emergency or disaster. A capability assessment provides part of the foundation for determining the type of emergency management, preparedness and mitigation strategies that are already in place in a community to reduce hazard risks. The assessment process also identifies gaps or weaknesses that may need to be addressed through preparedness planning goals and actions deemed practical considering the jurisdiction's capabilities to implement them. Finally, the capability assessment highlights the positive measures that are in place or underway for continued support and enhancement of the jurisdiction's preparedness and response efforts.

As an established organization, the County of Tuolumne OES has the capabilities to perform the necessary emergency response duties outlined in this EOP. As outlined in the County Code Chapter 2.40 – Emergency Services, Tuolumne County has identified the response capabilities and resources (equipment, personnel, etc.) to provide a response to an emergency situation. The full Capability Assessment for Tuolumne County can be located in the 2018 Tuolumne County MJHMP.



Concept of Operations

This section explains the principles and methods Tuolumne County uses to carry out emergency operations per Gov. Code Sec. 8560 and provides a clear methodology to realize the goals and objectives to execute the EOP.

The Concept of Operations includes:

- Who has the authority to activate the Plan;
- The process, templates, and individuals involved in issuing a declaration of emergency for a given hazard and how the County coordinates the declaration with neighboring jurisdictions and the state;
- How the emergency management agency coordinates with all appropriate agencies, boards, or divisions within the County;
- How the Plan's emergency operations address the needs of people of diverse and access and functional needs populations who have been historically underserved;
- How the plan accounts for the physical, programmatic, and communications needs of individuals with disabilities and others with access and functional needs; and
- How other response/support agency plans directly support the implementation of this Plan.

Roles and Responsibilities

It is the role of each agency and organization to support emergency operations to the extent defined in each of their Emergency Operations/Response Plans. Each partner entity has been trained to manage emergencies in accordance with the NIMS and as required by Homeland Security Presidential Policy Directives 5 and 8. As noted, the County EOC will employ an Incident Command System (ICS) structure integrating response partners as appropriate and include those individuals representing Tuolumne County. EOC partners in conjunction with OES, coordinate prevention, mitigation, preparedness, response, and recovery activities.

Federal Government

The federal government shall provide assistance to save lives and to protect property, the economy, and the environment in a timely manner. They are responsible for implementing national laws, regulations, guidelines, and standards as well as to ensure the free flow of commerce and the protection of privacy, civil rights, and civil liberties.

The NRF facilitates the delivery of federal response assistance to states to help them respond to and recover from the consequences of significant emergencies and disasters. Some federal agencies are mission tasked with actions that can directly support the County's response efforts prior to a federal declaration. Once a federal declaration is issued, all federal agency response efforts will be coordinated through FEMA and the Joint Field Office (JFO).

Although FEMA is the most common lead response agency, some federal agencies will provide leadership in specific types of emergencies such as terrorism (Federal Bureau of Investigation (FBI) lead), epidemics (CDC), and environmental disasters (Environmental Protection Agency).



State Government

The State of California, through its State Emergency Plan and the State Operations Center (SOC), coordinates all emergency management activities of the state to protect lives and property and preserve the environment. In addition, the state takes appropriate actions to mitigate the effects of, prepare for, respond to, and recover from the impacts of emergencies or disasters. The State of California is responsible for promoting resilience by implementing legislation that facilitates mitigation in all relevant functional components of the government.

State government departments are responsible for providing various services such as specialized skills, technical assistance and training, equipment, and resources in support of state and local government emergency operations. The state will also work with other states, the Regional FEMA Office and other federal agencies for interstate mutual aid, federal resources, and public and private assistance upon the Presidential Declaration of a Disaster.

Tribal Governments

During a disaster/emergency, the Tribal Governments of the Tuolumne Band of Me-Wuk Indians and the Chicken Ranch Rancheria of Me-Wuk Indians collaborate with Tuolumne County to support response and recovery efforts. During an emergency/disaster requiring EOC activation, OES will invite tribal government representatives to participate in EOC activities. In addition, at the request of the Tribes, Tuolumne County will support requests for assistance and resources as needed for the Tribes to respond and recover from an event.

Elected/Appointed Officials

Elected and appointed officials within Tuolumne County are responsible for the public safety and welfare of the people of their jurisdiction. These County officials provide strategic guidance and resources across all five mission areas. Chief elected or appointed officials must have a clear understanding of their emergency management roles and responsibilities and the authority they have to make decisions regarding resources and operations during an incident. Elected and appointed officials routinely shape or modify laws, policies, and budgets to aid preparedness efforts and improve Tuolumne County's emergency management and response capabilities.

Tuolumne County Agencies/Departments

The following are basic responsibilities for emergency management operations provided by and through Tuolumne County government.

- Department-level operating procedures detail how individual departments shall perform their responsibilities as delineated in this EOP Base Plan, appendices, and annexes, as well as the Emergency Operations/Response Plans of County agencies and organizations.
- Each department in the Tuolumne County government has basic responsibilities in the phases of emergency management: preparedness (prevention and protection), mitigation, response, and recovery. Through the Tuolumne County EOC, Tuolumne County also has a regional (county-wide) responsibility for coordination of response and recovery operations including warning, public information, damage assessment, resource coordination, and recovery guidance for individuals plus political and special purpose jurisdictions.



Private Sector

Private sector entities operate in all sectors of business, commerce, private universities, and industry that support the operation, security, and resilience of global trade systems. Owners and operators of private sector entities and infrastructure should maintain situational awareness and take actions on a continuous basis to promote and build capabilities. The Tuolumne County Chamber of Commerce and Tuolumne County Business Council help bridge the gap between the public and private sectors by supporting intergovernmental cooperation, encouraging private/public partnerships, and promoting community wellness and preparedness.

Nongovernmental/Volunteer and Community Organizations

Nongovernmental Organizations (NGOs) include voluntary, racial, and ethnic, faith-based, veteran-based, and nonprofit organizations that provide sheltering, emergency food supplies, and other essential support services. Communities are groups that share goals, values, and institutions. They are not always bound by geographic boundaries or political divisions. Instead, they may be faith-based organizations, neighborhood partnerships, advocacy groups, academia, social and community groups, and associations. All these groups bring people together in different ways for different reasons, but each provides opportunities for sharing information and promoting collective action by fostering the development and organizational capacity to act toward a common goal. Communities may be the most effective actors to take specific actions to manage and reduce their specific risks.

Voluntary Organizations Active in Disasters (VOAD) include non-profits and faith-based organizations that offer their services, with no legal mandate. VOADs mobilize and provide valuable assistance for survivors before, during, and after incidents. These organizations train and plan to effectively integrate volunteers into Tuolumne County incident response and recovery organization.

Individuals, Families, and Households

Although not formally part of emergency management operations, individuals, families, and households play an important role in emergency preparedness; each can be better prepared in the immediate aftermath of a disaster if they:

- Build an emergency kit that includes food, water, battery-powered communication devices, and other essential needs.
- Prepare emergency plans, with family members who have access and functional needs, to address evacuation, sheltering-in-place, and sheltering needs; include medical needs; provisions for their animals, including household pets or service and assistance animals; prepare for the essential needs of their children and ensure children know the family emergency plan.
- Contribute to the preparedness and resilience of their households and communities by volunteering with emergency organizations and completing emergency response training courses.

Safe, secure, and prepared individuals, families, and households are often less dependent on response services, which, in turn, places fewer responders in hazardous response situations. Those who prepare will reduce their personal stress, be able to reach out to others in need of assistance and be better positioned to actively contribute to post-disaster response and recovery efforts.

Mutual Aid

California's emergency resource management system is based on a statewide mutual aid organization designed to ensure that additional resources are provided to the state's political subdivisions whenever



their resources are overwhelmed or inadequate. California is divided into six mutual aid regions. The Tuolumne County OA is in Region IV, which includes Nevada, Placer, El Dorado, Yolo, Sacramento, Amador, Alpine, Calaveras, San Joaquin, and Stanislaus Counties.

If local government resources prove to be inadequate during a disaster, requests will be made for assistance from other local jurisdictions and higher levels of government according to existing or emergency-negotiated mutual aid agreements and compacts. Such assistance may take the form of equipment, supplies, personnel, or other capabilities.

All mutual aid agreements and compacts will be entered into by duly authorized officials and will be formalized in writing whenever possible. Tuolumne County is currently a signee to the State of California Intrastate Mutual Aid System. Collaboration through aid agreements is essential in pre-empting a disaster with a holistic response by all responders in Tuolumne County.

Tuolumne County maintains existing Memoranda of Understanding (MOUs) with some of the neighboring jurisdictions and entities. All efforts will be made for the County and all EOC partners to coordinate with regional efforts to expand the existing MOUs to include similar regional programs. The most recent Mutual Assistance Agreement was signed on April 4, 2023, between the Tuolumne Utilities District and the County regarding sharing equipment, resources, and personnel in the event of an emergency or situation where one agency has insufficient resources to undertake a necessary public project or activity.

The OA staff will submit all requests for support that cannot be obtained within the County (other than for Law and Fire Mutual Aid), and other relevant information, to Cal OES Mutual Aid Region IV. Fire mutual aid and Law Enforcement mutual aid is coordinated through the designated Regional Fire and Law Enforcement Coordinators. Requests for support the OA is unable to meet are passed to the Cal OES Inland Regional Emergency Operations Center (REOC) or the Mutual Aid Regional Coordinator. Medical mutual aid is coordinated through California's Medical Health Operational Area Coordinator (MHOAC).

In addition, part of the California Master Mutual Aid Agreement (MMAA) is the Emergency Management Mutual Aid (EMMA) which can provide supplemental emergency management personnel from a non-impacted jurisdiction to the County OA. If the County recognizes a need for additional response staff to support EOC operations and manage the emergency, they may request EMMA early or at any stage in the response to a disaster. The County will request EMMA through the Cal OES Inland Region.

It shall be the policy of Tuolumne County to utilize mutual aid as the primary means to extend personnel and resources for the County Emergency Organization. Mutual aid procedures should be consistent with the California MMAA, California Law Enforcement Mutual Aid Plan, and the California Fire and Rescue Mutual Aid System.

- Mutual aid can be requested for resources pertaining to:
- Fire and Rescue
- Law Enforcement
- Coroner
- Emergency Management
- Public Information
- Medical and Health
- Communications
- Transportation Services
- Facilities
- Hazardous Materials
- Volunteer and Private Agencies



Emergency Management System

Organization and Assignment of Responsibilities

This Plan will be activated when an emergency occurs or threatens to exceed the County's capabilities to respond and mitigate the emergency. Depending on the type and scope of the emergency, typically the highest ranking on-duty Sheriff or Fire Officer will act as the Incident Commander at the onset, working in the field. Large complex incidents may require the use of one or more Incident Commanders.

By ordinance, the County Administrative Officer (CAO) is designated as the Director of Emergency Services and will provide policy guidance to the Assistant Director of Emergency Services (formerly known as the OES Coordinator). Upon activation of the EOC, the OES Assistant Director will assume the position of the EOC Director.

Upon activation of the Emergency Operations Center, the EOC Director assumes leadership of the EOC and determines the necessary EOC organization. When the Incident Management Organization is mobilized, the EOC Director is supported by six functional groups or sections. The functional groups or sections are:

- Administration Policy Group
- Command Staff
- Operations Section
- Planning/Intelligence Section
- Logistics Section
- Finance/Administration Section

The Command Staff includes the EOC Director and the support staff of the Liaison, Public Information Officer, Safety Officer, and the Access and Functional Needs Coordinator. The EOC Director is responsible for establishing goals and objectives, as well as prioritizing resources with input from Incident Commanders, and the Director or Assistant Director of Emergency Services. The Operations, Planning, Logistics, and Finance sections include a Section Chief and General Staff. A more detailed explanation of organization and responsibilities can be found in the EOC Organization section of this plan.

In the event of an emergency within Tuolumne County, County departments and allied agencies are each responsible for the development and maintenance of response plans, notification rosters, SOPs, NIMS-typed resources, and credentialed personnel that support EOP implementation and assigned functions.

Standardized Emergency Management System (SEMS)

SEMS, which has been adopted by Tuolumne County, establishes a state-wide standard adaptable response structure and basic protocols to be used by all agencies in both emergency response and recovery to a major event. SEMS is required by the ESA for managing multiagency and multijurisdictional responses to emergencies in California, as well as for local governments to be eligible for reimbursement through the state's disaster assistance programs.



The system incorporates the ICS, the MMAA, multi-agency coordination, and all elements of California's emergency management community into a single integrated system standardizing key elements. SEMS is intended to facilitate the flow of information and coordination among all responding agencies, and will improve mobilization, deployment, utilization, tracking, and demobilization of resources.

More detailed information on SEMS Regulations and Guidelines can be found on the [Cal OES Website](#).

SEMS Organization Levels

The SEMS consists of five levels activated as needed, which include field response, local government, OA, region, and state.



Table 29: SEMS Organizational Levels

Figure 3: SEMS Organization Levels

SEMS Level	Description
Field	Emergency response personnel and resources carry out tactical decisions and activities in response to an emergency using ICS at the field response level. When the local EOC is activated communications and coordination must be established between the EOC and field responders.
Local Government	Local governments manage the overall emergency response and recovery operations within their jurisdiction. The local EOC may be activated and/or a local emergency is declared or proclaimed.
Operational Area (OA)	OA manages information, resources, and priorities among local governments within the given OA. The OA coordinates communication between local governments and the regional level. Direct communications and coordination should be established between Tuolumne County and any OA jurisdiction's activated EOC.
Region	California has been divided into 6 mutual aid regions to provide effective coordination of mutual aid and emergency activities. The regional level manages information and resources among the operational areas within the region. Additionally, the region coordinates between OAs and the State, and overall State agency support within the region. Tuolumne County belongs to California's Mutual Aid Region (MAR) IV. Communications with the Regional Emergency Operations Center (REOC) should be coordinated through various telecommunications systems and/or having an REOC field representative at the OA.
State	The State coordinates State resources in response from regional EOC requests and coordinates among MARs. The State coordinates and communicates between the State and Federal disaster response system. State or Federal agencies may operate in the field and coordinate with the local EOC.

SEMS Functions

Every SEMS emergency response includes Command/Management, Operations, Logistics, Planning/Intelligence, and Finance/Administration functions applied at each SEMS organization level and used as established sections within activated EOCs.

The SEMS functions are listed as follows:

Command/Management

- Command is responsible for the directing, ordering, and/or controlling resources at the field level.
 - Establishing command and tactical control at the lowest level that can perform the role effectively is a key concept in emergency planning. In the ICS, the Incident Commander (IC) (with appropriate policy direction and authority from the responding agency) sets the objectives to be accomplished and approves the tactics and strategy to be used to meet



those objectives. The IC must respond to higher authority, and depending on the incident size and scope, the higher authority could be the next ranking level in the organization up to the agency or department executive. This relationship provides an operational link with policy executives who customarily reside in the Department Operations Center (DOC) or EOC, when activated.

- Field Response Level: Responsible for directing, ordering, and/or controlling resources.
- Management is responsible for overall emergency policy and coordination at the SEMS and EOC levels.
 - The central location from which multiple agencies or organizations coordinate information collection and evaluation, priority setting, and resources management, is the EOC. Within the EOC, the Management function:
 - Facilitates multi-agency coordination and executive decision-making in support of incident response.
 - Implements the policies established by the governing bodies.
 - Facilitates the activities of the Tuolumne County Multi-Agency Coordination Group.
 - Field Response Level: Responsible for facilitation of overall policy, coordination, and support of the incident.

Operations

- Operations is responsible for coordinating and supporting all jurisdictional operations supporting the response to the emergency through implementation of the organization level's Emergency Action Plans (EAP). At the Field Level, the Operational Section is responsible for the coordinated tactical response directly applicable to, or in support of, the objectives in accordance with the Incident Action Plan (IAP). In the EOC, the Operational Section Coordinator manages functional coordinators who share information and decisions about discipline-specific operations.
 - Field Response Level: Responsible for the coordinated tactical response of all field operations in accordance with the IAP.
 - EOC Response Level: Responsible for the coordination of all jurisdictional operations in support of the response to the emergency in accordance with the EOC Action Plan.

Planning/Intelligence

- Planning/Intelligence is responsible for the collection, evaluation, and dissemination of operational information related to the incident for the preparation and documentation of the EAP at the EOC. This function also maintains information on the current and forecasted situation and on the status of resources assigned to the emergency or the EOC. Unit Leaders are appointed to collect and analyze data, prepare situation reports, develop action plans, set GIS priorities, compile and maintain documentation, conduct advanced planning, manage technical specialists, and coordinate demobilization, as needed.
 - Field Response Level: Responsible for the collection, evaluation, documentation, and use of intelligence related to the incident.
 - EOC Response Level: Responsible for collecting, evaluating, and disseminating information and maintaining documentation relative to all jurisdiction activities.



Logistics

- Logistics is responsible for providing services, personnel, facilities, equipment, and materials in support of the incident response. Unified ordering takes place through the Logistics Section.
- The Logistics Supply Unit ensures controls and accountability over resource requests. Unit Leaders are appointed to address the needs for communications, food, medical supplies, facilities, and ground support as needed.
 - Field Response Level: Responsible for providing facilities, services, personnel, equipment, and materials in support of the incident.
 - EOC Response Level: Responsible for providing facilities, services, personnel, equipment, and materials in support of all jurisdictional activities as required.

Finance/Administration

- Finance/Administration is responsible for all financial and cost analysis aspects of the emergency and for any administrative aspects not handled by the other functions. Unit Leaders are appointed to record time expended for an incident or EOC personnel and hired equipment, coordinate procurement activities, process claims, and track costs, as needed.
 - Field Response Level: Responsible for the financial and cost analysis and administrative aspects not handled by the other functions.
 - EOC Response Level: Responsible for coordinating and supporting administrative and fiscal consideration surrounding an emergency incident.

Field/EOC Direction and Control Interface

During an emergency, the Tuolumne County EOC Director will establish objectives and priorities, as well as communicate with everyone involved to support field activities. The IC will coordinate communication with the EOC Director with timely and regular status and incident updates.

Field Coordination with DOCs and EOCs

The Tuolumne County EOC is activated when a field operation requires additional resources or when requested resources exceed what is available. Specific information on activating the EOC can be found in the EOC section of this Plan. Communications and coordination between the EOC and field responders within County boundaries will be established. Communications between the field Incident Commander(s) and the Tuolumne County EOC should be established prior to EOC activation. The Tuolumne County EOC will communicate with the Inland REOC, if activated.

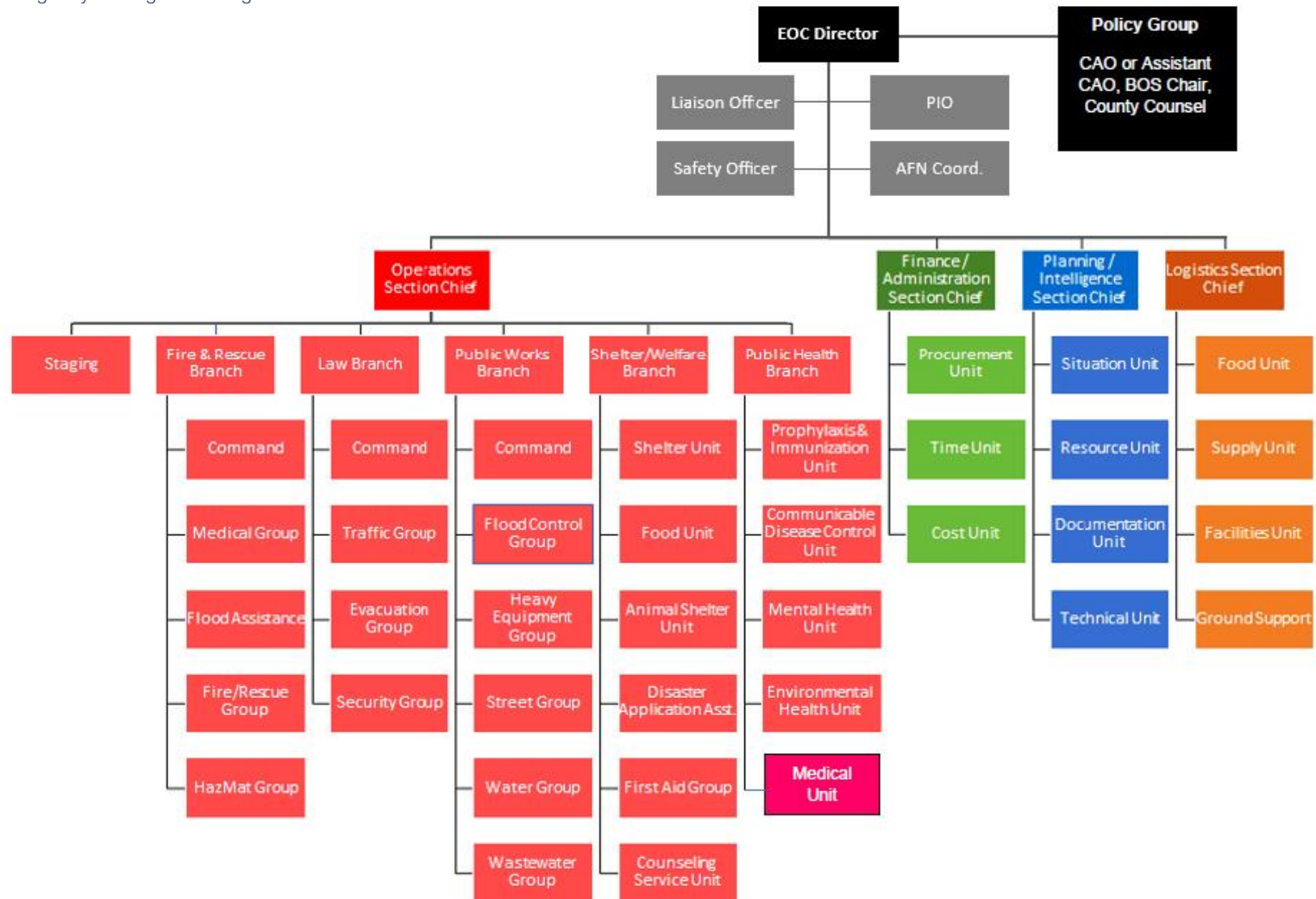
When County departments have activated their DOCs, the IC(s) will continue to coordinate with the Tuolumne County EOC and provide updates to their DOC. The activated DOCs will assist the Tuolumne County EOC in supporting field operations and the EOC will coordinate with DOCs to obtain information as needed. When no DOCs are activated, the IC(s) will maintain communications with the EOC.



SEMS Organization

The following Emergency Management Organization Chart highlights the positions that may be filled in the EOC in response to an emergency or disaster within Tuolumne County.

Figure 4: Emergency Management Organization Chart





SEMS Roles and Responsibilities

The following information outlines the general responsibilities of the Tuolumne County EOC functional Emergency Management Organization groups/sections as identified in the previous organizational chart.

Table 30: SEMS Roles and Responsibilities

SEMS Roles and Responsibilities		
Group / Role	County Position	Responsibilities
Administration Policy Group	This Group is headed by the CAO or OES Director and consists of the Board of Supervisors Chair and County Counsel.	Provides legal and long-range policy to the EOC Director.
Director of Emergency Services (DES)	CAO	- Provides policy consultation - Determines Emergency Declarations
Assistant Director of Emergency Services	OES Assistant Director of Emergency Services	- Liaison between DES and Incident Commander / EOC Director. - In complex incidents, may serve as the EOC Director.
Emergency Operations Center Director	OES Assistant Director, or designee	- Direct the Command and General Staff. - Develop and implement strategic decisions. - Approve the order and release of resources. - Activate ICS elements. - Ensure planning meetings are conducted. - Approve and authorize implementation of IAPs. - Determine information needs and inform the Command Staff. - Review and authorize the release of information to the news media and public. - Ensure the general welfare and safety of Incident Management organization personnel. - Approve the plan for demobilization and recovery.
Incident Commander	Fire Chief and/or Sheriff, and others as appointed by CAO	- Manage and coordinate incident tactical operations in the field, consistent with the Incident Action Plan and applicable incident response guidelines. - Report to the EOC Director.
Safety Officer	County Fire Chief or Appointee assigned by the Assistant Director or Designee	- Assess and monitor hazardous and unsafe situations. - Develop measures for assuring personnel safety. - Provide recommendations to the IC to correct unsafe acts or conditions. - Provide input in the development of the IAP regarding safe operations conduct.
Public Information Officer	Appointed by the EOC Director or Designee. *For large scale events, this function should be handled by more than one individual	- Gather and disseminate emergency information to the news media and general public upon approval by IC. - Respond to special requests for information.



Liaison Officer	Appointed by the EOC Director or Designee. *For large scale events, this function should be handled by more than one individual	• Gather and disseminate emergency information to impacted agencies and jurisdictions. • Identify contacts and communication links with outside agencies and serve as their primary contact. • Respond to special requests for information including interagency and intra-agency contacts.
AFN Coordinator	Appointed by the EOC Director or Designee, examples include Social Services and American Red Cross	• Represent the AFN community in the EOC, generally an individual from the AFN Advisory Group (once formally created). • Serve as Primary Point of Contact for all representatives from public and private organizations regarding issues affecting the AFN community. • Ensure the IC and appropriate EOC staff are informed of what AFN needs are throughout each phase of the disaster. • Identify and coordinate AFN-related needs and actions across the organization as needed by the incident.
Operations Section Chief	Appointed by the EOC Director or Designee, examples include County Fire Chief Officer(s), Sheriff / UnderSheriff or Commanders, Community Development Department (CDD) supervisors or managers, and Public Health Officials	The Operations Section is responsible for the following operations: • Provide and coordinate law enforcement services, including assisting other law enforcement agencies in traffic management. • Provide and coordinate public works services, including providing and placing barricades and signs for traffic management activities. • Provide and coordinate fire protection services. • Provide and coordinate emergency medical services. • Establish and manage staging areas. • Ensuring general welfare and safety of section personnel. • Coordinate with the American Red Cross to provide shelter and welfare for the general public. Operations Section Chief roles: • Manage and coordinate incident tactical operations from the EOC, consistent with the IAP and applicable incident response guidelines.
Planning Section Chief	Appointed by the EOC Director or Designee, examples include OES Staff, County Fire Chief Officer(s), Sheriff / Under Sheriff or Commanders, CDD supervisors or managers, and Public Health Officials	The Planning Section is responsible for the following operations: • Obtaining, evaluating, disseminating, and using information concerning the developing status of the emergency. This information is needed by the EOC to have an understanding of the current situation and develop appropriate courses of action to effectively manage the emergency response. Planning Section Chief roles:



		Responsible for collecting, evaluating and disseminating information about the incident and current status.
Logistics Section Chief	Appointed by the EOC Director or Designee	- Provide facilities, personnel, equipment, materials, and services. - Ensure general welfare and safety of section personnel.
Finance/Administrative Section Chief	Appointed by the EOC Director or Designee	Responsible for collecting, evaluating, and disseminating information about the incident and current status.

SEMS Supporting Documentation

Supporting SEMS documentation related to self-certifying compliance and evidence of training, planning, exercises, and performance can be found in the following Appendix: SEMS County Training Requirements.

Emergency Operations Center (EOC)

The primary purpose of an EOC is to coordinate support for field level emergency responders and develop and maintain awareness of the emergency for decision makers. The EOC is a location from which centralized emergency management can be performed during a major disaster. The level of EOC staffing will vary with the specific emergency. An EOC provides a central location of authority and information and allows for face-to-face coordination among personnel who must make emergency decisions.

Primary and Alternate EOC

The following locations are established as the EOC for the planning area. (Note: These locations may be adjusted or changed depending on the specific circumstances of the event).

- Primary EOC
 - 18440 Striker Court, Sonora, CA 95370
- Secondary EOC
 - 2 S. Green Street, Sonora, CA 95370, Administration Building
- Alternate EOC
 - An Alternate EOC site may be necessary should the Primary EOC become unavailable for any reason. Just as the Primary EOC, the Alternate EOC will support field response operations in mitigating incidents within Tuolumne County and the unincorporated areas of Tuolumne County.
 - The Alternate EOC could be a mobile location that utilizes tents and trailers to conduct normal EOC operations. The location of this EOC will be dependent on the type and scale of the incident occurring in the area.

EOC Activation

The EOC can be set up and activated when field responders need support or assistance with coordination between multiple agencies; either during a preplanned event or an actual or threatened emergency situation. The EOC may be activated when directed by the OES Director or Assistant Director. The EOC allows departments and agencies to better communicate and coordinate with each other and centralizes operations for a lengthy event that involves multiple agencies or County departments. An activated EOC may be partially or fully staffed based on the requirements of the incident.



The following figure outlines SEMS EOC Activation Requirements per the [2017 State of California Emergency Plan](#).

Figure 5: SEMS EOC Activation Requirements

Situations identified in SEMS Regulations:	SEMS LEVELS				
	Field Response	Local Government	Operational Area	Region	State
Emergency involving two or more emergency response agencies §2407(a)(1)	Use ICS				
Local emergency proclaimed* §2407(a)(2)	Use ICS	Use SEMS			
Local government EOC activated §2407(a)(1)	Use ICS	Use SEMS			
Local government activates EOC and requests Operational Area EOC activation §2407(a)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Two or more cities within an Operational Area proclaim a local emergency §2409(f)(2)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
County and one or more cities proclaim a local emergency §2409(f)(3)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
City, city and county, or county requests governor's State of Emergency proclamation §2409(f)(4)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims a State of Emergency for county, or two or more cities §2409(f)(5)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Operational Area requests resources from outside its boundaries** §2409(f)(6)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Operational area receives resource requests from outside its boundaries** §2409(f)(7)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
An Operational Area EOC is activated §2411(a)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
A Regional EOC is activated §2413(a)(1)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims a State of Emergency §2413(a)(2)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC
Governor proclaims an earthquake or volcanic prediction §2413(a)(3)	Use ICS	Use SEMS	Activate OA EOC	Activate REOC	Activate SOC

This matrix highlights the flow of SEMS activation requirements. Activation of an Operational Area EOC triggers activation of the Regional EOC, which, in turn, triggers activation of the State level EOC.

* The EOC is usually activated, but in some circumstances, such as agricultural emergencies or drought, a local emergency may be proclaimed without the need for EOC activation.

** Does not apply to requests for resources used in normal day-to-day operations which are obtained through existing mutual aid agreements providing for the exchange or furnishing of certain types of facilities and services as provided for under the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).

§ Indicates sections in the California Code of Regulations (CCR), Title 19, Division 2, Chapter 1 (SEMS).

EOC Activation Levels

The duration of a Tuolumne County/OA EOC activation is often dependent on the severity of the emergency situation. For pre-planned events or smaller incidents with minimal recovery concerns, the



activation might be limited to days or even hours. In major catastrophic events, the EOC may be activated for months or longer as operations transition from response to supporting long-term recovery.

The magnitude of the emergency will dictate Tuolumne County's response level. Response levels are used to describe the type of event, extent of coordination or assistance needed, and degree of participation from County departments. The EOC staffing level should be established commensurate with the organizational need, as defined in three levels of activation.

Level 3 EOC Activation- Minimum Staffing

Level Three is a minimum activation. This level may be used for situations which initially only require a few people, e.g., a short-term earthquake prediction at level one or two; alerts of storms; or monitoring of a low-risk planned event. At a minimum, Level Three staffing consists of the EOC Director, Section Coordinators, and a situation assessment activity in the Planning and Intelligence Section. Other members of the organization could also be part of this level of activation (e.g., the Communications Unit from the Logistics Section, or a Public Information Officer).

Level 2 EOC Activation-Functional Position Staffing

Level Two activation is normally achieved as an increase from Level Three or a decrease from Level One. This activation level is used for emergencies or planned events that would require more than a minimum of staff but would not call for a full activation of all organization elements, or less than full staffing. The EOC Director, in conjunction with the General Staff, will determine the required level of continued activation under Level Two, and demobilize functions or add additional staff to functions as necessary based upon event considerations. Representatives to the EOC from other agencies or jurisdictions may be required under Level Two to support functional area activations.

Level 1 EOC Activation- Full Staffing

Level One activation involves a complete and full activation of all organizational elements at full staffing and all Emergency Support Functions. Level One would normally be the initial activation during any major emergency requiring extreme state level help.

Depending on the situation, all DOCs could be activated at Level 1 or 2. The following table defines the EOC activation levels and their corresponding minimum staffing requirements.

Table 31: EOC Activation Levels

Activation Level	Condition/Definition	Staffing Requirement
Normal Operations/Duty Officer Monitoring	- Duty Officer Status - Steady State Operations - OES maintains situational awareness	Duty Officer Only
Level 3	Small to moderate event /pre-planned event	- EOC Director - Public Information Officer - Operations Section Coordinator - Planning Section Coordinator
Level 2	Large-scale disaster requiring high amount of state involvement and support from one or more County departments or local; jurisdictions	- EOC Director - Public Information Officer - Liaison Officer - General Staff, including: - Operations Section Coordinator - Others as needed
Level 1	Catastrophic disaster which requires comprehensive state-level response and/or assistance or requires the response from	- EOC Director and Command Staff - General Staff, including: - Operations Section Coordinator - Planning Section Coordinator



	multiple County departments and jurisdictional representatives	○ Logistics Section Coordinator ○ Representatives of responding County departments ○ Section Staff as needed
--	--	--

EOC Activation Procedure

The County EOC is activated when field response agencies need support, a countywide perspective is needed, or multi-departments need to coordinate. An activation will be approved by the County Administrator/OES Director. The County OES Assistant Director, assisted by support staff, will be responsible for the physical activation of the EOC. The EOC will be partially or fully staffed to meet the demands of the situation. Depending on the scale of the emergency and level of activation the EOC Director will contact all EOC Section Coordinators and provide the EOC activation level.

The activation of the EOC, by the OES Director or Assistant Director, would likely be required because of one or more of the following conditions:

- The emergency or event is of significant proportion and will require multi-jurisdictional involvement requiring augmentation of local, state, and federal personnel and resources.
- An emergency that has occurred or might occur of such magnitude that it will require a large commitment of resources from two or more County departments over an extended period.
- As a result of the emergency or event, an immediate large-scale evacuation is required as determined by the field IC.
- Any other condition that in the judgement of the OES Director or Assistant Director requires activation of the EOC.
- When the Governor proclaims a State of Emergency in an area which includes the County of Tuolumne.
- Automatically upon the proclamation of a "State of War Emergency" as defined by the California Emergency Services Act
- By a Presidential Declaration of a National Emergency that affects the County of Tuolumne.

EOP Activation

Similar to the EOC Activation requirements, the EOP would most likely be activated by the OES Director or Assistant Director when any or more of the following conditions are met:

- The emergency is of significant proportion and will require multi-jurisdictional involvement requirement augmentation of local, state, and federal personnel and resources.
- As a result of the accident or event, an immediate large-scale evacuation is required as determined by the IC.
- Any other condition or situation that in the judgement of the CAO/OES Director or Assistant Director requires activation of the EOC.

EOC Deactivation

As the incident diminishes, the EOC Director will evaluate the need to continue to modify or scale back EOC operations and/or staffing. At the appropriate point, the EOC Director will close EOC operations and demobilize all resources. Upon deactivation of either specific sections of the EOC or the entire organization, it is critically important that all documentation is collected and filed for subsequent recovery operations.



Following smaller incidents, deactivation of the EOC will typically take place after on-scene incident management activities have ceased, when it is determined that on-scene personnel have the incident fully contained and there is limited or no possibility of escalation, or when the incident has become small and specific enough that a single DOC can manage the incident alone.

Following the EOC deactivation, the County will conduct the process necessary to develop an After-Action Report (AAR)/Improvement Plan (IP), including a section addressing corrective actions.

Coordination with Special Districts (SDs)

When activated, the County EOC coordinates with SDs and utilities through their activated EOCs to share information and request or provide support as necessary. For some incidents the County may choose to send a liaison to a SD or utility to more efficiently share information and make decisions. Depending on the magnitude of the incident and personnel availability, SD and utility liaisons may need to provide the liaison to the County EOC as a resource in support of the entire OA and its jurisdictions.

Coordination with Voluntary Organizations

VOADs include non-profits and faith-based organizations that offer their services, with no legal mandate. VOADs mobilize and provide valuable assistance for survivors before, during, and after incidents. These organizations train and plan to effectively integrate volunteers into the County of Tuolumne incident response and recovery organization. They are valuable partners having established relationships with the community and they offer expanded. Use of voluntary organizations doesn't necessarily mean all-volunteer services are free. Some services, resources and expertise may be offered by community- or faith-based groups, but they may need assistance in covering costs to do so in times of emergency or disaster. Tuolumne County is part of the Sacramento Region VOAD.

Community Emergency Response Team (CERT)

The Community Emergency Response Team (CERT) program educates volunteers about disaster preparedness for the hazards that may impact their area and trains them in basic disaster response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT offers a consistent, nationwide approach to volunteer training and organization that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks. There are five FEMA/Cal OES official CERT programs within Tuolumne County to support emergency preparedness and response efforts:

- Tuolumne Me-Wuk Tribal CERT (2012)
- Twain Harte Area CERT (2014)
- Groveland CERT (2020)
- Columbia Area CERT (2020)
- Tuolumne County CERT (2021)

Direction, Control, and Coordination

Emergency Management Organization and Responsibilities

The Director of Tuolumne County OES will direct the OA Emergency Management Organization (including emergency response and recovery). The Director of Emergency Services is responsible to the Board of Supervisors and Operational Area Committee per [Chapter 2.40.090 Emergency Services of the Tuolumne County Ordinance Code](#). The County Administrator, as Director of Emergency Services, has the responsibility for the organization, administration, and operation of the Tuolumne County Emergency



Services Program (e.g., implementing the EOP, serving as the Director of the County/OA EOC, etc.), subject to the direction and control of the Board of Supervisors.

OA EOC Purpose

The County OA EOC is the information and resource coordination center for the County and OA emergency response organization, providing a central point for directing the coordination of operational, administrative, and support needs of the County and OA jurisdictions. It facilitates the coordination and communication between Mutual Aid Coordinators and Cal OES during County- and state-wide emergency response and recovery operations. The County OA EOC may be used to gather and process information to and from the County, cities, schools, SDs, business industry, volunteer organizations, individuals and state and federal government agencies. The County EOC is responsible for managing regional resources to meet incident priorities and benefits of the OA as a whole.

Tuolumne County OA

The Tuolumne County EOC manages, for the County's jurisdiction and the OA, the overall response to disasters and coordinates interdepartmental response and recovery efforts, implements local policies, determines the mission and priorities, and provides direction and the authority to act. The County's EOC engages in long-range planning and coordination with outside agencies and organizations. The County is the source of information for dissemination to the public and provides support for cost recovery efforts for the County by tracking and reporting the personnel, supplies, and equipment used by its various agencies and departments.

The Tuolumne County EOC also serves as the OA EOC and is the centralized location to support multi-agency and/or multi-jurisdiction disaster response coordination and communication. The Tuolumne County OA EOC will serve as the designated point of contact between the jurisdictions within the County, the OA, the State of California, and the federal government.

If the Tuolumne County OA is activated, the Director of the Tuolumne County OES, designated by County Ordinance, will function as the OA Coordinator and will have the overall responsibility for coordinating and supporting emergency operations within the County. The OA will also be the focal point for information transfer and support requests by cities and SDs within the County.

During disasters, Tuolumne County has the responsibility to direct and coordinate emergency operations at two levels, the field response and local government levels. At the field level, all response departments and agencies will use the ICS to manage the emergency response and report emergency related information to the County emergency management organization located in the EOC. The OA Coordinator and supporting staff will constitute the OA emergency management staff.

Emergency Proclamations and Authorities

Proclamation Process

If a local government determines the effects of an emergency are beyond the capability of local resources to mitigate effectively, the local government may proclaim a local emergency. Under a local emergency proclamation, the Recovery staff coordinate with Cal OES County Emergency Service Coordinators to monitor the impact of the disaster and the local jurisdiction's recovery progress. Additionally, the Recovery Directorate may provide limited state recovery assistance for permanent restoration of public facilities only. Under a Governor's State of Emergency proclamation, the Recovery Directorate provides staffing and management support to the Cal OES REOC or the SOC.



Local Emergency Proclamation

Pursuant to California Government Code Section 8680.9, a local emergency is a condition of extreme peril to persons or property proclaimed as such by the governing body of the local agency affected by a natural or human-made disaster. The purpose of a local emergency proclamation is to provide extraordinary police powers; immunity for emergency actions; authorize issuance of orders and regulations; activate pre-established emergency provisions; and is a prerequisite for requesting state or federal assistance.

A local emergency proclamation can only be issued by a governing body (city, county, or city and county) or an official designated by local ordinance. The proclamation should be issued within 10 days of the incident and ratified by the governing body within 7 days of issuance. Renewal of the resolution should occur every 60 days until terminated. It should be noted that a local emergency proclamation is not required for fire or law mutual aid, direct state assistance, American Red Cross assistance, a Fire Management Assistance Grant, or disaster loan programs from the U.S. Department of Agriculture or the U.S. Small Business Administration (SBA).

When a local government requests a Gubernatorial State of Emergency Proclamation, Director's Concurrence, and/or California Disaster Assistance Act (CDAA) funding, the local government should provide information describing local response efforts and identify the specific type and extent of state emergency assistance needed, including regulatory waivers necessary to facilitate the protection of life and property during response efforts. A local emergency proclamation and/or Governor's proclamation is not a prerequisite for mutual aid assistance, medical mutual aid, American Red Cross assistance, the Federal Fire Management Assistance Grant Program, or disaster loan programs designated by the U.S. SBA or the U.S. Department of Agriculture.

Refer to the Emergency Proclamation Example for an example of an Emergency Proclamation.

Gubernatorial State of Emergency Proclamation

Pursuant to California Government Code Section 8625, the Governor may proclaim a State of Emergency in an area affected by a natural or human-made disaster, when requested to do so by the governing body of the local agency affected, or when the local authority is inadequate to cope with the emergency.

The County of Tuolumne should request the Governor to proclaim a State of Emergency when the County determines that:

- Emergency conditions are beyond the control of the services, personnel, equipment, and facilities of the County.
- Emergency conditions require the combined forces of a mutual aid region or regions to combat.

Deadlines

The following are deadlines that County of Tuolumne will adhere to in the event of a proclamation of an emergency/disaster:

- Issuance: Within 10 days after the actual occurrence of a disaster if assistance will be requested through CDAA (Govt. Code section 8685.2).
- Ratification: If issued by an official designated by ordinance, must be ratified by the governing body within 7 days of issuance (Govt. Code section 8630(b)).
- Renewal: Reviewed at least once every 60 days by the governing body until terminated (Govt. Code section 8630(c)).
- Termination: At the earliest possible date that conditions warrant (Govt. Code section 8630(d)).



Notification Process

- Tuolumne County/OA shall notify Cal OES and provide a signed copy of the proclamation as soon as possible.
- The Cal OES Inland Region will ensure notification to the Cal OES Director and Deputy Directors and shall be the primary contact between the Cal OES Director, Tuolumne County OA, and the local jurisdiction for updates on any requests for assistance.
- Cal OES Director will respond in writing to the County concerning the status of any requests for assistance included within the local proclamation or accompanying letter. This process is consistent with SEMS (Govt. Code section 8607).

CDAF Funding Process

CDAF Request Process

As set forth in the California Government Code, Title 2, Division 1, Chapter 7.5 –CDAF, only a governing body of a city (mayor or chief executive), County (chairman of a board of supervisors or CAO), or city and county may seek financial assistance through CDAF, by order of a Director's Concurrence or Governor's Proclamation. The request for CDAF can be included in a local emergency proclamation; however, it is more appropriate to request CDAF on separate letterhead once the governing body has identified, and can certify, local resources are insufficient, and the situation is beyond its capabilities.

Verification of Damages

When the governing body submits its local proclamation of emergency to the Cal OES Regional Operations, the package should include an Initial Damage Estimate (IDE). An IDE is the local governments' identification of the impacts and local response and recovery activities. The IDE assists Cal OES to understand the jurisdictions damages and prioritize Preliminary Damage Assessment (PDA) efforts, which in turn can lead to a state or federal disaster declaration. An OA must include all its affected governing bodies (cities, towns, etc.), SDs (school districts, water districts, community services districts, etc.), and private non-profit organizations within the IDE. Cal OES Regional Operations then forwards the IDE to Cal OES headquarters, which includes a Regional Event Summary (RES) delineating the impact of the event.

The RES will serve as a guide to Cal OES recovery staff to package the OA/local request for assistance to the Governor and/or President for disaster assistance. The RES is completed by the Cal OES Inland Region staff in coordination with the support of the County in providing supporting information and documentation.

Tuolumne County OES will be responsible for providing the Cal OES Inland Region with the following information for the RES:

- Date of the Local proclamation
- Types of local, state or federal support requested.
- Event Overview Description:
 - Brief Event Description
 - Description of the jurisdiction which includes the geography, census data, critical infrastructure, history of prior emergency events.
 - Current Event Status - Provide current status of the emergency event/ incident.
 - Key Chronological Events - Provide a key chronology of disaster events from the onset of the incident.



- Weather Background - Provide a summary of the weather when the emergency event/incident began and over the duration of the event. (An example is if there was a monsoonal storm pattern or extreme heat conditions.)
- EOC Activations- Describe the level of activation and staffing. (Note: It is critical to document any EOC activations to support the importance of the emergency event and potential need for state/federal support.)
- Resources Utilized- Describe resources utilized include mutual aid support.
- Fiscal Information- Describe the economic impact to the community.

In addition to the RES information, the County will provide an IDE to Cal OES which should include:

- Type and extent of public and private sector damage.
- Estimates of damages and emergency response costs.
- Any acute public health and environmental issues.

Levels of Disaster Assistance

Director's Concurrence

- **Purpose:** CDAA authorizes the Cal OES Director, at his or her discretion, to provide financial assistance to repair and restore damaged public facilities and infrastructure.
- **Deadline:** Cal OES must receive a request from local government within 10 days after the actual occurrence of a disaster (Govt. Code section 8685.2). Supporting Information: Local Emergency Proclamation, IDE prepared in "CalEOC," and a request from the City Mayor or Administrative Officer, or County Board of Supervisors.

Governor's Proclamation of State of Emergency

- **Purpose:** Provides the Governor with powers authorized by the Emergency Services Act; may authorize the Cal OES Director to provide financial relief under the CDAA for emergency actions, restoration of public facilities and infrastructure, and hazard mitigation; prerequisite when requesting federal declaration of a major disaster or emergency.
- **Deadline:** Cal OES must receive a request from local government within 10 days after the actual occurrence of a disaster (Govt. Code section 8685.2). Supporting Information: Local Emergency Proclamation, IDE prepared in "CalEOC," and a request from the City Mayor or Administrative Officer, or County Board of Supervisors.

Presidential Declaration of an Emergency

- **Purpose:** Supports response activities of the federal, state, and local government; authorizes federal agencies to provide "essential" assistance including debris removal, temporary housing and the distribution of medicine, food, and other consumable supplies.
- **Deadline:** The Governor must request on behalf of local government within 5 days after the need for federal emergency assistance becomes apparent, but no longer than 30 days after the occurrence of the incident (Title 44 of the Code of Federal Regulations (44 CFR) section 206.35(a)).
- **Supporting Information:** All of the supporting information required above and a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, information describing the state and local efforts, and identification of the specific type and extent of federal emergency assistance needed.



Presidential Declaration of a Major Disaster

- **Purpose:** Supports response and recovery activities of the federal, state, and local government and disaster relief organizations; authorizes implementation of some or all federal recovery programs including public assistance, individual assistance, and hazard mitigation.
- **Deadline:** The Governor must request federal declaration of a major disaster within 30 days of the occurrence of the incident (44 CFR section 206.36(a)).
- **Supporting Information:** All of the supporting information required above, a Governor's Proclamation, certification by the Governor that the effective response is beyond the capability of the state, confirmation that the Governor has executed the state's emergency plan, and identification of the specific type and extent of federal aid required.



Communications

Essential to all emergency organizations is an effective communications capability to support emergency operations. The magnitude of a particular emergency situation will determine the degree to which communications systems are used. Communications systems are relied upon to be used for direction/coordination of emergency operations, alerting and warning government personnel and the public, and providing advice and instructions to the public.

The principles of communications and information management, which support incident managers in maintaining a constant flow of information during an incident, are:

- Interoperability
- Reliability, Scalability, and Portability
- Resilience and Redundancy
- Security

Integrated Communications

In Tuolumne County, all emergency service departments are tasked to provide leadership at the incident level and in the EOC to facilitate communication through the development and use of a common communications plan and interoperable communications processes and systems that include voice and data links such as those noted below. Integrated communications provide and maintain contact among and between incident resources, enable connectivity between various levels of government, achieve situational awareness, and facilitate information sharing. Planning, both in advance of and during an incident, addresses equipment, systems, and protocols necessary to achieve integrated voice and data communications.

Interoperability

Tuolumne County complies with all state and local guidance in its communications plans and procedures. This guidance is used to improve the communications systems and their interoperability, as well as the communications content within Tuolumne County. Some of the guidance specific to communications includes:

- Tuolumne County Wireless Emergency Alert (WEA) and Emergency Alert System (EAS) Plans
- [California Statewide Communication Interoperability Plan](#)
- [California Interoperability Field Operations Guide](#)
- Cal OES Auxiliary Communications Service Plan
- [Tuolumne County Amateur Radio Emergency Services \(TCARES\) Operations Plan](#)

Communications Disruption

If communication systems break down during a disaster, identified locations within the County may act as remote command centers for their local area until coordination is established by the EOC. Each may serve as a command post, staging area, reception center, triage stations, communications center, or other functional capacities as appropriate. While the County does not have a communications trailer, it does have capability to set up mobile repeaters to communicate from and work directly with cell providers to set up Cells on Wheels to communicate.



When the power goes out, without a backup generator, the County's 911 system becomes inoperable. To circumvent this challenge, the Sheriff's Office has integrated backup routes through other agencies to continue communications. The County is currently exploring establishing an agreement with backup 211/Reverse 911 support. At the end of August 2023, the County experienced a severe outage in its network caused by damage to an AT&T fiber-optic line. This led many community members with little to no cell service or the ability to call 911 for more than 18 hours. County OES and partners were diligently exploring solutions for communications protection and redundancy.

Tuolumne County also operates alternate communications systems such as amateur radios which can provide supplemental communications for multi-agency networking during emergencies. In addition, they also monitor and communicate with other counties and state agencies.

Communication Warning Systems and Services

Alert and Warning

Alert and warning (governed by 47 CFR § 11.1, *et seq.*) is the process by which government organizations and the public are notified of the threat of imminent, extraordinary danger. Dependent upon the nature of the threat and the population at risk, warning can originate at any level of government. Protection of life and property is dependent upon timely dissemination of warning and emergency information to the populations in threatened areas. The County of Tuolumne is responsible for alerting and warning the OA and County departments. As the OA, it assists the OA jurisdictions with alert and warning of their populations and communities.

Tuolumne County is currently in progress of developing a Tuolumne County Local Alert and Warning Plan which will establish the guidelines for the use of Tuolumne County's Alert and Warning Program in partnership with the incorporated or unincorporated areas within Tuolumne and the surrounding counties.

There are various means and methods whereby an alert or warning may originate and be disseminated by the County.

Integrated Public Alert and Warning System (IPAWS)/EAS

IPAWS is a nationwide emergency alert broadcast system that utilizes the facilities and personnel of the broadcast industry on a voluntary basis to disseminate emergency public information. The system is designed to allow the President, federal and state agencies, and local government officials the ability to communicate with the general public utilizing commercial broadcast stations.

The County's EAS has a high degree of survivability and effectiveness. The primary EAS station has reliable structural integrity, an emergency power generator, a dedicated land line, and a local government radio net with the County EOC. All participating EAS stations throughout the County have a one-way monitor radio so that they can directly receive EAS messages from the County EOC and rebroadcast to the general public. Most people have some form of AM/FM radio (portable or car) to receive EAS messages.

The following individuals from the County and City of Sonora have been authorized to develop messages for broadcast via the EAS, through the County OES:

- County Administrator
- Deputy CAO(s)
- OES Assistant Director
- Sheriff
- Undersheriff



- Sheriff Commanders
- Fire Chief(s)
- Sonora City Administrator
- Sonora Police Chief

These messages, when completed, must be transmitted to the County OES Assistant Director or, if activated, the County EOC for broadcast. The information may be sent via fax, email, or by a phone conversation. Fax and phone numbers will be provided once the County EOC is activated.

Delivery of Presidential alerts and nationwide, monthly, and weekly tests will be performed. EAS alerts are delivered to EAS Participants either over the internet or from FEMA's IPAWS gateway or by over-the-air broadcast.

Tuolumne County Reverse 911 System

The County will broadcast general and specific information before, during, and after an event, such as situational information and instructions on what community members should do. However, it may be necessary for the County to provide additional local instruction. To that end, the County utilizes Everbridge, a County-to-resident notification system. This service will be used to supplement the County's current communication plans and augment public safety/first responder services. Authorized personnel can send and track personalized voice messages in just minutes to any number of residents and businesses (by group or groups, or by geographic area) with specific information about time-sensitive, or common-interest issues. Examples of notifications could include disaster information, power outages, and other related urgent or time-sensitive information. Primary residential and business phones in the County are automatically included in the system.

California State Warning Center (CSWC)

The mission of the CSWC is to be the central information hub for statewide emergency communications and notifications. The CSWC is staffed 24 hours a day, seven days a week. It has the responsibility to receive, coordinate, verify and disseminate information pertaining to events which occur within California or that could affect California. Incidents such as hazardous materials spills, earthquakes, floods, major fires, weather watches and warnings, and train derailments are examples of the types of incidents reported to the CSWC. Local government has the responsibility to report any major incidents within their jurisdiction to the CSWC.

The CSWC maintains the California Warning System (CALWAS) to communicate with Cal OES Regional Offices and County Warning Points during an emergency. CALWAS is part of the National Warning System.

California Law Enforcement Telecommunications System (CLETS)

CLETS is a high-speed message switching system which became operational in 1970. CLETS provides law enforcement and criminal justice agencies access to various databases and the ability to transmit and receive point-to-point administrative messages to other agencies within California or via the National Law Enforcement Telecommunications System (NLETS) to other states and Canada. Broadcast messages can be transmitted intrastate to participating agencies in the Group Bulletin Network and to regions nationwide via NLETS. The state provides the computer hardware, switching center personnel, administrative personnel, and circuitry to one point in each county. The local departments provide the circuitry and equipment which links them to their county termination point. Numerous departments have message switching computer systems and computer aided dispatch systems which directly connect to CLETS. The CLETS terminals for Tuolumne County is housed at the Tuolumne County Sheriff's Office.



California Health Alert Network (CAHAN)

Supplemental support during communications disruption can come from CAHAN which is a secure, web-based communication and information system available on a 24/7 basis for distribution of health alerts, dissemination of guidance documents, coordination of disease investigation efforts, preparedness planning, and other activities that strengthen state and local emergency preparedness and response. CAHAN provides a collaborative work environment between local and state health agencies and local providers and partners. Primary CAHAN functions include alerting via multiple communication methods (e.g., pager, email, fax, land line, and cell phone); and a role-based directory that allows communication between specific groups.

National Weather Service (NWS)

NWS provides warnings for weather, hydrologic and climate needs for the United States, its territories, adjacent waters and oceans. Tuolumne County receives its notifications from the Sacramento Forecast Office, which prepares any necessary warning for Tuolumne County. The Weather Service can access NAWAS to announce severe weather information, which is disseminated to the County's warning points using the CALWAS system. The levels of notifications that the NWS issues include statements, watches, advisories, and warnings.

Tuolumne County Amateur Radio Emergency Services (TCARES)

The County utilizes TCARES for radio systems communications assistance and consists of licensed amateurs who have voluntarily registered their qualifications and equipment for communications duty in the public service during a disaster. This communication assistance allows County OES to coordinate efforts with field units, OAs, and other entities.

TCARES provides public service and emergency communication for Tuolumne County through agreements with many local agencies such as the CDF – Veterans Innovation Partnership Program, U.S. Forest Service, U.S. National Park Service, the American Red Cross, Tuolumne County Sheriff's Office, and County OES.

TCARES has constructed a modern linked repeater system consisting of four mountain-top locations: Columbia, Moccasin, Duckwall, and Pinecrest. Each is linked together so a radio operator can be at Donnell Vista and talk to another operator in Don Pedro via a walkie-talkie or vehicle-based radio. Essentially all of Tuolumne County is covered by the system with the exception of the area past Dardanelle.

TCARES offers the following capabilities:

- County and regional communications when all else fails.
- County-wide linked repeater system on backup power.
- A team of 30 to 40 active trained FCC licensed ham radio operators.
- Ability to reach Sacramento Red Cross and Cal OES headquarters locations with voice and e-mail communications when the traditional communication methods fail.
- Ability to staff a central communications post anywhere in the County.
- Ability to be assigned to handle communications for shelters, staging areas, hospitals, schools, airports, etc.
- Ability to monitor and report floodwater levels, road conditions, etc.
- Ability to provide mobile rover service and inspect and report on any location in the County.



- Ability to accurately send and receive official statements, reports, lists, announcements, evacuation routes, etc.
- Ability to monitor fire, forest, and other very frequencies for situational awareness.
- Family Radio Service (FRS), General Mobile Radio Service (GMRS), and Multi-Use Radio Services (MURS) services.

When activating TCARES members for Radio Amateur Civil Emergency Service (RACES) operation, the County OES Assistant Director or a responsible County Official will place a call to TCARES leadership.

TCARES/Tuolumne County RACES response to activation:

- Upon receipt of notification of activation from the County OES Assistant Director or a responsible County Official, the first Operator contacted will act as the Net Control for purpose of this plan, unless relieved.
- Net Control will next begin a call-up of the TCARES members, make initial assignments, assign a frequency or repeater for the incident, and confirm same to the County OES Assistant Director or a responsible County official.
- When the Net Control feels TCARES resources will be depleted, they can turn to other central California ham radio organizations for assistance via mutual aid (Calaveras, Stanislaus County Ham Organizations).
- The TCARES Operations Plan can be found on the [TCARES website](#).

Public Notification and Alerts

Emergency Public Information

This section describes how the County manages pre-incident and post-incident public awareness, education, and communications plans and protocols.

Local Alert and Warning Program Advisory Committee

The Tuolumne County Alert and Warning Program Advisory Committee is a jurisdiction-wide organization composed of Tuolumne County Office of Emergency services, Tuolumne County Sheriff, and Tuolumne County Fire Department. Maintained and led by the Tuolumne County Office of Emergency Services, the committee shall meet semi-annually or more frequently as established by the committee. The purpose of the Advisory Committee is to conduct after action reviews of the system usage, coordinate ongoing administration, training, public outreach, modifications of policies and guidelines, protocols, or other issues related to the alert and warning program. All recommendations for substantive changes to the alert and warning program shall be submitted to the appropriate committee.

Local Alert and Warning Program Specifications

The Tuolumne County Alert and Warning Program:

- Contains tools for accessing FEMA's Integrated Public Alert and Warning System (IPAWS).
- Contains a variety of tools to communicate with the public during emergencies. Consideration should be made to include tools that allow operators to geotarget alerts to residents in the affected area of the emergency.
- Coordinates with all alerting authorities within an OA, and OAs within the same Local EAS Plan.
- Contains features for cancelling and revoking accidental alerts, and for rapidly correcting and updating alert details.



- Considers Access and Functional Needs of individuals.
- Considers geographic gaps in communication availability within the community and hazards and threats most likely to affect the local community.

County OES administers the Tuolumne County Alert and Warning Program. Maintenance, user training, exercises, and testing are coordinated through the Tuolumne County Office of Emergency Services.

Everbridge Citizen Alert System

The Everbridge Citizen Alert System allows residents and visitors to the County to receive alerts issued by the Tuolumne County Sheriff's Office of imminent threats and emergency warnings. The system has the option to enter one or multiple addresses that any registrant requests to be aware of in the event of an emergency (examples include: primary residence, vacation property, child's school, daycare facilities, pet sitter, etc.). It also allows for multiple methods of notification which can be customized by each registrant (phone call, text message, e-mail, page, etc.). Currently, over 70,077 individuals have signed up to receive alerts from the Everbridge Citizen Alert System.

In order to register for the Everbridge Citizen Alert System, community members can be advised to follow these steps:

1. Visit <https://member.everbridge.net/1332612387832200/new>.
2. Fill out the form.
3. Click on the "Verify This Address" button.
4. After checking the box to accept Terms of Use, click on the "Create Account" button.

Social Media

The County also provides emergency notifications to the public through its two official social media channels:

- [Tuolumne County Sheriff's Department Facebook](#)
- [Tuolumne County OES Facebook](#)

It is important to note that updates via social media accounts may not be as quick and up to date as notifications sent out by the EAS and/or Everbridge Citizen Alert System. Pre-scripted templates are currently in development by OES to ensure ready-to-use and incident/hazard-specific messaging to disseminate to the public in English and Spanish. OES will be reviewing and updating social media communications plans, policies, and procedures to ensure multi-language templates (English and Spanish) are prepared in advance and determine American Sign Language (ASL), closed captioning, and alt text capabilities.

Other Communication Methods

To ensure the community is informed about the emergency and the available resources, Tuolumne County uses a broad variety of accessible communication methods in addition to the social media channels noted above, including:

- Emergency alerts, warnings, and notifications
- Press conferences
- Town hall meetings
- Digital billboards/message signs
- Outdoor Audible Alerts or Sirens



- Direct phone calls to clients and partnering agencies
- Email correspondence
- In-person contact when necessary

In any emergency situation, the efficacy of a warning message is contingent upon various factors, which include but are not limited to:

- Time availability
- Initial notice of threat
- Time of day
- Language barriers
- Accessibility considerations
- Location of emergency (e.g. fire)
- Accurate contact information (e.g., social services clients)
- Access to technology and necessary software (e.g., client databases)
- Internet service and bandwidth
- Staffing/personnel capacity

Individuals with AFN may face challenges when receiving the warning. Tuolumne County will engage AFN stakeholders to broaden, enhance, and validate communications during an emergency. During an emergency response, County agencies, such as the OES, Sheriff's Office, Communications, Fire Department, Human Resources, Public Health, and Human Services collaborate and coordinate to identify AFN population needs and utilize resources in order to better serve the whole community.

Through our AFN Advisory group and other county departments such as Behavioral Health and our Homeless Coordinator, processes will be developed to address the unique communication needs of specific culturally diverse communities and individuals, such as:

- Individuals experiencing homelessness (i.e., Encampments)
- Individuals who lack access to technology.
- Communities and individuals hesitant to interact with government officials.
- Individuals who communicate using spoken-only languages, if applicable.

To ensure alert systems and warning messages the County publicize can be understood and utilized by the whole community, the following accessibility considerations will be addressed in messaging as appropriate:

- American Sign Language
- Plain, clear, and concise language.
- Multiple languages and translation services (e.g., language line and/or interpreter).
- Compliance with accessibility standards pursuant to Section 508 of the Rehabilitation Act.
- Alt text, color contrast, reading order and headings.
- Accessible graphic design and layout considerations.
- Client-identified emergency contacts, such as American Red Cross resources.



Incident Assessment

During or immediately following a public emergency, critical information should be disseminated using multiple methods including, but not limited to: Press Conferences, Press Releases, OA Briefings, Partner emails, Conference Calls, Everbridge notifications, the [County website](#), phone banks, local radio, social media, and traffic signs or billboards. Messaging should be verified, accurate, concise, and consistent. Multiple methods will be employed to ensure the whole community, including individuals with access and functional needs, receive appropriate notification and communication.

Concurrently with information dissemination, the Joint Information System (JIS) will activate and begin the incident assessment as appropriate. Where multiple agencies provide public information, the lead agencies will work together to analyze the information available and provide a consistent message to the public and the media. Where practical, the agencies will activate a Joint Information Center (JIC) to facilitate the dissemination of consistent information. The process to gather information is made to receive information and assess immediate risks from the emergency from the entire community.

The Public Information Officer and JIC has the responsibility of addressing the media by scheduling media briefings, providing interviews, responding to inquiries, arranging news conferences, issuing news releases, and monitoring the media to ensure that messaging was understood by the news media and reported accurately and completely to the public. They both identify and describe how to monitor the impacts and future effects that may result from the emergency.



Preparedness

This section outlines the proactive measures, strategies, and resources that are in place to prepare Tuolumne County and its community members for various hazards, threats, and emergencies. It encompasses a range of critical areas, including emergency management coordination, training and exercises, public education and awareness, and other preparedness and planning efforts. By focusing on preparedness, Tuolumne County aims to foster effective collaboration among stakeholders, enhance emergency response capabilities, and minimize the impact of disasters on the community and its infrastructure.

Roles and Responsibilities

The following roles and responsibilities are in addition to the ones identified at the beginning of the Concept of Operations section and focus on preparedness (including prevention and protection).

Tuolumne County Agencies/Departments

Prevention

- Coordinate prevention resources and capabilities with neighboring jurisdictions, the state, and the private and nonprofit sectors.

Protection

- Promote the coordination of ongoing protection plans, the implementation of core capabilities, the engagement and information sharing with private sector entities, infrastructure owners and operators, and other jurisdictions and regional entities.
- Address unique geographical protection issues, transborder concerns, dependencies and interdependencies among agencies and enterprises, and the establishment of agreements for cross-jurisdictional and public-private coordination.
- Local law enforcement agencies are responsible for the protection of life and property, the preservation of peace, the prevention of crime, and the arrest of violators of the law.

Preparedness

- Establish policies and procedures for departmental chain of command and succession of authority.
- Designate primary and alternate locations from which to establish direction and control of departmental activities during a disaster.
- Educate and train employees about roles and responsibilities of being a Disaster Service Worker.
- Develop Continuity of Operations (COOP) Plan, including identifying the information needed to manage department activities, including how it will be gathered, stored, and accessed.
- Coordinate how departmental management relates to the County or city EOCs, and who should report there when an emergency or disaster occurs.
- Establish policies and procedures for documentation of disaster costs and developing administrative methods to keep accurate disaster expenditure records.
- Maintain notification rosters in support of response and recovery efforts.
- Establish policies for 24-hour contact to activate department responsibilities.



- Liaising with partners including OES, EOC partners, state, and regional counterparts before an incident to ensure familiarity when an emergency or disaster occurs.
- Appoint a liaison and alternates to work with OES in the development and maintenance of County plans and agency procedures.
- Participate in planning directed toward the safe and efficient operations of the state and local systems, including the development and maintenance of agency-specific, local, and regional plans and procedures.
- Assist in the coordinated development of critical County-wide plans, including the Hazard Mitigation Plan updates.
- Ensure staff availability and participation in appropriate training including:
 - Departmental employee training on disaster plans and procedures to ensure operational capabilities and facilitate an effective response.
 - Staff training in accordance with NIMS standards and credentialing expectations.
 - Staff participation in drills and exercises to test and update plans and procedures.
- Identify and obtain the necessary equipment and supplies, which may be needed to manage departmental activities.
- Keep an updated inventory of key departmental personnel, facilities, and equipment resources.
- Keep equipment in operating condition, including maintaining an up-to-date inventory of all equipment, its operational readiness, and operational resource and repair availability.
- Develop mutual support agreements with similar departments or organizations in other jurisdictions, when appropriate.
- Ensure compliance with federal and state requirements to protect the environment as much as deemed possible when responding during an emergency.
- Encourage the development of employee response teams from within their department.
- Ensure County/City Department personnel are trained in the conduct of socially inclusive and equitable program service delivery and seek to build upon best practices in inclusive and equitable emergency planning and response to protect and serve the County's diverse populations, particularly those considered as those most socially vulnerable, before, during and after an emergency.

Private Sector

- Maintain situational awareness of the current threat environment, including potential terrorism-related activities; this awareness allows private sector entities to assist in preventing terrorism by identifying and reporting potential terrorism-related activity to law enforcement.
- Both private and public sector infrastructure develop and implement:
 - Risk-based protective programs
 - Resilience strategies for infrastructure
 - Related information and operations under their control
- Make investments in security and resilience as necessary components of prudent day-to-day business and continuity of operations planning.
- Work together and with public sector entities through established sector coordination bodies established under relevant legal authorities to share information and jointly address public risks.



Nongovernmental/Volunteer and Community Organizations

- Possess the knowledge and understanding of the threats they face and have the capacity to alert authorities of potential terrorism-related information and/or suspicious activities.
- Support terrorism prevention activities through information sharing by identifying and reporting potential terrorism-related information to law enforcement.
- Understand the dangers and hazards in their areas.
- Promote, implement, and deliver core capabilities within the Protection mission by:
 - Sharing information
 - Establishing protection standards of practice
 - Advocating for, or assistance providers to, the entire range of community members by helping communities, individuals, and households receive protection information and resources.
- Support the development of Protection plans and in identifying and implementing solutions to Protection challenges.

Individual Community Members

Residents and Visitors Preparedness Policy

Because of the nature of an emergency or disaster, Tuolumne County may be limited in its response capabilities. Community preparedness is an essential element of preparing for the next disaster. Collaboration among organizations in the County as well as its residents and visitors to prepare for disasters will save lives and provide a network to help those in need of assistance. During the first few hours, days, or weeks following a disaster, essential services may not be available. It is the policy of Tuolumne County that residents and visitors are encouraged to be self-sufficient for at least fourteen (14) days should an emergency or disaster occur. Other roles and responsibilities include:

- Identify and report potential terrorism-related activity to law enforcement.
- Support individual vigilance and awareness helps communities remain safer and bolster prevention efforts.
- Understand the threats and hazards in their locales.
- Acquire an awareness of potential threats and hazards through sources such as news outlets, local emergency management agencies, public information and warning systems, community education campaigns, and information-sharing mechanisms.
- Take risk-informed protective actions based on this knowledge.
- Sign-up for the Tuolumne County Citizen Alert Notification System to receive public safety-related alerts and information.

Preparedness Efforts and Initiatives

Tuolumne County conducts a wide variety of emergency preparedness efforts and initiatives. Internally OES ensures County departments and agencies conduct preparedness education for staff. The Tuolumne County Operational Area Committee serves as a place to develop emergency preparedness initiatives. Tuolumne County strives to engage with the AFN population, CBOs, VOADs, faith-based organizations, other governments, SDs, private sector, and other organizations to provide information relating to individual or group preparedness.



AFN Advisory Group

Led by the OES Assistant Director, Tuolumne County is in the process of developing an AFN Advisory Group (hereby known as “Group”) that will exist beyond the development of the EOP for the purpose of cohosting, coordinating, and conducting outreach for community engagement forums. During the development of this EOP, OES has actively identified, engaged with, and facilitated outreach with AFN-related Planning Team Members for both EOP planning efforts and for recruitment for the long-term Group. This Group shall meet on a quarterly basis to discuss, evaluate, and improve integration of diverse populations in all aspects of emergency planning, preparedness, response, and recovery.

This Group has the advantage of building relationships between the County and disability leaders, fostering staff learning from members of the disability community, and serving in an advisory capacity to the County and surrounding jurisdictions. The Group can also help ensure that emergency planning efforts are informed by a more diverse and representative group of disabled people expert in the specific areas on which the jurisdiction is focusing. It provides a means for stakeholders with interests in accessibility issues, to exchange ideas, and facilitate engagement on disability-related matters related to emergency planning, response, and recovery. It also builds relationships of trust between emergency managers and the community.

Topics to be considered by the Group to develop inclusive planning and response capacity may include, but are not limited to the following:

- Inclusionary planning, training, exercise, and response
- Modification or development of policies and emergency management plans
- Resource capacity building
- Advancing and promoting greater personal preparedness

The direction of the advisory group will be to:

- Provide suggestions, knowledge, and experience on how to improve emergency management through inclusiveness and whole community planning.
- Provide recommendations/feedback in developing emergency operations plans and outcome measures by which the plans serve the whole community inclusive of individuals with AFN.
- Provide recommendations and feedback for developing and executing training and development plans and exercises.
- Provide recommendations and feedback regarding the delivery of emergency services to ensure consistency across access to transportation, sheltering, and communication.
- Provide a means for stakeholders with interests in accessibility issues to exchange ideas and facilitate participation in all phases of emergency planning, preparedness, mitigation, response, and recovery.
- Advise and provide feedback (as needed and requested) on programs and initiatives that increase individual and community capacity building of individuals with AFN.
- Provide and promote positive outcomes for individuals with AFN through meaningful engagement in After-Action initiatives.
- Share expertise on lived experience of an AFN to assist a jurisdiction in implementing relevant emergency management initiatives.

Group Formation, Structure, and Membership

The process of forming this Group will include the identification of diverse advisors in terms of disability, race, age etc. with expertise to advise on specific emergency management issues or topics at hand.



Ideally, the County will seek advisors that have rich networks within the broader community. Participants may include representatives from community organizations that service individuals with disabilities and those individuals knowledgeable of AFN considerations. The Healthcare and Safety Coalition is an example of an existing County group with many AFN-focused stakeholders that may participate as members.

The Group will be led by the OES Assistant Director and consist of 8-12 people who will meet at least once quarterly via video conference and/or in person. The Committee shall consist of the following members who represent different areas of communities such as:

- At least four community representatives
- At least one policy maker
- At least one representative from a local philanthropic organization

The OES Assistant Director will coordinate meetings, initiate contact, and ensure the Committee is running smoothly.

Proposed Activities

Proposed activities of Group members and representatives may include the following:

- Attend quarterly meetings to guide the office and inform the development of partnerships with AFN community stakeholders.
- Solicit input from community AFN providers, community groups, policymakers, and other key stakeholder groups regarding the community's -related needs and/or concerns.
- Identify potential community partners within targeted communities.
- For more information on the AFN Advisory Group and AFN-related efforts, refer to Access and Functional Needs Engagement in the Plan Development and Maintenance section.

Preparedness Planning

Emergency Services Program

An Emergency Services Program was established ([Tuolumne County Codified Ordinance Chapter 2.40.080](#)) to oversee and coordinate disaster preparedness measures in the County. The County Administrator, as Director of Emergency Services, has the responsibility for the organization, administration, and operation of the Tuolumne County Emergency Services Program, subject to the direction and control of the Director of Emergency Services.

The County Administrator shall appoint an OES Assistant Director to administer the Emergency Services Program. The appointed OES Assistant Director shall be responsible for the day-to-day operations of the Emergency Services Program.

EOP

OES is responsible for the preparation and maintenance of the EOP. The EOP Base Plan sets the objectives and policy for the County and therefore changes require the approval of the Board of Supervisors. The Functional and Hazard-Specific Annexes and Support Documents are tactical and reference documents and contain information which may change frequently. The OES Assistant Director will also be directly responsible for updating and revising the Functional and Hazard-Specific Annexes without the need for Board of Supervisors Approval.



Public Education and Awareness

Public education and awareness of emergencies prior to an actual emergency improves the public's resilience to an actual emergency. In addition, public education and awareness of emergencies affects Tuolumne County's emergency operations and response efforts. The public needs to understand the nature of the emergency and potential hazards that are posed to them within Tuolumne County.

Tuolumne County is committed to providing public education and awareness to the whole community before, during, and after emergencies. In addition, in alignment with SB 160 – Cultural Competency, the County has engaged geographically diverse locations with culturally diverse communities in the development and preparation of this EOP. As part of the public engagement process, three Public Information Meetings were held to provide an overview of the EOP update process and provide the public the opportunity to review and provide feedback on the draft Plan verbally and through a survey which had the option to be taken in English or Spanish. Information sharing the date/time/location of the meetings was posted to the County EOP Update webpage and disseminated through OES's official Facebook account. The survey distributed during the first two Public Information Meetings included questions on the public's experience with emergency communications, evacuation, and sheltering. The first Public Information Meeting was held in a geographically diverse location at the Tuolumne Community Resilience Center. More information on the Public Information Meeting process and engagement of the public can be found in the Public Engagement section.

Prior to an emergency, public education will be the responsibility of the Office of Emergency Services. Education prior to emergencies will be disseminated via website, social media, and coordinated county events such as:

- Committee Presentations (e.g. Veterans Committee, Homelessness Committee)
- Organization/Agency Presentations (e.g. ATCAA, Area 12 on Aging)
- Scheduled Meetings (e.g. Behavioral Health Advisory, Town Hall)
- Special Topic Events (e.g. Elder Abuse, Community Evacuation Workshop, Wildfire Preparedness)
- Public Information Meetings

During and after an emergency, the Public Information Officer will be responsible for public education and awareness of emergency related information. Education during and after the emergency will consist of information disseminated via website, social media, news/radio releases, press releases, and wireless alerts.

Public education and awareness are critical for those with access and functional needs. Lessons learned from recent emergencies concerning people with access and functional needs have shown that the existing paradigm of emergency planning, implementation, and response must change to meet the needs of these groups during an emergency. These lessons show three areas that are repeatedly identified as most important to people for individuals with access and functional needs: communications, evacuation, transportation, and sheltering.

Community Maps

The Tuolumne County GIS Division created [Community Maps](#) of various communities throughout the County which include roadways, schools, fire stations, and community sites. They are available in a printable format for stakeholders and residents to access and utilize to prepare in the event of an evacuation. There is also an [interactive web map](#) available.



Integrated Preparedness Considerations and Operations

Emergency management activities and operations must occur in a manner that does not discriminate based on race, color, national origin, limited-English proficiency, and disability. Furthermore, section 308 of the [Robert T. Stafford Disaster Relief and Emergency Assistance Act](#) prohibits discrimination on the basis of race, color, religion, disability, nationality, sex, English proficiency, age, or economic status in all disaster assistance programs.

Actions that address the AFN and other diverse communities are those actions, services, accommodations, and programmatic, architectural, and communication modifications that are taken or provided to afford individuals with disabilities a full and equal opportunity to use and enjoy programs, services, activities, goods, facilities, privileges, advantages, and accommodations in the most integrated setting. These actions are in light of the exigent circumstances of the emergency and the legal obligation to undertake advance planning and prepare to meet the disability-related needs of individuals who have disabilities as defined by the Americans with Disabilities Act (ADA) Amendments Act of 2008, P.L. 110-325, and those associated with them.

Individuals with AFN may have additional needs that must be considered in planning for, responding to, and recovering from disasters or emergencies in the County. The [CMIST Framework](#) provides a flexible, crosscutting approach for planning to address a broad set of common AFN without having to define a specific diagnosis, status, or label. It categorizes functional needs into five basic categories: communication, maintaining health, independence, support/services/self-determination, and transportation. Applying CMIST is to foster a better understanding of who is included in the large numbers and diversity of people with disabilities and others with AFN who need equal access, and to build competencies for emergency personnel in implementation of physical, programmatic, and effective communication access accommodations.

For more information regarding AFN planning considerations and resources, refer to the AFN Considerations and Resources Appendix.

AFN Considerations

The County of Tuolumne is committed to ensuring ongoing considerations of individuals with AFN are considered prior to a disaster. In collaboration with neighboring jurisdictions and Cal OES the County will ensure compliance with [Assembly Bill 2311](#) and [Assembly Bill 477](#). The overall purpose of AB2311 and AB477 is to ensure emergency managers and planners integrate whole community considerations, stakeholders, and partners as they develop their EOPs to address access and functional needs before, during, and after disasters.

These considerations may include the following:

- Develop a general understanding of the Tuolumne County's AFN population and general needs.
- Work with County jurisdictions to ensure methods used for alert and warning are accessible to persons with hearing, speech, and vision disabilities, as well as non-English speakers.
- Assist the Public Information Officer to develop preparedness and pre-scripted emergency messages and associated communication methods that are appropriate for all elements of the AFN community.
- Ensure transportation plans are in place with accessible public and private transit providers, as needed, for the evacuation of individuals with AFN including the mechanism to track equipment when life safety requires separation of the equipment from the owner during an evacuation.
- Review existing potential shelter sites regarding compliance with ADA requirements (access, signage, etc.)



- Identify shelters that have access to electricity, or backup power for people with disabilities who may have a need for such support for battery-powered wheelchairs, respirators, light computers, and other such electronic assistive devices.
- Identify and engage access and functional needs community partners and stakeholders such as area independent [living centers](#), [local regional centers](#), paratransit providers, senior centers, school districts and family resource centers to name a few.

Shelter locations, including AFN accommodations, can be identified using the American Red Cross's [Open Shelters Map](#) and FEMA's [National Shelter System Map](#) which is synchronized every morning with the American Red Cross Shelter Database.

Readiness Training and Exercises

Tuolumne County will notify departments and agencies of training opportunities associated with emergency management operations. It is the responsibility of the departments and agencies to ensure the proper staff participate and maintain training records.

Training and Exercise Plan

On an annual basis, County OES will develop an Integrated Preparedness Plan (IPP) to establish a training schedule with applicable courses of instruction to meet SEMS and NIMS training requirements. The Tuolumne County IPP is an important element of EOP planning and details the preparedness activities required to achieve the program's vision, mission, and goals. In addition to the strengths, areas for improvement, and threat analysis, County OES helps identify gaps in preparedness including training and exercises. OES will also coordinate with Public Health emergency preparedness programs to meet grant requirements.

It is the policy of Tuolumne County to sponsor and coordinate disaster drills or exercises on a regular basis on a particular County emergency response plan or hazard. County OES will develop and administer the drills or exercises. The primary purpose of these events will be to evaluate and improve the particular emergency response plan upon which the event is based, as well as improve inter-organizational collaboration. The exercise or drill should also provide a beneficial training and learning experience to all its participants. All emergency exercises will be scheduled to follow state and federal guidance and program requirements. Exercises will be discussion- or operations based. Discussion-based exercises are used to familiarize participants with current plans, policies or procedures and are used as a building block for more complex exercises. Operations-based exercises validate plans, policies or procedures and clarify responsibilities through actual implementation of response activities. Exercise activities will follow the Homeland Security Exercise and Evaluation Program (HSEEP) guidance and will be designed as one or more of the following exercise types:

- Drills
- Seminars (Workshops)
- Tabletop Exercises (TTX)
- Functional Exercises (FE)
- Full-Scale Exercises (FSE)

All actions during the exercise will be observed and recorded by a multi-department/jurisdictional evaluator group made up of the departments participating in the exercise, including AFN representatives. A general "no fault" discussion and review will follow the exercise. This will afford department members and the evaluator group the opportunity to jointly comment on perceived strengths and areas for improvements on the particular emergency response plan exercised. An evaluator group meeting will



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

follow the review for the purpose of developing an AAR/IP. These recommendations should then be submitted to the County OES Assistant Director within 30 days after the actual exercise.

More information on the County IPP and training/exercise requirements can be found in the SEMS County Training Requirements section.



Response

Response Operations

Response operations addresses emergencies within Tuolumne County regardless of size or magnitude. Although the County's response is contingent upon the type and magnitude of the emergency, many elements of response are similar. During this phase, emphasis is placed on saving lives and property, control of the situation and minimizing the effects of the disaster/emergency. Some of the basic elements of emergency response common to all types of emergencies include the following:

- Event recognition
- Notification of response personnel
- Mobilization of response personnel
- Activation of emergency response facilities and resources
- Situation reporting and assessment
- Public alerting and information
- Protective action determination and implementation
- Re-entry and recovery

A response to a major emergency will involve all the above elements. The type and magnitude of the emergency will determine the level of response necessary. Some emergencies can be preceded with a build-up period lasting from hours to days, which, if recognized, provides advanced warning to the population groups which might be affected. In certain instances, all of the emergencies addressed in the plan could be preceded by events that could be recognized as advance warning.

These slow building events allow Tuolumne County OA resources to be mobilized and prepare for emergency response. In other instances, emergencies can occur with little or no advance warning. This will require the County and resources to be mobilized just prior to or after the onset of the event. Since emergency preparedness involves planning for worst-case events, Tuolumne County is committed to being prepared to respond promptly and effectively and be able to access mutual aid resources if the response effort requires assistance beyond the County's capabilities.

During emergency response, the IC will set priorities, objectives, and strategies. Regardless of the magnitude of the emergency, Tuolumne County will focus on the following priorities throughout the response:

- Life Safety
- Protect Health and Safety
- Protect Property
- Preserve the Environment

Community Lifelines

[FEMA Community lifelines](#) enable the operation of government functions and are essential to human health and safety. Community lifelines should be continuously assessed throughout the emergency to determine their status, impact to Tuolumne County, any actions that need to be taken, and any gaps or limiting factors. Response efforts should be focused on stabilizing community lifelines until long-term permanent solutions have been established during recovery. Community lifelines are assessed by the scope of impacts to the lifeline and implementation of a solution. A coordinated color visually depicts the lifeline's current assessed condition.



The color condition designations are:

- **Gray** – Unknown
- **Red** – Unstable, no solution in progress
- **Yellow** – Unstable, solution in progress
- **Green** – Stable

Figure 6: Color Condition Designations

Color Condition Designations			
Unknown	Unstable, no solution in progress	Unstable, solution in progress	Stable

The condition of community lifelines should be assessed, collected, and disseminated throughout the Tuolumne County EOC during emergency operations. In addition, reporting on community lifelines may be requested by partner agencies outside the EOC to assist with the response. Accurate assessment of community lifelines will require the coordination of all EOC sections.

Table 32: FEMA Community Lifelines

Community Lifeline	Description
 Communications	This lifeline covers all types of communications necessary to effectively respond to and help survivors. Consists of infrastructure, alerts, warnings, and messages, 911 and dispatch, responder communications, and finance.
 Energy (Power & Fuel)	This lifeline is focused on electricity and fuel which is essential to a successful response operation. Consists of power (grid) and fuel.
 Food, Hydration, Shelter	This lifeline covers traditional feeding and hydration and agriculture infrastructure. Consists of food, hydration, shelter, and agriculture.
 Hazardous Materials	This lifeline covers the management of all hazardous materials. Consists of facilities and HAZMAT, pollutants, contaminants.
 Health and Medical	This lifeline covers all aspects of medical services required during an emergency including survivor care, fatality management, public health, and the medical supply chain. Consists of medical care, patient movement, public health, fatality management, and medical supply chain.
 Safety and Security	This lifeline covers responder and survivor safety and the continuity of government to include basic services. Consists of law enforcement/security, fire services, search and rescue, government services, and community safety.



Community Lifeline	Description
	This lifeline covers all forms of transportation of people and resources to and from the emergency. Consists of highway/roadway, mass transit, railway, aviation, and maritime.
	This lifeline covers all water movements related to intake, treatment, storage, collection, distribution, and discharge. Consists of potable water infrastructure and wastewater management.

Utilities and Power Outage

County OES and response partners will coordinate with utilities such as Pacific, Gas, and Electric, Sonora Meadows Mutual Water Company, Tuolumne Sewer District, and Tuolumne Utilities District, for necessary shut down/re-start of critical services to ensure the health and safety of citizens during incidents. These efforts will include identifying, evaluating, assessing, surveying, and prioritizing critical facilities; identifying community members who face serious health consequences when the power (or other utilities) is out due to reliance on electrically-powered equipment; engaging in whole-community planning, and developing pre-planning actions to respond and recovery from power (and other utilities) outages.

Roles and Responsibilities

The following roles and responsibilities are in addition to the ones identified at the beginning of the Concept of Operations section and focus on response.

Elected/Appointed Officials

- Overall responsibility for public safety and welfare within their jurisdiction.
- Chief executives' response duties may include:
 - Obtaining assistance from other governmental agencies.
 - Providing direction for response activities.
 - Ensuring appropriate information is provided to the public.
- Understand how to apply response core capabilities regarding decisions related to resources and operations.

Tuolumne County Agencies/Departments

- Break down areas of responsibility into manageable units, assess what has happened, what can be done about it, and what is needed.
- Report assessment information through the respective department's chain of command to County OES, or the County EOC on a continuing basis, as appropriate.
- Keep complete records of costs, expenditures, overtime, repairs, and other disaster-related expenditures.
- Conduct operations with the focus on protection of lives, stabilization of the incident, and conservation of property and infrastructure.



- Provide personnel, equipment, and resources to adequately support OES and ensure the efficient support of the County EOC.
- Make staff available, when requested by OES, for emergency assignments, such as EOC activities, damage assessment, and liaisons with other agencies and organizations.
- Provide liaisons and coordination elements in the County EOCs. Ensure EOC staffing is with trained personnel provided with all the tools needed to coordinate activities and that they are prepared to coordinate with other EOC staff, state, federal, and private sector entities. EOC liaisons will be expected to coordinate response efforts and support field operations from their EOC assignments.
- Create internal communication structures to keep employees informed.
- Assess the impact of the event on departmental personnel, clients, facilities, equipment, and capabilities. Inspect, monitor, and report the status of disaster-caused damage in the County, including private property, infrastructure, and public facilities.
- Identify and implement temporary alternative solutions and emergency lifelines when primary systems are unavailable or overwhelmed.
- Ensure that adequate disaster supplies and equipment are available for department staff and assigned government response teams to provide for individual needs and the needs of the operations.
- Coordinate and prioritize requests for equipment, personnel, and other support needs in support of EOC operations. Provide department resources (e.g., supplies, equipment, services, and personnel), as coordinated through the EOC.
- Recommend County OES work with the County Supervisors to determine if the situation meets the criteria for an Emergency Proclamation as necessary. Any jurisdiction or department and/or agency requiring an Emergency Proclamation pursuant to their respective authority coordinates the process with County OES. If requested, County OES will assist cities in Tuolumne County with preparing their own Emergency Proclamations.
- Coordinate with County OES through the EOC requests for assistance from within the County using EOC procedures, the region through established MOUs, the State of California through Cal OES. Depending on the size and complexity of the emergency, the Governor may follow up with a State Proclamation of Emergency and request assistance from the federal government.
- Ensure accessibility and reach of the widest range of culturally diverse communities, which includes, but is not limited, to race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; age, including the elderly and youth; sexual and gender minorities; people with AFN; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; as well as geographic location.
- Use a “Whole Community” approach to engaging the full capacity of the private and nonprofit sectors, including businesses, faith-based, disability organizations, and the general public, in conjunction with the participation of local, tribal, state, and federal governmental partners.

Private Sector

- Provide for the welfare of their employees in the workplace.
- Coordinate, where appropriate, with emergency managers and engage in the decision-making process.



- Ensure critical infrastructure, such as privately-owned transportation and transit, telecommunications, utilities, financial institutions, hospitals, and other health-regulated facilities, have effective business continuity plans.
- Understand unique private sector organizations, including critical infrastructure and regulated entities, may require additional efforts to promote resilience.
- Understand certain regulated facilities or hazardous operations may be legally responsible for preparing for and preventing incidents and responding when an incident occurs.
- Participate in state and local preparedness activities by providing resources (donated or compensated) through local public-private emergency plans, or mutual aid and assistance agreements, or in response to requests from government and nongovernmental-volunteer initiatives.

Nongovernmental/Volunteer and CBOs

- Possess the knowledge and understanding of the vital roles for delivering important services; some are officially designated as support elements to national response capabilities:
 - The American Red Cross: Chartered by Congress to provide relief to survivors of disasters and help people prevent, prepare for, and respond to emergencies. The American Red Cross has a legal status of “a federal instrumentality” and maintains a special relationship with the federal government. In this capacity, the American Red Cross supports the delivery of multiple core capabilities.
 - National Voluntary Organizations Active in Disaster (National VOAD): Where organizations share knowledge and resources throughout the disaster cycle (preparation, response, recovery, and mitigation) to help disaster survivors and their communities. National VOAD is a consortium of approximately 50 national organizations and 55 territorial and state equivalents.
 - National Center for Missing & Exploited Children (NCMEC). Within the NCMEC, the National Emergency Child Locator Center (NECLC) facilitates the expeditious identification and reunification of children with their families.
- Support the volunteer and donation objective for managing the influx of volunteers and donations to voluntary agencies and all levels of government before, during, and after an incident.
- Support jurisdictions affected by disasters through close collaboration with voluntary organizations and agencies.

Individual Community Members

- Prepare to take care of themselves and their neighbors until assistance arrives.
- Prepare emergency supplies to last for a minimum of three days (72 hours).
- Be informed due to the unique catastrophic hazard profile in the State of California, that the County OES recommends striving to prepare for 14 days.
- Monitor emergency communications and follow guidance and instructions provided by local authorities.

Initial Notification and Mobilization

Alerting and mobilization of County personnel and departments for natural and human-made disasters would be initiated through the phone system. All requested department heads and/or alternatives from



such agencies will attempt to report to their normal workstation or pre-designated reporting location as reference in each department's disaster Standard Operation Procedure (SOP).

If personnel designated to report to the EOC are unable to do so because of transportation disruptions (or cannot arrive at the EOC within two hours after the event), they are to call in to their department head or the EOC as soon as possible. If it is deemed necessary by the EOC Director/IC, arrangements will be made to pick up and transport those individuals to the EOC.

Initial Agency Alerting and Reporting

At the onset of the event, County officials and departments will be notified, and employees will be mobilized.

The on-duty Dispatchers will:

- If a fire/law related emergency, alert on-duty Sheriff Patrol Units and instruct them to begin Situation Reporting.
- Notify the Director and Assistant Director of Emergency Services as to the severity of the event.

The Assistant Director of Emergency Services and/or the County OES Director will alert the following, as deemed necessary:

- Alert the Emergency Command Center and have them instruct fire units to begin Situation Reporting.
- Begin initial polling of patrol, fire, field units, and fire stations for damage assessments and available resources. Using the Situation Report Form, record information regarding damage and emergency situations occurring in the community as received from field units and the 911 system.
- Alert off-duty personnel as requested.
 - Public Health Officer/MHOAC
 - County CDD Director
 - American Red Cross and request representative at the EOC
 - RACES and request coordinators at the EOC
 - Establish contact with School Districts, if school is in session
 - Cal OES

Action Planning

EOC Action Plans

EOC Action Plans serve a purpose similar to IAPs, which is to focus EOC staff on EOC objectives and non-routine EOC tasks to be completed during a given EOC operational period (typically a shift or a day). It shall be the policy of the various County departments referenced in this EOP to have a current policy memo on file specific to each department and consistent with this Plan.

This memo will outline the following information pertinent to a major emergency event for department employees:

- The department's general role or assignment during the event.
- Identify key staff (with alternatives) and their anticipated role.
- Reporting locations when activated.



- Special procedures to be followed.
- Specific support materials needed to carry out their assigned responsibilities and how to obtain these support materials.

IAPs

The EOC IAPs provide designated personnel with a clear understanding of the incident objectives and the necessary steps required to attain them. These plans provide direction for the execution of emergency response activities and serve as a basis for evaluating the attainment of objective and assessing overall system performance. Action planning is an important management tool that involves:

- A process for identifying priorities and objectives for emergency response or recovery efforts.
- Documentation of the priorities and objectives, as well as the tasks and personnel assignment associated with meeting them.

The Action Planning process should involve the EOC Director, County OES Assistant Director, and Section Chiefs (one from each Section), along with other EOC staff, as needed, such as agency representatives.

Planning Requirements

After the initial event (ideally within two hours), the Planning Section Chief will request the Situation and Resource Unit Leaders to prepare a report on the best available damage or threat information. The Situation Unit Leader (Watch Commander) should then gather all available Situation Reports regarding the impacts of the event and consolidate it into the form of a Summary Briefing Report. The Resource Unit Leader (County Fire Representative) should gather all available information regarding the status of agency resources and consolidate it into the form of a Summary Resource Report.

These reports would be given to the IC/EOC Director and their Command Staff. The reports will then be forwarded to the EOC/Command Staff immediately. Based on the reports, the Command Staff will evaluate the information, prioritize the reported emergencies/damage, identify the available resources, and discuss strategies for action.

After the initial event (ideally within three hours), the Command and General Staff will then develop a comprehensive IAP. The IAP would include the priority protective action missions (Control Objectives) that can be supported by available resources to best handle the priority event emergencies/damage for the first operational period (usually 12 hours).

Once the Command Staff develops and the EOC Director approves of the IAP, it will be communicated to the Operations Section. The Operations Section would then communicate the plan, at the Operational Period Briefing, to the appropriate Field Operational Command Posts/agency work locations for implementation. At the Operational Command Posts/agency work locations, teams will be formed (or redeployed) to carry out their assigned protective action mission consistent with the IAP. Generally, teams will be made up of five to seven people/units with a leader and a common method of communications.

Once assigned a protective action mission, communications back to the EOC by the Team Leader should be confined to essential messages, including:

- Reporting when mission is complete.
- Reporting status summaries when requested.
- Reporting significant events.
- Reporting need for additional resources.



Once the IAP is implemented, logistical support at the EOC will be provided upon request and consistent with the priority protection action missions in the IAP. Requests for logistical support will normally come to the EOC, through the Operations Section, and to the Logistics Section, if necessary.

The development of the IAP is dependent upon the quality and quantity of Situation Reporting. Situation Reporting after a moderate to heavy damage event may be limited, sporadic, and dynamic. Therefore, the IAP must be flexible, subject to change, and reevaluated/readjusted as necessary, upon hourly updates provided by the Situation Unit. As high-priority life safety emergencies are discovered through Situation Reporting, the IAP will require a major adjustment and the redeployment of field resources. As low-priority non-life safety event emergencies (e.g., temporary morgue) are discovered, protective action missions to mitigate the consequences will be added to the IAP based on priority and on the availability of resources to handle the mission. As outside resources from the County, state, federal, private, and mutual aid agencies arrive, additional protective action missions can be assigned to those agencies and incorporated into the IAP.

Situation Reporting, reevaluation/readjustment of the IAP, and logistical support of the Plan will be a continuous and interrelated process. It will be the focus of EOC operations until the emergency response phase to protect life and property transitions into a long-term recovery phase for restoration of the community.

EOC Reporting Systems

WebEOC is available to Tuolumne County as an emergency management information system resource ordering tool and for information sharing with the OA. WebEOC information sharing allows the County to have a common operating picture and situational awareness, as it helps to facilitate information coordination during an emergency. WebEOC is designed to capture status board information, track emergency activities and County responders are able to share real time information and resources available to the County. Although the County is currently only utilizing WebEOC on a limited basis, it strives to integrate it into the County's response operations in the future. Currently, the County is utilizing Microsoft Teams through the EOC to record damage inventories and assessments until the tool is formally adopted by the County and education and training is provided to appropriate stakeholders for its effective use.

The County coordinates with Cal OES, which has the State of California cloud-based information management system for emergency response operations called CalEOC. CalEOC allows authorized users to collect and exchange incident situation information, request, and manage resources and provide reports to Cal OES. The OA is responsible for providing situational status reports to the Inland Region of Cal OES.

The purpose of CalEOC is to improve the County OES' ability to respond to major disasters and to achieve integrated communications between all EOC levels of SEMS. It also increases the level of service and efficiency by improving the EOCs' ability to:

- Respond to, manage, and coordinate requests for resources
- Collect, process, and disseminate information during and after a disaster

The following reports or requests are provided to Cal OES via CalEOC during and after the emergency or disaster:

- Situation Status Reports
- Mutual Aid Requests
- Local Declarations, Gubernatorial, and Presidential Declaration requests
- After-Action Reports/Improvement Plans



CalEOC is a system that is supported by WebEOC technology. WebEOC provides real-time information to authorized users anywhere Internet access is available by automating the paper process already in place to effectively manage incident information.

Integrated Response Considerations and Operations

Communications

Information delivered at press conferences by public officials and broadcasted on television during a disaster is critical. This information needs to be effective, understood, consumable, and actionable by the whole community (e.g., sign language interpreters for Deaf/Hard of Hearing, translation for those with limited English proficiency, and alternative formats for Blind/Low Vision). Emergency notification systems must be accessible to ensure effective communication for people who are deaf/hard of hearing, blind/low vision, or deaf/blind. After online registration, the County's Everbridge Citizen Alert System is accessible via phone call, text, and email, where alerts are disseminated in those three modalities for utilization by visual aids and text-to-speech tools as appropriate for each community member. Everbridge also has an automatic translation capability where it can send alerts in English, Spanish, and Chinese (simplified). Community members needing additional AFN support can contact OES directly via phone (209-533-6395) or email (oes@co.tuolumne.ca.us).

The County of Tuolumne and local partners are committed to ensuring communication needs are identified and addressed during disasters. This means ensuring that the County utilizes the following communication resources for messaging efforts and press conferences:

- Sign language interpreters for individuals who are deaf or hard of hearing (especially during press conferences)
- Translation/interpreter services for persons with limited English
- Alternative formats for individuals with blind/low vision
- Plain text
- Alternate (alt) text
- Closed captioning
- Client phone calls when necessary

The County of Tuolumne provides access to programs and services to ensure full compliance with all civil rights laws, including Title VI of the 1964 Civil Rights Act, which requires nondiscrimination on the basis of national origin. Equal opportunity includes physical and program access for persons with disabilities and program access for persons with Limited English Proficiency. Titles II & III of the ADA require state and local governments, businesses, and non-profit organizations to communicate effectively with people who have access and functional needs. The goal is to ensure that communication is equally effective for everyone.

Per the 1986 (revised 2018) [Tuolumne County Health and Human Services Agency Manual of Policies and Procedures: Interpreters and Disability Resources](#), the HHSA has the capability to provide interpreter and translation services (especially for voice lines and language lines), auxiliary aids such as braille and large print materials, recorded text/reading aloud, and telecommunications devices for the deaf/text telephone, and other reasonable accommodations regardless of English language proficiency or disability status.

Interpreters for ASL and translators for various languages can be identified using Tuolumne County Human Resources, who maintain a list of personnel with interpreting/translating capabilities and using



the [American Translators Association's Language Services Directory](#) and the [Registry of Interpreters for the Deaf](#).

The Tuolumne County Community Department [Best Practices](#) document provides guidance on how to create AFN-compliant webpages, which can be used during development of emergency/disaster websites, webpage, and other online content to be shared to the public.

Evacuation

In Tuolumne County, the authority and responsibility for evacuation and movement of community members resides with the Sheriff's Office. Evacuations are planned and executed as a coordinated effort by all first responder partners. Once an incident is deemed to potentially endanger the public where evacuation is necessary to preserve life safety, the Sheriff's Office will coordinate with County OES and other response partners to determine when, if, and how to evacuate.

In support of the Sheriff's Office, County OES identifies evacuation routes and shelter locations and communicates that information to law enforcement, fire partners, and emergency transportation providers. In Tuolumne County, the [California Standard Statewide Evacuation Terminology](#) used includes:

- **Evacuation Order:** Issued when there is an immediate threat to life and/or property. This is a lawful order to leave now, and the area is lawfully closed to public access. The evacuation order contains specific geographic areas to be evacuated and procedures to be following.
- **Evacuation Warning:** Issued when there is a potential threat to life and/or property. Those who required additional time to evacuate, and those with pets and livestock should leave now.
- **Shelter-in-Place:** Issued when the public should go indoors and shut and lock doors and windows. The public should be prepared to self-sustain until further notice and/or contacted by emergency personnel for additional direction.
- **Evacuation Order(s) Lifted:** The formal announcement of lifting evacuations in an area currently under evacuation.
- **Hard Closure:** Closed to all traffic except Fire and Law Enforcement.
- **Soft Closure:** Closed to all traffic except Fire, Law Enforcement, and critical incident resources (e.g., Utility, Caltrans, City/County Roads, etc., or those needed to repair or restore infrastructure).
- **Resident Only Closure:** Soft closure with the additional allowance of residents and local government agencies assisting with response and recovery.

Law enforcement (Sheriff's Office), with the support of fire partners, utilizes their SOPs to conduct evacuation actions of high-density areas, neighborhoods, high-rise buildings, subways, airports, schools, special event venues, and areas with a high concentration of children and individuals with disabilities. The Sheriff's Office (and other law enforcement partners) are responsible for providing security for the evacuation area(s). The Sheriff's Office and law enforcement partners will manage performing advance or early evacuation to accommodate children and others with mobility issues and when the general public refuses to evacuate (e.g., contact information for next of kin, place unique markings on homes, take no action, etc.).

The Tuolumne County Citizen Evacuation Guide is currently under development and will serve as a guide for the public to develop a personal evacuation plan, assemble an evacuation kit, develop a neighborhood network, exercise the evacuation plan, stay informed, and have evacuation maps/route ready on hand. The Evacuation Guide includes location information regarding Public Safe Refuge Areas across the County. Once completed, this Guide will be disseminated to the public. Currently, the Guide determines evacuation routes on the following zones:



- Standard, East Sonora
- Tuolumne City
- Apple Valley
- Pheonix Lake
- Soulsbyville
- Pine Mountain Lake
- Big Oak Flat, Groveland
- Moccasin
- Jamestown, Stent, Jacksonville
- Sonora
- Tuttletown, Rawhide
- Pinecrest
- Long Barn
- Mi-Wuk, Sugarpine
- Twain Harte
- Cedar Ridge
- Columbia
- Ponderosa Hills
- Don Pedro, Blanchard

In further development of this Evacuation Guide, County OES will work with partners such as law enforcement and fire to evaluate evacuation route capacity.

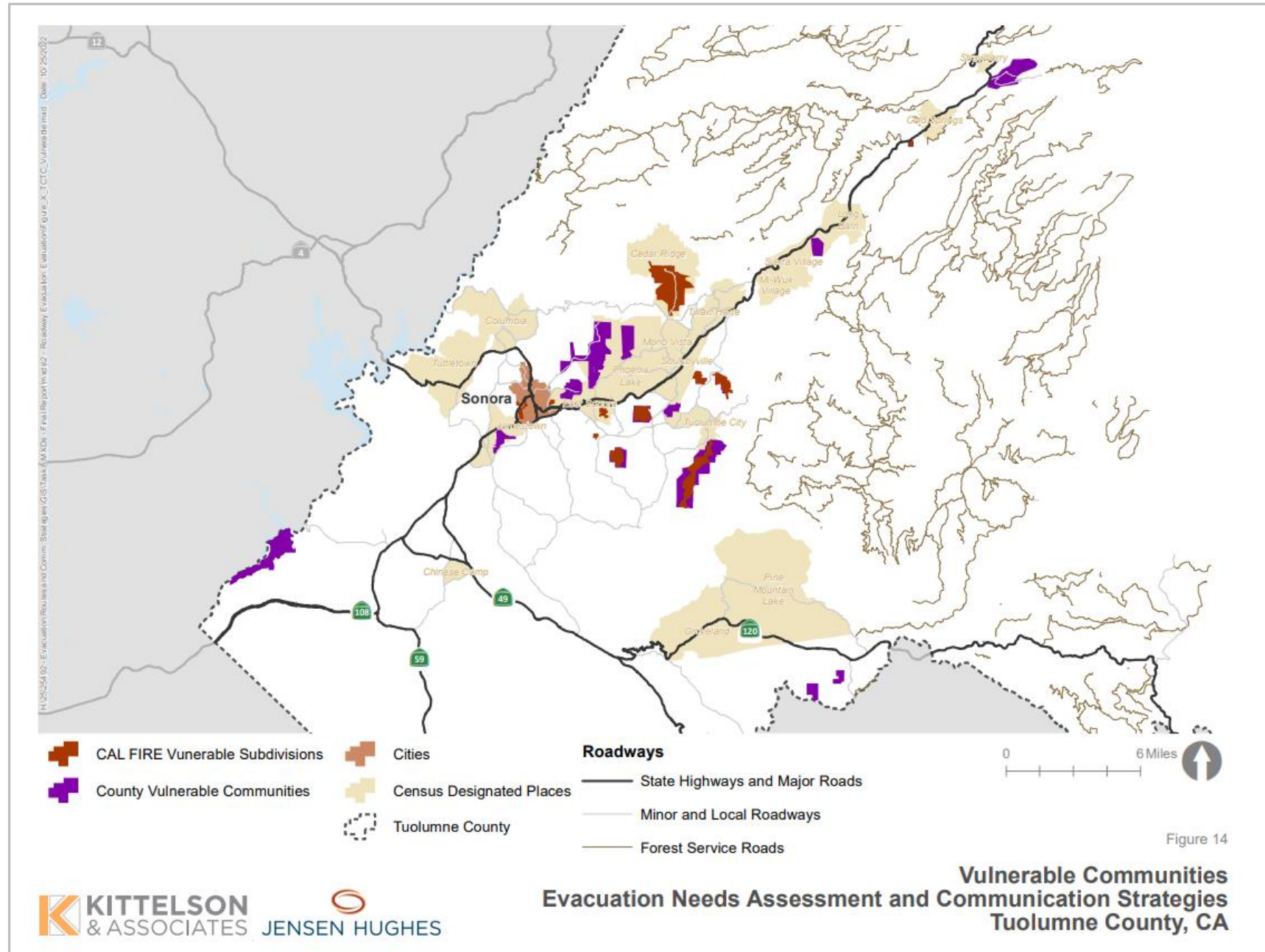
During an emergency/disaster, when the County calls for an evacuation, OES will make the determination at the EOC level and depending on staffing, determine/establish the shelters in coordination with the American Red Cross and HHSA to:

- Assess the emergency situation and figure out the number and type of shelters needed.
- Assess possible transportation needs and make needed arrangements.
- Establish the shelter(s).
- Make arrangements for people needing special evacuation accommodations.
- Put together shelter information and disseminate to the media and the public.

The following figure is a map of the 2023 Vulnerable Communities Evacuation Needs Assessment and Communication Strategies developed for the Tuolumne County Transportation Council.



Figure 7: Vulnerable Communities Evacuation Needs Assessment and Communication Strategies





Transportation

When local evacuations become necessary, considerations for the whole community include accessible transportation options, medical needs, and keeping individuals connected with their families, personal care providers, essential equipment and technologies, and service animals. Evacuation and transportation plans must incorporate consideration of those with AFN to assist with the identification and movement of people with mobility impairments and those with transportation disadvantages. Transportation partners will support community evacuation at the request of the IC or OES.

To be compliant with the ADA (42 U.S.C. Sec. 12101 et seq.) for individuals who are dependent on public transportation (Gov. Code § 8593.3 subd. (a) and § 8593.9 subd. (b) the County recognizes the importance of advanced planning to meet the transportation needs of individuals with AFN during large-scale evacuations.

The County acknowledges that not everyone in the community has accessible and reliable transportation, and many will require transportation resources to reach safety. Therefore, the County will consider these factors throughout the planning process to establish successful evacuation processes for individuals with AFN. The County will ensure that emergency evacuation transportation resources are accessible to everyone, including those from homes, apartments, schools, neighborhoods, homeless encampments, and medical or nursing facilities. Moreover, the County will focus on examining how individuals with AFN will access accessible transit resources in community areas with limited public transportation options.

In times of disasters, emergency transportation is critical for safe evacuation. To ensure prompt emergency transportation services in Tuolumne County, the County will seek to establish an MOU with local service providers, including paratransit agencies. During an incident, the IC or Tuolumne County OES will send requests for evacuation support to the TCTA Emergency Response Team. The County PIO, through the media and other communication channels, will provide relevant information to the public regarding AFN evacuation and what steps to take if support is needed. Per the TCTA Transportation EOP, TCTA staff assists in evacuation planning by identifying known passengers who use transit services and do not have the ability or means to evacuate a threatened area independently. TCTA staff will contact other transportation providers and support organizations aware of AFN populations (e.g., Department of Social Services, Public Health, Disability Resources Agency for Independent Living, Area 12 Agency on Aging, Valley Mountain Regional Center, Senior Center, Meals on Wheels, Veterans Administration, WATCH Resources, taxi services, etc.) requesting assistance in identifying persons (and their residential locations) who do not have the ability to self-evacuate. The Evacuee Tracking Appendix to the TCTA TEOP provides an overview of maintaining accountability for evacuees transported by public transportation systems during an emergency evacuation.

Recognizing the critical role transportation plays in emergency situations, TCTA uses federal and state funding, including funding through the Tuolumne County Transportation Council for planning and training initiatives designed to develop and improve emergency response capabilities for the entire transportation sector of the County. Refer to the 2012 TCTA Transportation EOP for more information on County transportation and evacuation roles, responsibilities, capabilities, and resources.

The Tuolumne County Sheriff's Office will coordinate the management and relocation of incarcerated persons during an incident requiring evacuation. The Sheriff's Office and other law enforcement have control and management over performing Contra Flow and other traffic management actions.

Re-Entry and Repopulation

Once IC determines that re-entry/repopulation is safe (determined by the Sheriff's Office), Tuolumne County transportation agencies will assist in the safe and orderly movement of people back to their places



of residence or to temporary shelters. During re-entry/repopulation efforts, the essential roles and responsibilities for Tuolumne County transportation agencies include:

- Facilitating the safe and orderly movement of evacuees back to their homes or to alternate housing.
- Providing accountability for all evacuees transported on public conveyance.
- Documenting costs properly so that emergency transportation agencies may be eligible for disaster relief assistance.

Since it is such an interdisciplinary concern, the Transportation Emergency Response Team will coordinate with County OES, the American Red Cross, Law Enforcement, Fire partners, and other responding agencies on re-entry/repopulation planning efforts. These efforts include informing evacuees about any health or physical access concerns or actions they should take when returning to their homes or businesses, which can be facilitated using in-person communications, printed handouts, websites, and the Tuolumne County Everbridge Citizen Alert Notification system. Publicly viewable Tuolumne County GIS dashboard that shows evacuation areas can also signify areas of re-entry.

Care and Shelter Operations

Mass care and sheltering is coordinated by County OES, HHSA, Public Health and the American Red Cross. Once the American Red Cross is engaged, County staff will support their efforts with additional staff and/or supplies. The American Red Cross has a trailer staged in the County for the specific use when a shelter is needed, including a trailer containing 100 cots, blankets, coffee pots, and associated accessories, wheelchairs, and an activity box of items for children. If more emergency shelter supplies are needed, additional American Red Cross trailers can be requested from other neighboring counties. Food and water for these shelters would be provided by the American Red Cross, the County, and other volunteer groups.

Shelters can be stressful environments and accelerate the impacts of disaster when they are not planned for the whole community. General population shelters need to be in physically accessible locations and equipped with resources to meet the needs of individuals with AFN, so they remain with their support system and communities. When shelter facilities are activated, the county will work with the state to ensure they accommodate the provisions of the ADA.

To properly serve individuals with AFN in emergency sheltering, Tuolumne County will involve AFN representatives in the planning and preparedness of emergency care and shelter plans and exercises within the County. This will ensure that this population's specific needs and concerns regarding communication, maintaining health, independence, support, safety and determination and transportation are considered in emergency planning. Consideration of partnering with relevant departments and agencies to elaborate/expand practices established for priority populations such as those experiencing homelessness, those who lack access to technology, LGBTQIA+ individuals, those who communicate solely using spoken-only languages, immigrant individuals or those hesitant to interact with government officials.

The County has pre-identified the Groveland and Tuolumne Community Resilience Centers as established sheltering sites to provide respite to community members during emergencies, including, but not limited to, evacuations, extreme temperature (heat/cold) or unhealthy air incidents. These two local Community Resilience Centers, along with other sites, are prepared to serve as emergency shelters during evacuations, extreme heat events and other emergencies/disasters affecting the County.

When evacuees check into a shelter, the shelter registration staff will identify the need for, and implementation of, effective communication resources and strategies as appropriate. When checking in



evacuees to the shelter site, the staff will ask evacuees for any additional (such as AFN-related) communication, sheltering, and evacuation needs.

The County will coordinate the need for accessible resources, such as cots, handwashing stations, portable restrooms, showers, manual wheelchairs, and other necessary equipment, to survivors with AFN at shelters through response partners such as the HHSA, Public Works, and the American Red Cross.

The County will coordinate wrap-around AFN-specific services for identified necessary services at emergency shelters, such as medication, dietary/nutrition, personal care assistance, ADA assessments, etc. with HHSA, the California State Department of Social Services, and the American Red Cross per an in-development agreement. Also, the County will coordinate support for Video Response Interpreting (VRI), ASL, and world language translation services for availability at shelters.

Community Resilience Centers

Through the California Department of Housing and Community Development, Tuolumne County received \$24,250,000 in federal funds administered by the U.S. Department of Housing and Urban Development to design and build two Community Resilience Centers: Groveland and Tuolumne. The Groveland and Tuolumne Community Resilience Centers are utilized both during emergency and non-emergency times, and are a safe location for residents, tourists, and animals to go.

In addition to emergency shelters, these pre-identified Community Resilience Centers can provide a relief area to individuals during emergencies, including extreme temperature (heat/cold) or unhealthy air incidents. The County prepares these local Community Resilience Centers to transition to serve as emergency shelters during extreme heat events and other disasters.

The two Community Resilience Centers have the same building design and features (however some outside amenities are site-specific). The emergency considerations for both buildings (within the past five years) include ADA compliance with both sites containing ADA-design features, including but not limited to:

- Signage and restroom facilities
 - Women's:
 - Four toilet stalls
 - Baby changing station
 - Three sinks
 - Shower
 - Men's:
 - Two toilet stalls
 - Two urinals
 - Three sinks
 - Shower
- Parking spaces
- Path of travel (inside and outside of building)
- Curved parking lane in front of facility for easy drop off (Groveland)

Other facility features include:

- 400 kw Emergency generator
- Classroom
- Large conference room which can be utilized for:



- Mass feeding/sheltering
- Public health clinics/vaccination site
- Presentations to the community from first responders
- Donation Center
- Recovery assistance
- Commercial kitchen
- Wi-Fi connections and additional outlets

To utilize the Community Resilience Centers as temporary medical care facilities, a number of agencies and groups need to come together to assist in setting up the facility and staffing it. OES would work in conjunction with HHSA, Adventist Health Sonora, Assisted Care Providers, Fire Departments, American Red Cross, and other community groups. Transportation to and from Community Resilience Centers is coordinated by County OES and transportation partners within the TCTA.

More information on the two Community Resilience Centers can be found in the Community Resilience Center Emergency Utilization Plan 2022.

Disaster Animal Care

The PETS (Pets Evacuation and Transportation Standards Act of 2006) directs that state and local emergency preparedness plans address the needs of people with pets and service animals after a major disaster, including rescue, care and sheltering of animals. Tuolumne County will consider animals during a disaster throughout the County's preparedness, response, and recovery phases, especially in the areas of transportation and care and sheltering activities. An example is the County's considerations to conduct emergency companion animal evacuation and transportation via the [HR 3858 – Pets Evacuation and Transportation Standards Act of 2006](#). Tuolumne County Code Enforcement is the department with primary responsibilities for animal care in the County.

Tuolumne County Animal Control is the lead agency when it comes to the evacuation and sheltering of animals in the County. Working in conjunction with the Sheriff's Office and County OES, Animal Control will work with their various support groups during an evacuation. Once an evacuation is called, Animal Control will assign staff to assist in getting animals out of the evacuation area while additional staff are setting up the support mechanism needed for sheltering the displaced animals. The type, duration, and location of the emergency will predicate where animals will be sheltered, as well as the type(s) of animals being sheltered. Animal Control is well stocked with portable pens, cages, fencing, and trailers.

During a major emergency, Animal Control and their volunteer staff would utilize the Sonora Fairgrounds as their main location to shelter both farm and domestic animals. The Community Resilience Centers can also be utilized as temporary holding areas until the animals can be transferred down to the Sonora Fairgrounds, or they could be utilized to house the animals of people sheltering at these facilities. Service Animals will remain with their owners at their assigned shelter.

At the Groveland Community Resilience Center, the outside open tiered area in the back of the site could be utilized for the staging and sheltering of animals. The Groveland Community Services District has offered up use of their adjacent fields to the property for the sheltering of livestock if needed.

The Tuolumne Community Resilience Center has two areas for Animal Control to utilize for the sheltering of domestic animals. The first area utilizes a portion of the parking lot across from the Community Resilience Center. There are electrical outlets in the parking lot light poles and a hose for water can be connected to the adjacent fire station. The second area for sheltering animals is on the back patio area off the large conference room which is approximately 1,380 sq. ft. and is completely fenced in and includes a mixture of hardscape and grass.



Information Collection, Analysis, and Dissemination

Developing plans, information collection, and information dissemination throughout an emergency provides a process for creating emergency objectives and is the combined responsibility of all sections of the Tuolumne County EOC. When disseminating emergency information to the public the needs of the whole community, including those with access and functional needs, will be considered and addressed.

Information may be collected and disseminated within the EOC through a variety of reporting methods. Regardless of the method, all data should be verified prior to dissemination. If unverified data is used, it should be designated as unconfirmed information. The following methods are used within the Tuolumne County EOC:

- Status Boards
 - Erasable boards or projections from computers within the EOC.
- Activity Logs
 - EOC personnel are responsible for maintaining a unit activity log and submitting it to the planning section.
- Microsoft Teams
 - Internet based messaging and file-sharing system which records and maintains awareness of logistical information such as damage assessments.
- Flash Reports
 - Critical and time sensitive information outside regularly scheduled reports.
- Situation Reports
 - Brief reports of the emergency situation for a specific period of time.
- Preliminary Reports
 - Disseminated within the first two hours of the emergency to provide an overview of the emergency.

Continuity of Operations and Government

A critical objective of the Tuolumne County emergency management strategy is to ensure that government operations will continue during and after an emergency. The ability to maintain government operations includes careful planning of COOP and COG. Tuolumne County has developed guidelines to support COG and COOP; however, the outcome of the response may be limited by the magnitude and duration of the emergency.

Day-to-day functions that do not support an emergency response may be suspended for the duration of the emergency to allow for a redirection of efforts to accomplish emergency tasks. County employees not assigned to emergency response duties will be made available to assist with work within their department or another County department.

Planning efforts for COG and COOP do not substitute government services for individual responsibility. Individuals should be aware of events and take the necessary precautions to respond. Tuolumne County will ensure all necessary information is made available to the public to assist in dealing with the emergency.

Tuolumne County is responsible for providing continuity of effective leadership and authority to maintain the direction of emergency operations and management of recovery operations.



To assure that government can continue to function, Tuolumne County has created lines of succession for the following positions in the following table:

Table 33: Lines of Succession

Position	Order of Succession
Director of Emergency Services	• Assistant County Administrator or Deputy County Administrator • Assistant Director of Emergency Services
Assistant Director of Emergency Services	• Senior Administrative Analyst
Tuolumne County Department Heads	Each political subdivision may provide for the succession of officers who head departments having duties in the maintenance of law and order or in the furnishing of public services relating to health and safety. For other County departments in Tuolumne, each department head may delegate their succession authority to personnel within their department for emergency response purposes. Should this not occur, department head succession will fall to those directly in the line of authority beneath the department head's position. However, the County Administrator or Deputy Administrator has the authority to appoint department head successors of their choice for emergency response purposes.

Continuity of Operations

COOP plans outline essential functions and services to perform and deliver, and how to do so, if an incident disrupts normal operations. They also address the timely resumption of normal operations once the emergency has ended. COOP plans address the continued performance and delivery of core capabilities and critical operations during any potential incident.

A critical component of emergency management planning includes ensuring that government operations will continue during and after an emergency. Tuolumne County is responsible for maintaining essential government functions to the greatest extent possible. Each Tuolumne County department shall develop a COOP to establish guidelines to ensure the execution of essential functions in the event an emergency incapacitates government operations or requires relocation of selected personnel to an alternate facility. All Tuolumne County departments shall maintain their COOPs and provide departmental COOPs to County OES.

Every department COOP should include the following essential planning elements:

- Essential Department Functions
- Orders of Succession
- Delegations of Authority
- Alternate Facilities / Virtual Operations
- Interoperable Communications
- Vital Records
- Resources
- Databases
- Department Essential Positions
- Devolution
- Reconstitution



- Test, Training, and Exercises

Continuity of Government

COG is an outcome of continuity planning and the continuity capabilities that support it. COG planning efforts and COG plans prepare jurisdictions to preserve or reconstitute statutory, constitutional, legislative, and administrative responsibilities and authorities at all levels of government when an incident affects government organizations that hold roles in emergency response and recovery.

An emergency could result in great loss of life and property, including the death or injury of key government officials. Concurrently, there could be partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government and industry. Maintaining continuity of government is essential to a timely and effective recovery. Tuolumne County effectively and strategically plans to ensure the ability to continue essential functions should a disruption occur.

In the aftermath of a major emergency, law and order must be preserved and essential government services must be maintained. This is best accomplished by civil government. To this end, it is particularly essential that local units of government continue to function.

Alternate Government Facilities

The following locations are established as alternate Tuolumne County EOC and government locations. These locations may be adjusted or changed depending on the specific circumstances of the event. In the event the primary location is not usable, alternate locations will be used.

- Tuolumne County Seat of Government
 - Primary: 18440 Striker Court, Sonora, CA 95370
 - Secondary: 2 S. Green Street, Sonora, CA 95370

Disaster Service Workers (DSW)

Under California Government Code, Section §3100-3109, all public employees are obligated to serve as DSWs. Public employees (civil service) are all persons employed by any county, city, state agency or public district in the State of California. DSWs provide service and support during declared emergencies or disasters.

In the event of a major emergency or disaster, County employees may be requested to perform certain duties in support of emergency management operations. These duties may include serving in positions within the EOC, providing support for shelter operations, or working at a logistics base in the field.

- County employees may be required to work at any time during a declared emergency and may be assigned to disaster service work.
- Assignments may require service at locations, times and under considerations other than normal work assignments.
- DSW assignments may include duties within the EOC, in the field or at another designated location.

It is important to note that Tuolumne County employees who do not typically have a role in emergency response will not be asked to perform duties that are hazardous or beyond their capabilities.

During a disaster, it is understandable that employees may not be functioning at their best if they are concerned about the safety and well-being of their families. To address this, employees who are assigned disaster response duties are strongly encouraged to make arrangements with their families, friends, or neighbors to check on their households and communicate any relevant information through the County



EOC. By being prepared and having peace of mind about their families, employees can better focus on their disaster response work.

All staff members are reminded of the importance of preparing their families for emergencies and disasters, to ensure their safety and security in times of crisis.



Recovery

Recovery encompasses the activities necessary to assist communities affected by an incident to recover effectively. Incident response and short-term recovery set the stage for long-term recovery. While EOPs often cover short-term recovery actions that are natural extensions of response activities, they do not typically detail long-term recovery actions. Response actions and some post-disaster recovery issues are time-sensitive, such as the rebuilding and placement of temporary housing facilities. Advance planning makes performing these tasks easier. However, this EOP addresses the transition to a long-term recovery plan and the deactivation of response assets.

Experience with large emergencies highlights the need for jurisdictions to anticipate how to recover from the serious and long-term consequences of disasters. Issues such as housing people who are displaced from their homes for long periods of time or rehabilitating the jurisdiction's economy should be considered in the context of incident response plans before an incident occurs.

Recovery Organization

During recovery operations, Figure 4: Emergency Management Organization Chart would be utilized and revised/updated per the recovery needs of the incident.

Tuolumne County will use the National Disaster Recovery Framework (NDRF) as a guide to organize effective short- and long-term recovery operations as needed. A successful recovery will ensure the whole community is addressed in planning and implementation of recovery strategies. Recovery support functions are used as the coordinating structure for key areas of recovery assistance. They are designed to bring together recovery capabilities to focus on community recovery needs.

The six recovery support functions are:

- Economic
 - The ability to return economic and business activities to a viable community. Integrates expertise of the federal government to help local, tribal, and private sector rebuild.
- Community Assistance
 - Supports jurisdictions by building relationships, providing training, and supporting efforts to implement recovery goals. Ensures the whole community is engaged in the recovery planning process.
- Housing Recovery
 - Coordinates and facilitates federal resources to implement housing solutions to support the whole community.
- Health and Human Services
 - Supports jurisdictions to address public health, health care facilities, and essential social services needs are met. Also supports the displaced individuals needing health and social services support.
- Infrastructure Systems
 - Supports efficiently restoring infrastructure systems and services within a community.
- Natural and Cultural Resources
 - Coordinates and facilitates the capabilities of the federal government to support the protection of natural and cultural resources and historic properties through appropriate actions.



Roles and Responsibilities

Clearly defined roles and responsibilities will allow for a unity of effort throughout recovery operations. It is the role of each jurisdiction to support emergency operations to the extent defined in each of their Emergency Operations and Response Plans. This Plan provides an overview of the County EOC, which serves as the primary EOC for response and recovery coordination for Tuolumne County.

Each jurisdiction has been trained to manage emergencies in accordance with the NIMS and as required by Homeland Security Presidential Policy Directives 5 and 8. As noted, the County EOC will employ a SEMS structure as appropriate and include those individuals representing the cities and County of Tuolumne. EOC partners in conjunction with County OES establish prevention, mitigation, preparedness, response, and recovery activities.

Federal Government

Federal government departments and agencies work to build recovery capacity through planning, training, exercises, and the creation of grants. The federal government is responsible for directly supporting states and tribal government through coordination of support and resources. The NRF facilitates the delivery of federal response assistance to states to help them respond to and recover from the consequences of significant emergencies and disasters. Some federal agencies are mission tasked with actions that can directly support the County's response efforts prior to a federal declaration. Once a federal declaration is issued, all federal agency response efforts will be coordinated through FEMA and the JFO.

Although FEMA is the most common lead response agency, some federal agencies will provide leadership in specific types of emergencies such as terrorism (FBI lead), epidemics (CDC), and environmental disasters (EPA).

State Government

The state supports local recovery efforts by coordinating or providing any needed support. The state manages federally provided resources and may develop programs or funding to assist local governments and has the authority to appoint local recovery leadership that they select or that is selected by a designated recovery management organization.

Local Government

The local government is responsible for managing the recovery operations within its jurisdiction. The local government will ensure critical information is shared with the public and organizations assisting with recovery operations. Local governments may assign a Local Disaster Recovery Manager (LDRM) to serve as a central leader for recovery coordination activities within the jurisdiction. The LDRM will be the point of contact for other agencies and should be assigned prior to recovery operations.

Tuolumne County and Agencies/Departments

Tuolumne County has the primary role of planning and managing all aspects of the community's disaster recovery. Tuolumne County may not possess all of the resources and staffing necessary for a rapid and effective recovery necessitating the need for state and/or federal disaster assistance. Throughout the recovery process, the County's departments will be represented and responsible for certain functions that may need or otherwise involve their expertise. The following table lists a sample of agencies that may be assigned or have the resources to coordinate specific disaster recovery operations for impacted portions of Tuolumne County. The following table shows County-specific functions for several departments/agencies:



Table 34: County-Specific Functions

Tuolumne County Department/Agency	Function
County Board of Supervisors	• Political process management • Interdepartmental coordination • Policy development • Decision making • Overall public information
County Administrator's Office	• Government operations and restoration, including space acquisition, supplies, equipment, vehicles, and personnel
County OES and additional affected Departments	• Coordination of applications for public agency disaster assistance • Liaison with assistance providers • Disaster financial assistance project management
Community Development Department	• Land use and zoning variance • Building and related permits • Building and related safety inspections • Redevelopment • Coordination of applications for public agency disaster assistance • Liaison with assistance providers • Disaster financial assistance project management
County Legal Counsel	• Advise on emergency authorities, actions, and associated liabilities • Preparation of new ordinances and resolutions
Public Works	• Restoration of County facilities and related services • Public area debris removal and demolition • Roadway and related construction • Restoration of County government public utility services • GIS needs
Finance Department	• Public finance and budgeting • Contracting • Accounting • Claims and liability issues • Coordination of applications for public agency disaster assistance • Liaison with assistance providers • Disaster financial assistance project management

Other Tuolumne County department/agency recovery responsibilities include:

- Coordinate unmet other ongoing needs that remain from the response phase. These efforts may include providing for continuity and/or restoration of basic services, providing physical safety and security, as well as a sense of stability necessary for recovery and resumption of normal or new normal levels of functioning.
- Continue to render support when and where required as requested by the EOC.
- Seek out and utilize guidance from subject matter experts, including the expertise of planners, engineers, and financial professionals in fields such as land use, economic development, transportation, stormwater management, capital projects.
- Sustain lifelines and restore infrastructure and public facilities. Ensure continuity of lifeline utilities and services and infrastructure restoration. Restoration and reconstruction of public facilities needed for the maintenance of lifelines and basic public services will likely be required.



- Assist in developing Disaster Recovery Plans that address the short- and long-term recovery goals, restoration of services and infrastructure, as well as incident-specific Community Recovery Plans.
- Documenting damage assessment and restoration profiles.
- Maximize funding opportunities. County Recovery leadership will work to leverage state and federal recovery technical and financial assistance, as well as identify and pursue additional sources of recovery funding and financing. The County will strive to ensure appropriate, fair, and accountable utilization and/or distribution of such funds, as well as safeguard its own fiscal condition.
- Enact procedures to document all costs of disaster response and recovery.
- Manage an inclusive, culturally competent recovery process.
- Provide effective command and coordination. An organized transition of command structure from response to recovery will allow emergency management functions to evolve smoothly and for recovery work to begin even while basic life safety, incident stabilization, and immediate property protection issues are still being addressed. Coordination should include local, state, and federal agencies during the implementation of recovery plans.
- Promote mitigation and foster resilient restoration and redevelopment. The County will use education, incentives, and regulation to reduce community vulnerability to various hazards by fostering more resilient land use patterns and building practices while deferring to existing deliberative plans such as the Tuolumne County MJHMP.
- Communicate useful, practical, relevant, accurate, and timely information regarding services and resources to all impacted members of the community. The County will use all communications capabilities available to inclusively reach County residents in their homes, temporary housing, and the unhoused and make reasonable accommodations for the diverse populations, including non-English speakers and individuals with disabilities and access and functional needs. This will include using multiple methods, alternate formats, and reasonable communication accommodations to ensure the information can be communicated to people with disabilities.
- Provide and/or ensure quality housing. Quality housing will be a goal of both temporary and medium-term housing efforts and of permanent reconstruction and redevelopment of housing. The County will strive to ensure that all residents, to include those persons with disabilities and access and functional needs, are able to continue living in settings that are:
 - Safe, sanitary, and secure
 - Affordable at levels comparable to residents' pre-disaster housing
 - Integrated with the rest of the community
 - Accessible to public services and transportation
 - Compliant with all applicable regulations and standards
- Provide and/or restore basic services needed to sustain the community. These services will include social and human services, public safety, and health services.
- Maintain and provide mental health and spiritual support and counseling, both to response and recovery personnel and members of the community at large.
- Maintain and enhance the County's economic base to support the County's economic health. The County will focus on business continuity, critical infrastructure systems, supply chains, social services, and proactive business recruitment and retention strategies by recognizing that new markets, new expertise, and new opportunities will be created by crises.



- Ensure efforts to retain core businesses and to support their recovery by attempting to clear obstacles to recovery, including assisting in facilitating staffing, supporting relocation, and/or helping to resolve supply-chain issues.
- Take the lead in ensuring that recovery needs assessment and planning processes are inclusive and accessible, often by establishing local recovery structures that address overall coordination, sectors impacted, and survivor services.
- Participate in AAR/IP processes with recommendations for plan or procedure improvements.

Local Disaster Recovery Manager

County OES is designated by the CAO as the LDRM to oversee the following:

- Prior to a disaster occurring, the Tuolumne County LDRM is responsible for:
 - Serving as a primary point of contact for disaster recovery preparedness with the state and neighboring local and tribal governments.
- Coordinating development, training, and exercise of the County's Local Disaster Recovery Plan.
 - Establishing and maintaining contacts and networks for disaster recovery resources and support systems.
 - Promulgating principles and practices that further resiliency and sustainability in development and strategic planning initiatives.
- Subsequent to a disaster, the Tuolumne County LDRM is responsible for:
 - Leading the creation and coordination of activities of the local recovery-dedicated organizations and initiatives.
 - Working to develop a unified and accessible communication strategy.
 - Participating in damage and impact assessment with other recovery partners.
 - Organizing recovery planning processes, which ensure inclusiveness with individuals with disabilities, access issues, seniors, limited English proficiency, and underserved communities.
 - Communicating recovery priorities to state and federal governments and other recovery stakeholders and supporters
 - Incorporating critical mitigation, resilience, sustainability and accessibility-building measures into the recovery plans and efforts.
 - Leading the development of the community's recovery plans and ensuring that they are publicly supported, actionable and feasible based on available funding and capacity.
 - Collaborating with local, state, and federal stakeholders and supporters to raise financial support for the community's recovery and working to avoid duplication of assistance.
 - Working closely with the recovery leadership at all levels to ensure a well-coordinated, timely and well executed recovery.
 - Developing and implementing recovery progress measures and communicating adjustments and improvements to applicable stakeholders and authorities.

Tribal Governments

During a disaster/emergency, the Tuolumne Band of Me-Wuk Indians and Chicken Ranch Rancheria of Me-Wuk Indians collaborate with Tuolumne County to support response and recovery efforts. In addition, at the request of the tribes, Tuolumne will support requests for assistance and resources as needed for the tribes to respond and recover from an event. Tribal governments are responsible for assessing



recovery needs and collaborating with local, state, federal governments, and other organizations. Tribal governments should have recovery plans pre-established and should implement a recovery management structure to manage recovery assistance.

Private Sector

The private sector within the County assists in improving the public's confidence after an emergency by working to retain and provide jobs, goods, and services. Businesses that plan for disruption are less likely to go out of business after an incident than those that do not. Businesses can participate in the local recovery efforts and may have collaborated with local government prior to the emergency. Other responsibilities include:

- Participate in coordination opportunities during pre-disaster planning processes.
- Maintain communication with the recovery officials about the status of operations and supply chains, as well as restoration challenges and timelines.
- Develop continuity plans that include actionable, effective, and accessible internal communication processes and protocols to convey critical information.
- May provide volunteers, leaders, technical assistance, commodities, and facilities to support the recovery effort.

Nongovernmental/Volunteer and CBOs

NGOs within Tuolumne County will coordinate and collaborate with County jurisdictions to assist individuals and communities recover from emergencies. NGOs provide targeted services to different community groups and may be a part of VOAD or Community Organizations Active in Disaster (COAD). Many NGOs have subject matter expertise within the community groups they assist. Other responsibilities include:

- Foster relationship building with local emergency management organization.
- Maintain access to extended networks through local offices and chapters of the organization, providing contextually based insight and access to potential recovery partnerships and resilience champions.
- Play a critical role in the implementation of an inclusive, locally-led recovery organization and planning process.
- Some NGOs are part of VOAD or COAD, which are responsible for meeting disaster-caused unmet needs of disaster survivors.
- May note milestones achieved and document best practices for their use and for the benefit of their peers.
- This information may also be implemented into the planning process for the state VOAD or COAD as appropriate.
- May provide experience and subject matter expertise greatly assisting with the management of money, manpower, and materials to meet recovery needs and obligations that otherwise are not funded by government programs.
- In addition to collaborating on disaster planning with recovery partners, it is beneficial for NGOs to develop their own plans for how they will support disaster recovery efforts.

Individual Community Members

Individuals, families, and households are encouraged to participate in preparedness efforts prior to an emergency, as well as recovery efforts after an emergency. Those who prepare will reduce personal



stress and be able to help others during recovery. Impacts of an emergency will be lessened for those who integrate mitigation measures into their home and have adequate insurance coverage.

- After suffering losses, survivors can:
 - Maximize any benefits from insurance coverage.
 - Pursue additional funding through any available personal or loan-based resources.
 - Apply for local, regional/metropolitan, state, tribal, territorial, insular area, or federal program assistance that may be available.
- After applying, survivors should:
 - Ensure they follow up on agency requests.
 - Gain full understanding of program processes.
 - Express any unmet needs.
 - Get involved in their community's recovery activities, including providing input in the post-disaster recovery planning process.

Implementation of Federal Disaster Assistance Programs

When requesting implementation of disaster assistance programs, some key areas of concern must be adequately addressed. These areas include the needs of distinct groups, disaster assistance available at each level of declaration, and the level of detail required on each request for disaster assistance. The disaster assistance programs have been developed for the needs of four distinct groups:

- Individuals and families (Individual Assistance)
- Businesses (including agriculture interests) (SBA)
- Governments (Public Assistance)
- Non-profit organizations (Public Assistance)

County OES will complete the necessary federal program application and supporting materials for the County. Each jurisdiction and special district have the responsibility for completion and submittal of the required documents for both state and federal public assistance programs.

Individual/Public/Business Assistance

When individuals, households, or businesses are affected by an emergency or disaster, assistance may come in a variety of ways, including government and/or nonprofit, volunteer, and faith-based organizations. While disaster assistance programs are not intended to restore individuals or families to pre-disaster condition, they are intended to help begin the recovery process. Following a presidentially declared disaster declaration, state and federal governments provide several assistance programs for individuals affected by disaster.

- **Individuals and Household Program:** FEMA's Individuals and Households Program (IHP) provides financial and direct services to eligible individuals and households, who have uninsured or under-insured necessary expenses and serious needs. IHP assistance may include temporary housing, repair or replacement of owner-occupied homes, funds for moving and storage, medical, dental, childcare, funeral, and other assistance.
- **Disaster Unemployment Assistance:** Disaster Unemployment Assistance provides unemployment benefits and re-employment assistance services to survivors affected by disaster. Benefits are usually paid for up to 26 weeks post the disaster declaration.



- **Mass Care and Emergency Assistance:** Mass Care and Emergency Assistance are provided immediately before a potential incident and during the immediate response. These services include sheltering, feeding, distribution of emergency supplies, support for individuals with disabilities and others with access and functional needs, family reunification, support for household pets, service animals, and mass evacuee support.
- **Disaster Case Management:** Disaster Case Management involves a partnership between a case management organization and the local jurisdiction to support disaster survivors by helping to identify and address unmet needs.
- **Crisis Counseling Assistance and Training Program:** Crisis Counseling Assistance and Training Program provides additional funding to assist disaster impacted individuals and communities in recovering from disaster. Services include supportive crisis counseling, psychoeducation, development of coping skills, and linking survivors to appropriate resources.
- **Disaster Legal Services:** Disaster Legal Services provides legal aid to survivors affected by a disaster that qualify as low-income and are limited to cases that would not normally incur legal fees. Services include assistance with insurance claims, recovery or reproduction of legal documents lost in a disaster, help with home repairs and disputes with contractors and/or landlords, preparation of powers of attorneys, and FEMA appeals.
- **U.S. Department of Agriculture (USDA) Assistance:** The USDA helps producers recover from production and physical losses due to drought, flooding, and other natural disasters. Producers may apply for low-interest emergency loans in counties named as primary or contiguous under a disaster designation. Requests for assistance should be coordinated through the local agricultural commissioner.
- **SBA Assistance:** The SBA provides low-interest disaster loans to help businesses and homeowners recover from declared disasters. Businesses of all sizes located in declared disaster areas, private non-profit organizations, homeowners, and renters can apply for SBA loan assistance.

Federal Public Assistance Program

The Federal Public Assistance Program is authorized under the Federal Disaster Relief Act of 1974, as amended by the Robert T. Stafford Disaster Relief and Emergency Assistance Amendments of 1988. The federal program requires a local emergency proclamation, State of Emergency proclamation, and a federal declaration of a major disaster or emergency.

State agencies, counties, cities, Special Districts, K-12 schools, colleges, private and non-profit organizations, including educational, utility, emergency, medical, and custodial care facilities, are eligible for the Federal Public Assistance Program.

There are seven categories of work projects under the program:

- Category A - Debris Clearance
- Category B - Emergency Protective Measures
- Category C - Road System Repairs
- Category D - Water Control Facilities
- Category E - Buildings and Equipment
- Category F - Public Utility Systems
- Category G - Other (Parks, Recreational Facilities, etc.)



Cal OES is responsible for processing all subgrants for applicants, including providing technical assistance and advice to subgrantees, providing state support for damage survey activities, ensuring that potential applicants for assistance are aware of available federal assistance, and submitting documents necessary for grant awards.

The Federal Fire Management Assistance Grant

The Fire Management Assistance Grant (FMAG) was authorized by the Disaster Mitigation Act of 2000 and provides for the mitigation, management, and control of fires that threaten such destruction as would constitute a major disaster. The purpose of FMAG is to provide supplemental federal assistance to states and local government to fight fires burning on public (non-federal) or privately-owned forest or grassland.

A local or state fire agency must request an FMAG through the Cal OES Fire and Rescue Branch or the CWSC while the fire is burning uncontrolled. There are four criteria used to evaluate the threat posed by a fire or fire complex:

- Threat to lives and improved property, including threats to critical facilities/infrastructure, and critical watershed areas.
- Availability of state and local firefighting resources.
- High fire danger conditions, as indicated by nationally accepted indices such as the National Fire Danger Ratings System.
- Potential major economic impact.

The request process is accomplished on an expedited basis and a decision is rendered in a matter of hours.

Administration, Finance, and Logistics

The Administration function manages all financial, administrative, and cost analysis aspects of the emergency. Initially, this work may be done in the EOC, but in later stages of the emergency this function may be accomplished at other locations.

Documentation

Documentation is the key to recovering eligible emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs. Damage to facilities such as: public buildings, levees, roads, bridges, water control facilities, recreational, park facilities, and schools must be documented to be eligible for disaster assistance programs. Debris removal and emergency costs should also be tracked for cost recovery purposes. It will be the responsibility of the County, jurisdictions, and SDs to collect documentation of these damages and submit them to the County LDRM for their jurisdiction.

Documentation must begin at the field response level and continue throughout the operation of their EOC as the disaster unfolds. Specific forms designed to assist in the recovery process can be found in the Finance Section Binder located in the EOC. SDs not within a city should submit documentation to the County LDRM.

Official and Vital Records

The Tuolumne County Assessor-Recorder is responsible for the safekeeping of the County's Official Records which are property-related documents such as deeds, liens, and official maps. Copies of these records are scanned and indexed into a document management software system. The electronic images



are backed up by the County's IT department. In addition, the images are regularly converted to microfilm by an outside vendor and the film is stored offsite at the County Archive.

The Assessor-Recorder also maintains extensive paper records related to the assessment of real and personal property. For safety and ease of access, the real property records for approximately 40,000 parcels have been scanned and indexed into a document management system and the images are backed up by IT.

The Assessor-Recorder also serves as the Local Registrar for vital records such as births, deaths, marriages, and burial permits. These documents are also scanned and indexed into our document management software system and backed up by IT.

County Archive and Records Center

The Assessor-Recorder oversees the operation of the County Archive which provides a facility that has state-of-the-art climate control and fire sprinklers to maintain the integrity of historical County records dating back to the Gold Rush. Entry is controlled and monitored by electronic security systems.

The lower floor of this building houses records from various County departments that must be kept for a specified time period before they're destroyed in accordance with a retention schedule approved by the Board of Supervisors. The County Records Manager supervises the everyday operation of the Record Center and is responsible for maintaining the software system that tracks the location of departmental records.

Administration/Policy Group

This Policy Group is headed by the Director or Assistant Director of Emergency Services and consists of the Chair of the Board of Supervisors, the County Administrator, and County Counsel. The group provides legal and long-range policy to the Tuolumne County EOC Director.

Finance

Headed by the Finance Section Chief, who is a member of the General staff, this Section is responsible for all financial and cost aspects associated with the emergency. The Chief manages and is assisted by four units:

- Time Unit
- Procurement Unit
- Cost Unit
- Compensation and Claims Unit

Recordkeeping Requirements

State and federal governments require detailed information to support claims for reimbursement. Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all costs claimed will be required, and all information must relate back to individual original source records.

Expenditure tracking should commence upon notice of obvious occurrence of disasters that require expense labor, equipment use, materials and other expenses. The IC(s), EOC Director and EOC staff are responsible for maintaining written records of all disaster-related personnel overtime, requests for supplies, equipment and contract personnel, and receipts for emergency purchases of supplies, equipment, and other disaster-related expenses. The County will activate a special coding for emergency expenditure tracking which is used for both labor and equipment.



The Finance Section will compile reports, including total expenditures by category. The Finance Section Chief will submit a summary report on total costs to the EOC Director as requested. This information will be used for state and federal assistance applications. The expenditure data and documentation are vital to state and federal agencies for requesting financial assistance during and after the disaster.

Damage Assessment

In cases where significant and extensive damage is obvious, it is generally not difficult to request and receive a State of Emergency Declaration from the Governor. However, in many cases where the extent of damage, or the perception of the extent of damage, may not be easily visible or known, state and federal agencies may require a damage assessment inspection prior to issuing a State of Emergency, as well as a possible presidential declaration.

Documenting and Reporting Damage Assessments

The IDE, PDA, and the Safety Assessment Program (SAP) are the basis for determining the extent of the damage and the type and amount of local, state and/or federal financial assistance that may be available for recovery.

IDEs include the category of work, location, estimate, and inaccessible site locations. The IDE helps confirm costs associated with response activities. Local government must gather rough program eligible cost data from all affected within the OA. IDEs can be done by anyone; however, they are not intended to be a comprehensive assessment of all damages. IDE information is then provided to Cal OES and must be done before requesting state or federal disaster assistance.

The PDA is coordinated by the Cal OES Recovery Branch Manager and is used to determine the magnitude of damage. Initial appointments will be made with the OA for PDA field activity. PDA staff compiles the information on the appropriate forms for submittal to Cal OES. The PDA Final Report lists damaged homes and businesses and the extent of damage. These reports are used to determine which financial assistance programs are appropriate for the damage and loss incurred.

SAP helps local government perform facility safety evaluations as quickly as possible. Cal OES manages the SAP, and the SAP helps conduct post-disaster safety evaluations of buildings and infrastructure. The primary reason to implement the SAP is to facilitate moving people out of shelters and other temporary housing and back into their homes, and to help reopen businesses. SAP resources include Disaster Service Worker Volunteers, such as volunteer engineers, architects, and building inspectors. The state may also provide DSW Volunteers to assist and can be mission tasked through Cal OES. SAP Evaluators look at buildings for occupancy safety. Additionally, SAP may include roads and bridges, pipelines and pump stations, tanks, water and wastewater treatment facilities, airports, and geotechnical site review.

Logistics

The Logistics Section is headed by the Logistics Section Chief who is a member of the General staff. The Section Chief, with assistance from several units, is responsible for providing the Incident Management Organization with logistical needs such as facilities, communications equipment, and supplies. The Chief is also responsible for ensuring the general welfare and safety of section personnel. The Equipment Unit, Communications Unit, Facilities Unit, Food Unit, and Supply Unit are examples of functions which will operate under the direction of the Logistics Section Chief.

Resource Priorities

When activated, the Tuolumne County EOC establishes priorities for resource allocation during an emergency. All County resources such as facilities, personnel, communications equipment, and supplies may be allocated by the EOC to fulfill priority missions. Each department retains control of its non-assigned resources until released for an emergency assignment by the EOC.



Resource Requests

Resource Requests (personnel, equipment, or technical assistance) will be made through one of the following processes:

- Discipline-specific (usually Fire and Law) mutual aid systems: Requests for resources that are normally within the inventories of the mutual aid system will go from Local Coordinator to OA Mutual Aid Coordinator to the Regional Mutual Aid Coordinator.
- All other resource requests will be made through the Logistics function at each level using the ICS 213 or ICS 213 Resource Request forms to either Tuolumne EOC or Cal OES if mutual aid systems cannot fulfill the request.

Resource requests from jurisdictions within the County will be coordinated with the Tuolumne OA EOC to determine if the resource is available internally or from other more appropriate sources located within the OA. Emergency Management Mutual Aid Coordinators at each level will keep the Operations Chief informed of the status of resource requests and allocations. Once all local resources are exhausted, the EOC may request resources from outside the local jurisdiction. These resource requests are coordinated with the Tuolumne County OA EOC to the Inland Region REOC. Once the request is coordinated, approved, and resources are deployed, the Resource Status Unit, in coordination with various Operations Branches, is responsible for tracking the resources.

After-Action Reporting

The completion of an AAR is a part of the required SEMS reporting process and requires that all cities and counties submit within 90 days a copy of the AAR to Cal OES via CalEOC.

Per California Code of Regulations, Title 19, § 2450: "Any city, city and county, or county declaring a local emergency for which the Governor proclaims a State of Emergency, and any state agency responding to that emergency shall complete and transmit an AAR to Cal OES within 90 days of the close of the incident period."

The AAR shall, at a minimum:

- Be a review of response actions taken.
- Demonstrate application of SEMS.
- Suggest modifications to SEMS.
- Identify necessary modifications to plans and procedures.
- Identify training needs.
- List recovery activities to date.

The AAR report will serve as a source for documenting the County's emergency response activities and identifying areas of concern and successes. It will also be utilized to develop a work plan for implementing improvements. An AAR will be a composite document for all SEMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations. The Tuolumne County Assistant Director is responsible for the completion and distribution of the AAR, as well as ensuring that it is sent to Cal OES within the required 90-day timeframe.

For the County, the AAR's primary audience will be Cal OES and County employees, including management. As public documents, they are accessible to anyone who requests a copy and will be made available through the County Government Office. The AARs will be written in simple language, well-structured, brief, well-presented and geared towards the primary audience. It may be useful to coordinate the AAR process when multiple agencies/jurisdictions are involved in the same emergency.



Tuolumne County will work together with the OA or a neighboring jurisdiction, as appropriate and feasible, when the same emergency or disaster event involves multiple jurisdictions.

During longer-term incidents, a lesson learned from the COVID-19 pandemic was to frequently complete AARs instead of waiting to complete at the end of the incident. While it is difficult to focus on after-action reporting during the onset of an incident, it is important to identify when after-action reporting is to occur in a timely manner.



Mitigation

Mitigation Phase

Mitigation encompasses activities providing a critical foundation to reduce the loss of life and property from natural and/or human-caused disasters.

Communities cannot control when an incident occurs, but by understanding the potential risks, jurisdictions can take proactive steps that can save lives and reduce property damage. Increasing resilience through mitigation activities (e.g., land use planning, adoption of disaster-resistant building codes) reduces incident response requirements and can ultimately reduce the complexity of emergency operations planning.

Mitigation tools include:

- Local ordinances and statutes (zoning ordinance, building codes and enforcement, etc.)
- Structural measures
- Tax levy or abatements
- Public information and community relations
- Land-use planning
- Professional training

Roles and Responsibilities

Elected/Appointed Officials

- Ensure a clear understanding of emergency management roles and responsibilities.
- Shape or modify laws, policies, and budgets to aid in preparedness, response and recovery efforts and improve emergency management and response capabilities.

Tuolumne County Agencies/Departments

- Reduce disruption to operations through planning, equipment and supply acquisition, technology improvement, removal of barriers to restoration, and other mitigation projects.
- Reduce disruption to systems caused by hazards in the County.
- Inspect equipment, infrastructure, and facilities for deterioration, make repairs and upgrades to reduce risk, and enhance the capabilities.
- Develop public awareness programs for safety, hazard identification, and emergency notification to minimize life safety risks.
- Employ a variety of incentives to implement successful practices.
- Actively participate in the Tuolumne County Mitigation Program and FEMA's Mitigation Grant Program to develop and execute projects that mitigate hazards and impacts.
- Develop disaster-conscious building codes and enforce the regulations.
- Develop a COOP including procedures to reestablish department operations, including notification of critical personnel, assessment of damage and resources, relocation of critical department functions, and estimated time to open for business.
- Ensure that all hazard prevention and controls are in place in accordance with Labor and Industries.



- Lead pre-disaster recovery and mitigation planning efforts, including:
 - Provide a better understanding of local vulnerabilities as they relate to risk reduction activities
 - Apply actions to reduce long-term vulnerability in both the pre-disaster planning and the post-disaster recovery activities of the jurisdiction
 - Improve resiliency by preparing for recovery and integrating mitigation policies into the recovery phase to ensure opportunities are not lost for risk reduction during rebuilding
- Assist in making the connection between community resilience priorities and private sector development, most often addressed directly at the local level.

Tribal Governments

The two tribal governments (Tuolumne Band of Me-Wuk Indians and Chicken Ranch Rancheria Band of Me-Wuk Indians) in Tuolumne County maintain HMPs with a focus to reduce community vulnerability to natural disasters and human-made hazards and meet the requirements of the Stafford Act and Title 44 Code of Federal Regulations (CFR) §201.7, Tribal Mitigation Planning. The HMPs are designed to more comprehensively protect the Tribes from the impacts of hazard events. The tribal governments will guide the selection, development, and implementation of mitigation projects that will protect the planning area and the greater community. As the Tribes continue to grow, the mitigation goals and understanding of hazard risk will be considered in future HMP development. The goals for the mitigation planning process are to leverage current regulations, federal and regional guidance, and hazard information such that the HMP meets and exceeds FEMA HMP requirements. This planning process and resulting HMPs demonstrate the Tribes' dedication to reducing hazard risk and increasing overall community resiliency for current and future generations. The Tuolumne Tribe has chosen to join the county's plan while the Chicken Ranch Band has elected to do their own stand alone document.

Having an HMP and facilitating mitigation efforts helps the Tribes prepare before a disaster and positions them to recover more quickly after a disaster because the hazards, capabilities, and mitigation actions are documented and ready to be acted on.

Private Sector

Mitigation is a sound business practice that reduces disaster losses and quickens restoration of normal operations. Private sector investments in continuity and vulnerability reduction have broad benefits. Private sector entities are essential to improving resilience through planning and long-term vulnerability reduction efforts and the development of regulatory measures that address and manage risks across infrastructure sectors. A more resilient private sector strengthens community resilience by helping to sustain economic vitality and ensuring the delivery of goods and services in the aftermath of a disaster. Among numerous activities that promote and implement the mitigation core capabilities, businesses within Tuolumne County:

- Analyze and manage their own risks.
- Volunteer time and services.
- Operate business emergency operations centers.
- Help protect County infrastructure.
- Promote the return on investment realized from increased resilience, developed continuity of operations plans, and reduced vulnerability.



Nongovernmental/Volunteer and CBOs

- Represent communities such as Tuolumne County and many diverse groups in mitigation policy discussions.
- Apply a localized understanding of risks to effective planning.
- Identify strategic mitigation options.
- Promote and implement mitigation activities as able without necessarily holding a formal position of authority within a jurisdiction.
- Provide training and education to communities, including how-to guides.

Individual Community Members

Mitigation begins with individual awareness and action; informed decisions facilitate actions that reduce risk and enable individuals, families, and households to better withstand, absorb, or adapt to the impacts of threats and hazards and quickly recover from future incidents. Homeowners who have adequate hazard and flood insurance coverage and take steps to protect their property from hazards common to their area reduce the impacts of an incident and are less reliant on external assistance to repair or rebuild their homes.

- Stay aware of and participate in disaster preparedness efforts in their community.
- Become aware of planning efforts regarding floodplain management, building codes, and land use and environmental regulations.
- Take actions and the basic steps to prepare themselves for emergencies.
- Reduce hazards in and around their homes through efforts such as raising utilities above flood level or securing unanchored objects against the threat of high winds.

Hazard Mitigation Planning

The Tuolumne County MJHMP outlines the jurisdiction's strategy to reduce the loss of life and property by lessening the impact of the hazards it faces. The [Disaster Mitigation Act of 2000](#) requires jurisdictions seeking certain disaster assistance funding to have approved hazard mitigation plans. Mitigation planning is often a long-term effort and may be part of or tied to the jurisdiction's strategic development plan or similar documents.

The last update to the Tuolumne County MJHMP was completed in 2018 and approved by FEMA in 2019 and the goal of the MJHMP was to arrive at practical, meaningful, attainable, and cost-effective mitigation solutions to minimize each jurisdiction's vulnerability to the identified hazards and ultimately reduce both human and financial losses subsequent to a disaster.

Development of the Tuolumne County MJHMP includes:

- Reviewing existing applicable plans and assessing the planning capabilities, securing political support, and soliciting input and approval from each of the involved communities.
- Performing Risk Assessments which identify and evaluate each natural and human-made hazard that could impact these areas. Historical hazard events are described, as well as the future probability of the identified hazards and their impact on each of the communities.
- Performing Vulnerability Assessments which summarize the identified hazards' impact to each of the community's critical structures, infrastructure, and future development. An estimate of the potential dollar losses to vulnerable structures is determined.



- Using Risk and Vulnerability Assessments to determine mitigation goals and objectives to minimize long-term vulnerabilities to the identified hazards. These goals and objectives are the foundation behind the development of a comprehensive range of specific attainable mitigation actions created for each jurisdiction.
- Utilizing the Action Plan, which was developed in 2004, updated in 2013, and updated again in 2017, for adopting, implementing, assigning responsibility, monitoring, and reviewing the MJHMP over time, to ensure the goals and objectives are being achieved and the MJHMP remains a relevant document.

Hazard Mitigation Planning Group

A Hazard Mitigation Planning Group is formed during MJHMP development with representatives from all participating jurisdictions and community stakeholders. Planning Group Meetings are held to explain the process to be taken to construct the new MJHMP, review hazards of concern and hazard rankings, and explain the risks and vulnerability to community members, buildings, and infrastructure. Mitigation goals, objectives, and actions are discussed and reviewed thoroughly with all Planning Group Members until concurrence is reached. A Capability Assessment and Action Plan are developed to ensure mitigation actions are realistic and attainable and to assign funding sources and responsibility for each proposed activity.

Throughout the mitigation planning process Tuolumne County engages in a comprehensive planning process in an effort to reduce the loss of life and property from natural and/or man-made disasters. Additional information of Tuolumne County's mitigation activities can be located in the [2018 MJHMP](#).



Plan Development and Maintenance

Plan Development

Plan Development Process

The EOP will be part of a typical plan development/maintenance cycle to ensure the Plan remains current and up to date. Development/maintenance consists of:

- Reviewing the Plan each year as it moves toward the next required revision (four-year cycle).
- Train on the Plan to ensure Governments and response agencies are familiar with its content.
- Exercise the Plan as much as feasible, especially through functional and full-scale exercises to address the inclusive needs of the community.
- Evaluate the Plan after each functional and full-scale exercise or actual emergency.
- Improve the Plan based on lessons learned through real or exercised events and their subsequent AARs.

This section of the plan describes the overall approach to planning and the assignment of plan development and maintenance responsibilities.

Figure 8: Plan Development Process



Planning Process

EOP Planning Team

The Tuolumne County EOP Planning Team is an inclusive, whole community team led by County OES and convened to help develop, review, and update the drafts of the EOP Base Plan and/or Annexes. As the Planning Team meets and works through successive drafts, they will create and integrate necessary documents, tables, charts, and other graphics to support the Plan's context. The Planning Team prepares a final draft and circulates it for comment to organizations within Tuolumne County that have responsibilities for implementing the EOP. The 2023 EOP Planning Team met on a monthly basis and included engagement with representatives from:

- Tuolumne County OES



- Tuolumne County Animal Control
- Tuolumne County Department of Social Services
- Tuolumne County EMS
- Tuolumne County Fire Department
- Tuolumne County Health and Human Services
- Tuolumne County Public Works
- Tuolumne County Transit Agency
- CAL FIRE Tuolumne-Calaveras Unit
- Chicken Ranch Rancheria of Me-Wuk Indians of California
- Tuolumne Band of Me-Wuk Indians
- Sonora Fire Department
- Sonora Police Department

The EOP is reviewed for its conformity to applicable regulatory requirements and the standards of federal or state agencies and for its usefulness in practice. Once validated, the Tuolumne County EOP Planning Team presents the Plan to the appropriate officials for signature and promulgation. The promulgation process is based on [Tuolumne County Ordinance Code Chapter 2.40 Emergency Services](#). Once approved, the Tuolumne County OES Director arranges to distribute the Plan to stakeholders who have roles in implementing the EOP.

Access and Functional Needs Engagement

AFN Advisory Group

An AFN Advisory Group has the advantage of building relationships between the County and disability leaders, fostering staff learning from members of the access and functional needs community, and serving in an advisory capacity to the County's various emergency management plans, programs, and initiatives. An AFN Advisory Group can help ensure that emergency planning efforts are informed by a more diverse and representative group of people knowledgeable and familiar with the experiences and challenges of populations who have been historically underserved.

Led by the County OES Assistant Director, Tuolumne County is in the process of developing an AFN Advisory Group that will exist beyond the development of the EOP for the purpose of cohosting, coordinating, and conducting outreach for ongoing community engagement forums. During the development of this EOP, County OES has actively identified, engaged with, and facilitated outreach with AFN-related Planning Team Members for both EOP planning efforts and for recruitment for the long-term AFN Advisory Group. Refer to the AFN Advisory Group section for more information on Group development efforts.

AFN Representatives

Understanding the importance of engaging AFN stakeholders to better integrate historically underserved populations into emergency planning efforts, OES began an information campaign by engaging various related groups and organizations to provide information on the EOP update process, discuss the proposed creation of the AFN Advisory Group, and to recruit members to join the 2023 EOP Planning Team and ultimately the AFN Advisory Group.

The Director of the Tuolumne County HHSA, the Public Health Director of Tuolumne County Public Health, and the Director of the Tuolumne County Department of Social Services were identified as the dedicated AFN representatives and were engaged in the review, development, and update of the



Integrated Preparedness Considerations and Operations sections of the EOP, in addition to the other AFN-related sections in this EOP.

The following table lists some of the groups/organizations OES engaged as part of AFN outreach during the EOP development process:

Table 35: AFN Engagement

Meeting	Date	Location/Virtual	Participants	Description
Veteran's Committee Meeting	June 7, 2023	Veteran's Memorial Hospital Sonora, CA	OES, Veteran Committee Members, veterans, the public.	• Provided overview of the EOP update process. • Described development of AFN Advisory Group. • Requested participants to join the EOP Planning Team and update process. • Requested participants to join the AFN Advisory Group.
ATCAA Meeting and Presentation	June 9, 2023	ATCAA Offices Sonora, CA	OES, ATCAA Committee Members, the public.	
Commission on Aging Meeting and Presentation	June 12, 2023	Virtual	OES, Committee Members, and the public.	
Area 12 Agency on Aging Meeting and Presentation	June 13, 2023	Area 12 Agency on Aging Office Sonora, CA	OES, Area 12 on Aging Staff Members.	
Homelessness Committee Meeting and Presentation	July 13, 2023	Board of Supervisor Chambers Sonora, CA	OES, Homelessness Committee Members, the public.	
Behavioral Health Advisory Committee Meeting and Presentation	August 8, 2023	Enrichment Center Sonora, CA	OES, Behavioral Health Advisory Committee Members, the public.	

The County will continue to foster trust, understanding, and a renewed commitment to advancing the mission of integrating access and functional needs through continued outreach with the following groups, such as:

- Community Roots Resource Network – Tuolumne County
- Central Sierra Child Support Agency
- Tuolumne County Veterans Service Office
- Sierra Senior Providers, Inc (Meals on Wheels)
- Common Ground
- Wheels (Groveland area)
- Valley Mountain Regional Center
- Child Welfare Services
- Disability Resource Agency for Independent Living
- Tri-County Autism Group
- Autism Society of California
- Tuolumne County In-Home Supportive Services (IHSS Program)
- Tuolumne County Special Education Local Plan Area
- Tribal Social Services Department (Tuolumne Band of Me-Wuk Indians)
- Faith-Based Organizations
- Social Security Office



Public Engagement

County EOP Update Webpage

At the beginning of EOP development, OES created an [EOP Update Webpage](#) on the County Website specifically for informing and updating the public on the EOP update process, including an overview of the purpose of the EOP update, a timeline for the three EOP drafts, information on attending the Public Information Meetings, how to receive access and functional needs accommodations, and direct links to the 2012 EOP, the Public Comment Surveys, the second draft of the EOP Update, and eventually a link to the final draft of the 2024 EOP.

Tuolumne County
EMERGENCY SERVICES

OFFICE OF EMERGENCY SERVICES MITIGATION PREPAREDNESS PROGRAMS Search...

Emergency Operations Plan
Tuolumne County EOP Update 2023

From now until September, Tuolumne County OES will be developing the 2023 Tuolumne County Emergency Operations Plan (EOP) and its Annexes in collaboration with various county stakeholders.

What is an Emergency Operations Plan?

An EOP outlines the overarching roles and responsibilities and coordination between various Tuolumne County government agencies (especially first responder agencies), jurisdictional and federal partners, private-sector partners, community groups, and the public, before, during, and after an emergency or disaster situation.

While emergency response and recovery activities are contingent upon the type and extent of the disaster, the EOP should be flexible and adaptable enough to be used in all scenarios.

Why do an update?

The EOP should be updated regularly to ensure it remains relevant and effective in responding to new and evolving hazards. Lessons learned from past events should be integrated into the plan, and it should reflect changes in regulatory requirements, hazards/risks, resources, and preparedness, mitigation, response, and recovery capabilities of the County. The last update was in 2012.

What is the timeline for completion?

The EOP will be presented to the Board of Supervisors for final adoption on March 5, 2024.

- Final draft available now

To Review and Comment on the FINAL Draft EOP

How can I review the FINAL DRAFT of the EOP and provide comments, feedback, or update recommendations?

- To review the FINAL DRAFT of the EOP, Click [HERE](#)
- After reviewing the FINAL DRAFT of the EOP, complete the [FINAL DRAFT EOP Public Comment Survey](#) to submit comments, recommendations, and updates to the 2023 Plan.

How was the public involved?

Per SB 160, a total of three Public Information Meetings were held to provide the public an opportunity to participate in the EOP development. The first two meetings were held prior to draft development to allow for public input before plan writing began. The third meeting provided the public with the opportunity to review and comment on the second draft of the plan, prior to the final draft.

- Public Information Meeting #1:** April 29, 2023 from 12:30 – 5:00pm at the Tuolumne County Wildfire Preparedness Town Hall located at the Tuolumne Community Resilience Center (18241 Bay Avenue, Tuolumne, CA 95379).
 - The public will be able to review a physical copy of the plan and provide comments via printed or electronic survey.
- Public Information Meeting #2:** Tuesday, June 27, 2023 at 5:30 pm - If you missed the meeting, click [HERE](#) to view the recorded meeting. Click [HERE](#) for the PowerPoint presentation slides.
- Public Information Meeting #3:** July 27th, 2023 at 5:30 pm. If you missed the meeting, click [HERE](#) to view the recorded meeting. Click [HERE](#) for the PowerPoint presentation slides.
- Printable Flier of the Above Information, Click [HERE](#)

For access and functional needs accommodations such as translation/interpretation assistance to view and comment on the DRAFT Tuolumne County Emergency Operations Plan, please call or email the Office of Emergency Services at 209-533-6395 or oes@co.tuolumne.ca.us.

Para obtener adaptaciones para necesidades de acceso y funcionales, como asistencia de traducción/interpretación para ver y comentar el BORRADOR del Plan de Operaciones de Emergencia del Condado de Tuolumne, por favor llame o envíe un correo electrónico a la Oficina de Servicios de Emergencia al 209-533-6395 o oes@co.tuolumne.ca.us.

Public Information Meetings

In compliance with SB 160, which requires a County to integrate cultural competence in the next update to its emergency plan by providing a forum for community engagement for culturally diverse communities,



Tuolumne County hosted a series of three Public Information Meetings to engage the public in the planning process.

The first two Public Information Meetings were held prior to draft development to provide an overview of the purpose and revision of the EOP and to collect comments and feedback from the public. In alignment with SB 160, the first Public Information Meeting was held in-person, at a geographically diverse location at the Tuolumne Community Resilience Center (near where Tuolumne County Band of Me-Wuk Indians is headquartered). The meeting took place during a publicly held Wildfire Preparedness Town Hall.

The third and final Public Information Meeting was held later on in the planning process for the public to have an opportunity to review the draft EOP prior to its finalization.

Each Public Information Meeting was advertised ahead of time on the OES EOP Update Webpage and posted on the County's official Facebook page.

Table 36: Public Information Meetings

Meeting	Date/Time	Location/Virtual	Description	Marketing
Public Information Meeting 1	April 29, 2023 12:30PM – 5:00PM	Tuolumne Community Resilience Center 18241 Bay Street, Tuolumne CA	- Facilitated an EOP Update booth with copies of and information on the EOP update process. - Provided a Public Comment Survey for the public to provide comment and feedback on the EOP update process.	Marketed through County EOP Update Website and official County social media channels.
Public Information Meeting 2	June 27, 2023 5:30PM – 6:30PM	Held virtually through Zoom	- Provided an overview of the EOP Update process. - Provided a Public Comment Survey for the public to provide comment and feedback on the EOP update process. Recording of meeting captured and posted to County EOP Update Webpage.	Marketed through County EOP Update Website and official County social media channels.
Public Information Meeting 3	July 27, 2023 5:30PM – 6:30PM	Held virtually through Zoom	- Provided an overview of the EOP Update process. - Provided a Public Comment Survey for the public to provide comment and feedback on the EOP update process.	Marketed through County EOP Update Website and official County social media channels.



Public Comment Surveys

Two Public Comment Surveys were created using Microsoft Forms to capture comments and feedback from the public over the course of EOP development. The first Public Comment Survey was deployed during Public Information Meeting 1 (via physical printed copies and posters of QR codes to access the Microsoft Forms link) and Public Information Meeting 2 (electronically via Microsoft Forms link), which focused on providing the public an overview of the EOP update process, an opportunity to review the 2012 EOP, and an opportunity to provide insight regarding the public's experience with emergency communications, evacuation/transportation, and sheltering efforts throughout the County.

The second Public Comment Survey was deployed for Public Information Meeting 3 and provided the public an opportunity to review and provide feedback on the second draft of the 2023 EOP, as well as another opportunity for the public to share their experience and feedback regarding emergency communications, evacuation/transportation, and sheltering efforts of the County during response and recovery operations.

A majority of feedback/comments received focused on the need for more evacuation-related information for the public including evacuation routes, maps, and resources. In support of this need, County OES is currently developing the Tuolumne County Citizen Evacuation Guide which outlines important evacuation process information, developing a personal evacuation plan, developing an evacuation kit, and evacuation routes, maps, and public safe refuge areas for various Tuolumne County communities. Once completed, this Guide will be shared to and socialized with the public, closing this information gap.

Microsoft Forms surveys have an automated translation capability into Spanish, as well as an option to enable Immersive Reader to read the text aloud. In addition, community members needing access and functional needs accommodation support were informed to contact County OES directly via phone (209-533-6395) or email (oes@co.tuolumne.ca.us).

Standard Operating Procedure Development

SOPs specific to the Hazard-Specific Annexes shall be developed, maintained, and updated on a regular basis by each County department and emergency response agency, for approval by the County OES Assistant Director. Each department/agency shall send an updated copy of their SOPs to the Program Coordinator.



Maintenance

Plan Review and Maintenance

This Plan, appendices, and functional and hazard specific annexes will be maintained through a cooperative process with Tuolumne County departments/agencies and the community. This Plan shall be reviewed as needed, at least annually, and will be updated by the County every three years, revised by County OES, approved by the Board of Supervisors, and distributed by OES. The Tuolumne County OES Assistant Director is responsible for the preparation and maintenance of this Plan.

Those agencies having assigned responsibilities under this plan are obligated to inform the Tuolumne County OES when significant changes occur or are imminent. Proposed changes will be submitted, in writing, to County OES. After review, changes will be published and distributed to all departments/agencies identified within the EOP distribution list and noted on the Record of Changes.

Plan Updates and Modifications

Upon the delegation of authority from the Director of Emergency Services, specific modifications can be made to this plan without the signature of the Board of Supervisors. The plan may be modified because of post-incident analyses and/or post-exercise critiques. It may be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management and operations change. The Tuolumne County OES will maintain the EOP Record of Changes. This 2023 EOP supersedes all previous versions of this document.

Record of Changes

A Record of Changes has been implemented to record all updates/revisions to this Plan. Each revision will include the date of revision, the section/page that was revised, as well as a point of contact of who made the revision.

Record of Distribution

This Plan includes a distribution list that indicates who receives copies of this plan. County OES will distribute copies of this Plan to governmental departments/agencies as identified in the Record of Distribution section. In addition, a copy of this plan will be available on the County OES website.



Plan Training and Exercise

Exercising the Plan

It is the policy of Tuolumne County to sponsor and coordinate disaster drills or exercises on a regular basis on a particular County emergency response plan. County OES will develop and administer the training/drills/exercises per the Tuolumne County IPP. The primary purpose of these events will be to evaluate and improve the particular emergency response plan that the event is based on. The exercise or drill should also provide beneficial training and learning experience to all its participants and will be inclusive of individuals with access and functional needs as participants.

All actions during the exercise will be observed and recorded by a multi-department/jurisdictional evaluator group made up of the departments participating in the exercise. A general "no fault" discussion and review will follow the exercise. This will afford department members and the evaluator group with an opportunity to jointly comment on perceived strengths and areas of improvement on the particular emergency response plan exercised. An evaluator group meeting will follow the review for the purpose of developing an AAR. These recommendations should then be submitted to the County OES Assistant Director within 30 days after the actual exercise.

Training Resources

California Specialized Training Institute (CSTI)

The [CSTI](#) provides training in all phases of emergency management: preparedness, response, recovery, and mitigation. Additionally, CSTI offers specialized training in crisis communications, exercise design, and emergency planning for schools and populations with access and functional needs.

Emergency management professional development through CSTI includes:

- Basic and Advanced Training for Emergency Services Coordinators
- EOC Position Specific Training
- EOC Action Planning Training
- SEMS
- ICS
- Mitigation for Emergency Managers (G393)
- Emergency Planning (G235)
- Recovery from Disasters: The Local Community Role (G205) – Formerly (G270.4)
- Emergency Management Concepts: All Hazards or Jurisdiction Specific
- EOC Position Credentialing Program
 - The EOC Position Credentialing Program identifies measures for competency, and documents professional qualifications, certifications, training, experience, and education requirements that define basic criteria expected of emergency services personnel serving within an EOC Working with numerous partner agencies at all levels of government within California, Cal OES developed a comprehensive statewide credentialing program to promote elements of the SEMS and flow into the larger effort of the NIMS Guidelines for the credentialing of personnel.



FEMA Training Resources to Support EOP Development and Maintenance

FEMA supports a nationwide emergency management training and education network. The network includes the Center for Domestic Preparedness, the Emergency Management Institute, the National Fire Academy, the Center for Homeland Defense and Security, the National Domestic Preparedness Consortium, the Rural Domestic Preparedness Consortium, the FEMA Continuing Training Grants program partners, and the FEMA Higher Education Program. Together, these organizations offer more than 600 courses covering a wide range of topics and skill levels. Instruction is delivered through on-campus courses, mobile delivery, and virtual training, such as independent study courses and webinars.

The following FEMA independent study courses are recommended for Planning Team Members:

- IS-130: Exercise Evaluation and Improvement Planning
- IS-235: Emergency Planning
- IS-366: Planning for the Needs of Children in Disasters
- IS-368: Including People with Disabilities and Others with Access and Functional Needs in Disaster Operations
- IS-1300: Introduction to Continuity of Operations



Appendices

Authorities, Legislative Requirements, and References.....121

AFN Considerations and Resources.....126

Contact List.....132

SEMS County Training Requirements.....134

Emergency Proclamation Example.....138

Acronyms and Glossary of Terms.....141



Authorities, Legislative Requirements, and References

Authorities and Legislative Requirements

The following legal authorities and legislative requirements were used to write this Plan and/or indicate the legal basis for emergency operations and activities.

Local

- [Tuolumne County Ordinance Code Chapter 2.40 Emergency Services](#)
- Tuolumne County Operational Area Agreement 1996

State

- [AB 477 \(Assembly Bill 477, Cervantes Chapter 218, Statutes of 2019\)](#)
- [AB 2311 \(Assembly Bill 2311, Brown, Chapter 520, Statutes of 2016\)](#)
- [AB 2386 \(Assembly Bill 2386, Bigelow, Chapter 254, Statutes of 2020\)](#)
- Administrative Orders (prepared under the authority of the Governor's Executive Order W9-91)
- [California Emergency Services Act \(ESA\) \(California Government Code, Title 2, Division 1, Chapter 7, Article 12, Sections 8550 – 8669.7\)](#)
- [California Disaster Assistance Act \(Government Code, Chapter 7.5, Division 1, Title 2\)](#)
- [California Disaster and Civil Defense Master Mutual Aid Agreement](#)
- California Department of Water Resources Flood Control (California Water Code §128)
- California Government Codes § 8610-8614 & 8605
- California Health and Safety Code § 101080 (Chapter 2 of Part 3 of Division 101 of the Health and Safety Code)
- California Penal Code 409.5(a) Evacuation Authority
- Governor's Executive Order W-9-91
- Hazardous Materials Area Plan Regulations (Title 19, Division 2, Chapter 4, Article 3, Sections 2640-2648 of the California Code of Regulations) and (California Health and Safety Code, Division 20, Chapter 6.95, Section 25503).
- [SB 160 \(Senate Bill 160, Jackson, Chapter 402, 2019\) Cultural Competence](#)
- [SEMS Regulations \(California Code of Regulations, Title 19, Division 2, Chapter 1; Government Code, Section 8607\)](#)
- State of California Emergency Plan <https://www.caloes.ca.gov/office-of-the-director/operations/planning-preparedness-prevention/planning-preparedness/2024-state-emergency-plan/>
- [Orders and Regulations which may be Selectively Promulgated by the Governor during a State of Emergency](#)
- [Orders and Regulations Promulgated by the Governor to Take Effect upon the Existence of a State of War Emergency](#)

Federal

- [ADA of 1990](#)
- [Federal Civil Defense Act of 1950 \(Public Law 920, as amended\)](#)



- PETS Act (Public Law 109-308)
- [FEMA Developing and Maintaining Emergency Operations Plans-Comprehensive Preparedness Guide \(CPG 101\), Version 3](#)
- Homeland Security Presidential Directive 15 – War on Terror Directive (March 8, 2006)
- Homeland Security Presidential Directive 20 - National Continuity Policy (May 9, 2007)
- [National Incident Management System \(Homeland Security Presidential Directive 5 “Management of Domestic Incidents”\)](#)
- [National Response Framework \(Homeland Security Presidential Directive 8 “National Preparedness”\)](#)
- Presidential Policy Directive 39 – Policy on Counterterrorism (June 21, 1995)
- Post-Katrina Emergency Management Reform Act of 2006 (enacted in Title VI of PL 109-295, DHS Appropriations Act of 2007)
- [The Code of Federal Regulations, Title 44, Chapter 1, FEMA, \(October 1, 2007\)](#)
- The Code of Federal Regulations, 2 CFR Part 200, Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards
- [Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 \(Public Law 93-288, as amended\)](#)
- [Sandy Recovery Improvement Act of 2013](#)
- Volunteer Protection Act of 1997

References

The following local, state, and federal references were used in the development of this Plan:

Local

- Adaptation and Resilience Report for Tuolumne County August 2021
- [CAL FIRE Tuolumne-Calaveras Unit 2022 Strategic Fire Plan](#)
- [Jamestown Community Plan](#)
- [City of Sonora Emergency Operations Plan 2014](#)
- TCARES Emergency Operations Plan 2023
- Tuolumne County Animal Control – Animal Control Facility and Temporary Animal Shelters Emergency Action Plan
- Tuolumne County Animal Control Livestock Emergency Management Plan
- Tuolumne County Child Welfare Services Disaster Preparedness Plan
- Tuolumne County Community Resilience Center Facility Emergency Utilization Plans 2022
- Tuolumne County Emergency Services Plan 2012
- Tuolumne County Extreme Temperature Contingency Plan 2019
- [Tuolumne County General Plan 2018](#)
- Tuolumne County Integrated Preparedness Plan (January to December 2023)
- Tuolumne County Multi-Jurisdictional Hazard Mitigation Plan 2018
- Tuolumne County Operational Area Emergency Services Plan 1996
- [Tuolumne County Sheriff-Coroner’s Office Mass Fatality Plan 2020](#)



- Tuolumne Utilities District 2020 Water Shortage Contingency Plan

State

- [Cal OES Emergency Plan Review Crosswalk, Local Government Agencies \(Checklist for Reviewing Emergency Plans\)](#)
- [Cal OES Review of Local Emergency Plans](#)
- [Cal OES Updates to County Emergency Plan Legislation, Content, Submission, and Review Fact Sheet](#)
- [Cal OES SEMS Guidelines and Overview: Standardized Emergency Management System](#)
- [Integrating Access and Functional Needs within the Emergency Planning Process: Best Practices for Stakeholder Inclusion](#)
- [State of California Alert and Warning Guidelines](#)
- [State of California Planning Best Practices for County Emergency Plans](#)

Federal

- Comprehensive Preparedness Guide (CPG) 101, Version 2.0 – FEMA (November 2010)
- Considerations for Fusion Center and Emergency Operations Center Coordination – Comprehensive Preparedness Guide (CPG) 502 – FEMA (May 2010)
- [FEMA Planning Considerations: Evacuation and Shelter-in-Place, Guidance for State, Local, Tribal and Territorial Partners](#)
- National Incident Management System
- National Incident Management System Training Program 2020
- [National Response Framework](#)
- [Natural Disaster Recovery Framework](#) or NDRF
- National Terrorism Advisory System 2021
- United States Office of Management and Budget Statistical Metropolitan Areas
- United States Census Bureau

Memoranda of Understanding/Agreement

While Tuolumne County is currently identifying and developing various MOUs/MOUs, the following pages show the Mutual Assistance Agreement between Tuolumne County and the Tuolumne Utilities District regarding sharing of resources to prevent and combat the effect of disasters such as flood, fire, earthquake, and severe winter weather damage to public facilities, which may include community shelters.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

Mutual Assistance Agreement: Tuolumne County and Tuolumne Utilities District

MUTUAL ASSISTANCE AGREEMENT

THIS MUTUAL ASSISTANCE AGREEMENT (this "Agreement") is made and entered into effective as of April 4, 2023, by and between the Tuolumne Utilities District, a public agency (the "TUD"), and the County of Tuolumne, a political subdivision of the State of California (the "County").

Recitals

A. TUD and the County acknowledge there are situations wherein each entity may benefit from sharing resources to prevent and combat the effect of disasters such as flood, fire, earthquake, and severe winter weather damage to public facilities.

B. The TUD and the County have determined that it would be in their mutual best interests to periodically lend to each other equipment, supplies and personnel, and to otherwise cooperate with and assist each other in the event of an emergency or in other situations where one agency has insufficient resources to undertake a necessary public project or activity.

C. The parties desire to set forth herein the terms on which they may provide mutual assistance through the sharing of resources.

NOW, THEREFORE, the parties agree as follows:

1. Requests for Assistance. In the event that either party to this Agreement (the "Borrower") has a need for the equipment, supplies, personnel or other resources of the other party hereto (the "Lender") for purposes of undertaking a necessary public project or activity, the Borrower may request that the Lender provide such resources. Any such request shall be submitted as follows:

If to the TUD: Tuolumne Utilities District
18885 Nugget Blvd.
Phone: (209) 532-5536
Attn: General Manager

If to the County: County Administration
Tuolumne County
2 South Green St
Sonora, Ca 95370
Phone: 209-533-5511
Fax: 209-533-5510
Attn: CAO or designee

4. Supplies. The Borrower shall reimburse the Lender in kind or at the actual replacement cost for the use of expendable or non-returnable supplies provided by the Lender. Supplies of reusable items that are returned to the Lender in a clean and undamaged condition will not be charged to the Borrower.

5. Personnel. In the event the Lender makes its personnel available to the Borrower, the Borrower will reimburse the Lender for such personnel's applicable salary or hourly wage plus benefits and insurance, including workers' compensation insurance, while the personnel is providing services to the Borrower. Personnel so loaned to the Borrower will be under the supervision and control of the Lender. The Lender will be responsible for all direct and indirect costs associated with workers' compensation claims arising in connection with work performed by the Lender's personnel while on loan to the Borrower.

6. Term. This Agreement shall commence as of the effective date set forth above and shall continue until terminated by thirty (30) days written notice by one party to the other.

7. Compensation. All assistance provided by the parties under this Agreement shall be performed without monetary compensation except as set forth herein related to reimbursement in Paragraph 5. The mutual advantages, protections and services afforded by this Agreement are mutually agreed to be adequate compensation to all parties.

8. Indemnity. Each party hereto agrees to be responsible and assume liability for its own wrongful or negligent acts or omissions, or those of its officers, agents, or employees to the full extent required by law.

9. Insurance. Each Party shall procure and maintain for the duration of the agreement, insurance against claims for injuries or death to persons or damages to property which may arise from or in connection with the performance of the work hereunder and that results from that work.

Each Party shall maintain comprehensive general liability insurance in an amount not less than \$2,000,000 combined single limit, worker's compensation insurance as required by law and automobile liability insurance for all vehicles to be used in the performance of services under the agreement. Upon request, Each Party shall provide proof of such insurance coverages naming the Other Party its directors, officers/officials, employees, and authorized volunteers as certificate holder and additionally insured on the General Liability policy with respect to their operation (as broad as ISO Form # CG 20 10 10 01). For any claims related to this project, the insurance coverage shall be primary (at least as broad as ISO Form # CG 20 01 04 13). Regarding the workers' compensation insurance, Each Party hereby agrees to waive rights of subrogation to obtain endorsement necessary to affect this

2. Discretion by Lender. The Lender shall have the absolute discretion to approve or decline any request for assistance and shall have no liability to the Borrower for failing to provide such assistance. It is understood and agreed that the Lender will grant a request for assistance only where the Lender has determined that it has the requested resources available and will be able to meet its own needs while rendering assistance. The execution of this Agreement shall not create any duty to grant any assistance requested by the Borrower.

3. Equipment. If the Lender loans equipment to the Borrower, such as construction equipment, vehicles, tools, pumps, or generators, such loaned equipment shall be subject to the following conditions:

- If the Lender so determines, the loaned equipment shall be operated by the Lender's personnel, which personnel will then be provided with the equipment.
- The loaned equipment shall be returned to the Lender within the first to occur of (i) 24 hours after completion of the project for which the equipment was provided, or (ii) 24 hours after the Lender delivers to the Borrower a written request that the equipment be returned.
- The Borrower shall, at its own expense, supply all fuel, lubrication, and maintenance for the equipment. The Lender may, at its option, charge the Borrower for costs related to the transportation, handling, loading, and unloading of the equipment.
- Reimbursement for vehicles and equipment will be calculated at the hourly rates for such vehicles and equipment, or the closest mutually agreed upon equivalent, in the CalTrans Labor Surcharge and Equipment Rental Rate Book.
- In the event loaned equipment is damaged while in the custody or use of the Borrower, the Borrower shall reimburse the Lender for the reasonable cost of repairing such damage. If the equipment cannot be repaired or has been destroyed, the Borrower shall reimburse the Lender for the cost of replacing the equipment with comparable equipment. If the Lender is required to lease replacement equipment while the loaned equipment is being repaired or replaced by the Borrower, the Borrower shall reimburse the Lender for such lease costs.

waiver of subrogation in favor of the Other Party; this provision applies regardless of whether or not the Other Party has received a waiver of subrogation from the insurer.

If broader coverage and/or higher limits than the minimums shown above, the Other Party requires and shall be entitled to the broader coverage and/or higher limits maintained by Each Party. Any available insurance proceeds in excess of the specified minimum limits of insurance and coverage shall be available to Each Party. Each Party understands and acknowledge that coverage may be provided through a joint power's authority pursuant to a joint powers agreement.

10. Partial Invalidity. If any term or provision of this Agreement or the application thereof to any person or circumstance shall, to any extent, be invalid or unenforceable, the remainder of this Agreement, or the application of such term or provision to persons or circumstances other than those as to which it is held invalid or unenforceable, shall not be affected thereby, and each such term and provision of this Agreement shall be valid and enforced to the fullest extent permitted by law.

11. Successors and Assigns. This Agreement shall be binding upon and shall inure to the benefit of the permitted successors and assigns of the parties hereto.

12. Professional Fees. In the event of any action or suit arising in connection with the enforcement or interpretation of any of the covenants or provisions of this Agreement, the prevailing party shall be entitled to recover all costs and expenses of the action or suit, including actual attorneys' fees, accounting fees and any other professional fees incurred in connection therewith.

13. Entire Agreement/Amendments. This Agreement (including all exhibits attached hereto) is the final expression of and contains the entire agreement between the parties with respect to the subject matter hereof and supersedes all prior understandings and communications with respect thereto. This Agreement may not be modified, changed, supplemented, or terminated, nor may any obligations hereunder be waived, except by a written instrument signed by the party to be charged. The parties do not intend to confer any benefit hereunder on any person, firm or corporation other than the parties hereto.

14. Relationship of Parties. The parties hereto are independent contractors, and are not the officers, agents, servants or employees of the other. This Agreement does not create, and shall not be construed as, a partnership or joint venture.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

15. Construction. Headings at the beginning of each paragraph and subparagraph are solely for the convenience of the parties and are not a part of this Agreement. Whenever required by the context of this Agreement, the singular shall include the plural and the masculine shall include the feminine and vice versa. This Agreement shall not be construed as if it had been prepared by one of the parties, but rather as if both parties had prepared the same. Unless otherwise indicated, all references to paragraphs and subparagraphs are to this Agreement. All exhibits referred to in this Agreement are attached and incorporated by this reference.

16. Governing Law. The parties hereto expressly agree that (i) this Agreement shall be governed by, interpreted under and enforced in accordance with the laws of the United States of America and the State of California, (ii) in the event of any dispute, the parties shall be subject to the jurisdiction of the courts of the State of California, regardless of their place of residence, and (iii) in any action arising in connection with this Agreement, venue shall be in the County of Tuolumne, State of California, United States of America.

17. Counterparts. This Agreement may be executed in any number of counterparts, each of which shall be deemed to be an original, but all of which together shall constitute one and the same instrument.

18. Facsimile or Electronic Signatures. In the event executed copies of this Agreement are provided by one party to the other(s) by facsimile transmission, the original copies shall be sent by the signing party to the other party(ies) as soon as reasonably feasible, and pending the receipt thereof, the facsimile copies and the signatures thereon shall for all purposes be treated as originals. Upon mutual agreement of the Parties, the Agreement may be executed using electronic signatures.

19. Further Assurances. The parties agree to take such actions and execute such documents as may be reasonably required to carry out the intent of this Agreement.

20. Waiver. Any failure by the Parties to enforce any provision of this Agreement or any waiver thereof by a Party, shall not constitute a waiver of its right to enforce subsequent violations of the same or any other terms or conditions contained herein.

21. Assignment. Neither party may assign its rights or delegate its obligations under this Agreement, in whole or in part, without the prior written consent of the other party.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement effective as of the date first set forth above.

TUOLUMNE UTILITIES DISTRICT

Tuolumne County

By: Don Perkins
Don Perkins, General Manager

By: Tracie M. Riggs
County Administrator Eric Erhardt, Asst County Administrator

ATTEST:

By: Sarah Carrillo
Sarah Carrillo, County Counsel

By: Melissa McMullen
Melissa McMullen, Executive Secretary/Board Clerk

ATTEST:

By: Tanya Bruchacek
~~Christina Cunha~~, Deputy Clerk Board of Supervisors Tanya Bruchacek



AFN Considerations and Resources

Whole Community Approach

Tuolumne County is committed to fostering a whole community approach in emergency management by considering the following:

- **Ensure no discrimination in response activities.** It is illegal for disaster response and assistance efforts to discriminate on the basis of color, race, nationality, sexual orientation, gender, religion, age, disability, economic status, and immigration status.
 - Respond with equal access to program services, aids, or benefits.
 - Provide the same service, aid, or benefits.
 - Provide response services in a manner according to an individual's AFN.
- **Let everyone know what you're doing.** Maintain clear, continual public understanding of the response activities and outreach, especially and including the diverse populations.
- **Ensure appropriate response support.** Implement adequate procedures and appropriate supports to address unique needs to diverse populations, particularly unhoused/homeless, and AFN, including:
 - Warnings and Notifications
 - Evacuation and Transportation
 - Shelter and Services
- **Have a diverse group conduct engagement, including the Preliminary Damage Assessment.** Activate teams that are representative of the impacted community. Include a diverse cross-section composition of individuals to improve acceptance and offer a view towards potentially differential disaster impacts and urgent needs and priorities.
- **Homelessness and immigration policies.** Coordinate with homeless service providers support partners such as the Amador-Tuolumne Community Action Agency, Behavioral Health Advisory Board, Tuolumne County Homelessness Committee, HHSA, and law enforcement to set/adhere to policies on how misdemeanor and felony warrants will be managed. (Particularly with respect to immigration issues, consider the Personal Responsibility and Work Opportunity Reconciliation Act.)
- **Verify appropriate and receptive response effort.** Monitor effectiveness of response activities, using clear, vetted indicators by persons knowledgeable and reflective of the impacted community's issues, culture, and response needs.



AFN Planning Considerations

Including the following AFN-focused considerations in planning efforts better ensures equitable and inclusive emergency management practices:

- **Children:** May be reluctant to follow instructions from strangers. Should never be separated from an adult caretaker. If alone, should be provided with a caretaker immediately and have their situation communicated to the Department of Child and Family Services (Child Welfare Services).
- **Visually Impaired:** May be extremely reluctant to leave familiar surroundings when the request for evacuation comes from a stranger. A guide dog could become confused or disoriented in a disaster. People who are blind or partially sighted may have to depend on others to lead them, as well as their dog, to safety during a disaster.
- **Hearing Impaired:** May need to make special arrangements to receive alerts and warnings.
- **Mobility Impaired:** May need special assistance to get to a shelter.
- **Single Working Parent:** May need help to plan for disasters and emergencies to ensure child safety.
- **Non-English or Limited-English Speaking Persons:** May need assistance planning for and responding to emergencies. Tuolumne County community and specific cultural groups may be able to help keep people informed.
- **People without Vehicles:** May need to make arrangements for transportation. Work with respective County transportation entities regarding AFN and ADA compliant transportation options.
- **People with Special Dietary Needs:** Should take special precautions to have an adequate emergency food supply.
- **People with Medical Conditions:** Should know the location and availability of more than one facility if dependent on a dialysis machine or other life-sustaining equipment or treatment.
- **People with Intellectual Disabilities:** May need help responding to emergencies and getting to a shelter.
- **People with Dementia:** Should be registered in the Alzheimer's Association Safe Return Program. May need to be placed separately for care and supervision during an emergency and with a care provider.
- **Households with Pets:** Extra consideration for evacuation planning and resource needs. Additional communications specific to pet care for preparedness and response. Reunification and care of displaced pets.
- **People with Service Animals:** Accommodations for service animals at all locations. Precautions for food and care items for animals in addition to human needs.
- **Scammer/Malicious Actors:** Scammers can try to take advantage of vulnerable populations, especially during times of crises (e.g. insurance fraud, phishing, falsely representing disaster workers).

Communication Considerations for Diverse Populations

In order to facilitate effective communication to diverse populations, Tuolumne County EOC and response team members will actively coordinate with key formal and informal designated stakeholders and community champions to:



- **Know the impacted community.** Identify the pre-existing vulnerabilities, needs, and assets that exist within the impacted communities.
- **Respond in collaboration.** Identify and include in the response activation process representatives from the impacted populations who understand the issues of the geographic area and cultural needs.
- **Ensure messages are audience appropriate.** Make all messages clear, easily understandable, and culturally and linguistically appropriate.
- **Reflect target demographic in visuals.** Ensure that emergency responders who serve as PIOs/outreach team/speakers include individuals that are representative of the demographics of the impacted community.
- **Coordinate with community influencers.** Get active, ongoing feedback to confirm message content, language and style, engagement approaches, dissemination platforms, and distribution timing slated for Public Information Officer response outreach matches the unique characteristics of the targeted diverse populations' needs and preferences.
- **Use targeted outreach platforms.** Identify specific, vetted communication channels that will be most effective in reaching the impacted target populations.
- **Use multiple outreach channels and methods.** Use a wide range of trusted voices and channels, both formal and informal, to ensure messages are received, understood, and acted upon.
- **Utilize local trusted and ethnic media outlets.** Utilize trusted community voices and channels of communication, such as ethnic media, community-based, and faith-based organizations, such as Access Tuolumne, The Union Democrat, and MyMotherLode. Reach immigrants and populations with limited-English proficiency using the media outlets that impacted populations normally listen to or will consult and will be supportive of the response outreach.
- **Provide access for AFN.** Alert individuals with sensory or cognitive disabilities and others with AFN in the workplace, in public venues, and in their homes. Print materials should be accessible to persons with disabilities, and electronic materials should be 508 compliant.
- **Evaluate the appropriateness of the outreach message and engagement approach.** Using individuals that know the culture and language, evaluate the comprehension, retention, and anticipated behavior/desired response actions.

Cultural Competency Considerations

The following table provides a general overview of vulnerabilities and assets that should be included, as necessary, as response considerations for equity.



Table 37: Vulnerability and Asset Considerations

Category	Vulnerability and Asset Considerations
Demographics	• Age • Gender • Race/ethnicity/indigeneity • Income/wealth • Employment • Education • Literacy • Disability • English proficiency • Immigration status • Sexual orientation • Religion • Houselessness/homelessness • Persons with criminal records
Housing Security	• Quality of housing stock (mobile homes, housing age, etc.) • Homeowners • Homeowners with homeowner's insurance • Renters • Renters with renter's insurance • Homes in floodplains • Homes in fire-prone areas • Homes with flood-proofing • Homeowners with flood and/or fire clause in homeowner's insurance • Availability and access to vouchers for flood insurance assistance • Number, location, and population of prisons • Domestic violence shelters • Navigation Center – Oak Terrace • Shelters/facilities for people with psychological disorders such as hospitals
Food Security	• Households with grocery store within a five-mile radius • Farmers' markets/community markets per capita • Households identified as food insecure
Mobility	• Homes with vehicles • Public transportation availability and access (including PAFN) • Evacuation routes
Health Status/System/Services	• Individuals with health insurance coverage • Persons with pre-existing health conditions • Households reliant on electricity for medical devices • Persons with substance abuse • Mental health services • Substance abuse services • Domestic violence hotline • Household distance to nearest hospital • Doctors per capita; nurses per capita • Child safety
Environmental Hazards	• Air quality • Homes within a 10-mile radius of a chemical plant and other hazardous facilities, including brownfields • Proximity of schools to brownfields/toxic sites • Adequate/effective sewage • Adequate/effective waste management systems • Desolate/isolated locations with limited access to roads • Road safety and availability of road routes



Category	Vulnerability and Asset Considerations
Emergency Services	• Household knowledge level of disaster resources • Households with disaster kits • Households' distances to nearest fire station • Household disaster to nearest EMS services, including ambulance • Availability of hazmat certification programs • Hazmat certified individuals • Disaster plans in place (schools, businesses, churches, etc.) and quality of plans • Pre-disaster mental health preparation for first responders
Businesses/Jobs	• Locally owned /community-based businesses • Minority-owned businesses • Women-owned businesses • Businesses with flood proofing • Businesses with insurance • Employment rate • Wages • Union jobs

NAACP. Environmental & Climate Justice Program. [“In the Eye of THE STORM: A People’s Guide to Transforming Crisis & Advancing Equity in the Disaster Continuum.”](#) 2018.

Additional Resources

Whole Community Planning Resources

- [CalFresh Disaster Response Plan](#)
- Tuolumne County Child Welfare Services Disaster Plan
- [State of California Best Practices for Allowing Pets on Public Transit](#) (Public Utilities Code 99166)
- [FEMA Comprehensive Planning Guide 101 V.3: Developing and Maintaining Emergency Operations Plans](#)
- [FEMA Language Guidelines for Inclusive Emergency Management 2017](#)
- [FEMA Operational Planning Manual FEMA P-1017](#)
- [FEMA A Whole Community Approach to Emergency Management: Principles, Themes, and Pathways for Action](#)
- [FEMA Planning Considerations: Evacuation and Shelter-in-Place – Guidance for State, Local, Tribal and Territorial Partners](#)

The Community Planning Unit partnered with the Cal OES Office of AFN and its AFN Library. This library provides community-based, local, state, and federal government resources on integrating access and functional needs into emergency planning.

- [State of California Office of Access and Functional Needs Library](#)
- [State of California Integrating Access and Functional Needs within the Emergency Planning Process: Best Practices for Stakeholder Inclusion](#)



Best Practices

Additional resources reflect national best practices that can be supportive for furthering understanding of working with a topic.

- ADA. "ADA Checklist for Emergency Shelters." <https://www.ada.gov/shleterck.htm>
- American Public Health Association. "Addressing the Needs of Immigrants in Response to Natural and Human-Made Disasters in the United States." <https://www.apha.org/policies-and-advocacy/public-health-policy-statements/policy-database/2014/07/23/17/36/addressing-the-needs-of-immigrants-in-response-to-natural-and-humanmade-disasters-in-the-us>.
- Center for Disaster Philanthropy. "LGBTQ+ Communities and Disasters." <https://disasterphilanthropy.org/issue-insight/lgbtq-communities-and-disasters/>
- [Commonwealth of Massachusetts: Office of Preparedness and Emergency Management. Access and Functional Needs Resource Guide.](#)
- EqUual Access. "The Right to be Rescued: Disability Justice in an Age of Disaster, Principles for Inclusive Planning." <https://www.equualaccess.org/aim-program/aim-resources/emergency-preparedness/>
- Guidance for Integrating Culturally Diverse Communities into Planning for and Responding to Emergencies: A Toolkit, Recommendations of the National Consensus Panel on Emergency Preparedness and Cultural Diversity, U.S. Department of Health and Human Services' Office of Minority Health (OMH-NHMA-5-10), February 2011.
- Kailes, June. "Defining Functional Needs – Updating CMIST by June Isaacson Kailes Disability Policy Consultant." The Partnership for Inclusive Disaster Strategies. August 7, 2023. [Defining Functional Needs – Updating CMIST By June Isaacson Kailes Disability Policy Consultant – The Partnership for Inclusive Disaster Strategies](#)
- Los Angeles County Office of Emergency Management. Drills and Exercises Guidance for Inclusive Emergency Planning. [https://ceo.lacounty.gov/wp-content/uploads/OEM/IEP%20Drill and Exercise Guide 08202014.pdf](https://ceo.lacounty.gov/wp-content/uploads/OEM/IEP%20Drill%20and%20Exercise%20Guide%2008202014.pdf)
- NAACP. Environmental & Climate Justice Program. "In the Eye of THE STORM: A People's Guide to Transforming Crisis & Advancing Equity in the Disaster Continuum." 2018. [https://live-naACP-site.pantheonsite.io/wp-content/uploads/2018/09/NAACP InTheEyeOfTheStorm.pdf](https://live-naACP-site.pantheonsite.io/wp-content/uploads/2018/09/NAACP_InTheEyeOfTheStorm.pdf)
- Preparedness Checklist: Warnings and Notifications to People Experiencing Homelessness, Disaster Recovery Homelessness Toolkit, HUD Exchange, <https://www.hudexchange.info/homelessness-assistance/disaster-recovery-homelessness-toolkit/response-guide/>
- [Suggested Strategies for Emergency Communication with People with Disabilities](#) – The Independence Center 2013



Contact List

The following table provides a list of agencies and personnel that are critical to emergency operations.

Table 38: Contact List

Agency	General Number	Agency	General Number
Adult Protective Services	209-533-5717	DMV	800-777-0133
Adventist Health Hospital	209-533-5717	Groveland Community Service District	209-962-7161
American Red Cross	209-533-1513	District Attorney	209-588-5450
Animal Control	209-984-1338	Interfaith Community Social Services	209-532-0905
ATCAA	209-533-1397	Office of Emergency Services	209-533-5511
Behavioral Health Crisis Line	209-533-7000	PG&E	800-743-5000
Burn Day Information	209-533-5598	PG&E Public Safety Power Shutoffs	866-743-6589
CAL FIRE Blanchard Fire Station	209-852-2410	Poison Control Center	800-222-1222
CAL FIRE – Green Springs Fire Station	209-984-5574	Department of Public Health	209-533-7401
CAL FIRE - Groveland	209-962-7821	Department of Public Works	209-533-5633
CAL FIRE/Groveland CSD Fire Department Station 78	209-962-7891	Social Services	209-533-5711
CAL FIRE - Standard	209-532-8182	Sonora – Fire Department	209-532-7432
CAL FIRE/TCFD Station 51 Mono Village	209-532-5983	Police Department	209-532-8143
CAL FIRE/TCFD Station 76 Jamestown	209-984-5623	Public Works	209-532-2922
CAL FIRE - Twain Harte	209-586-3362	Tuolumne Utilities District	209-532-5536
CAL FIRE – Station 56	209-586-4341	Tuolumne County Fire Department	209-533-5118
CALTRANS	209-984-4437	Twain Harte Community Service District	209-586-3172
Center for a Nonviolent Community	209-533-3401	US Forest Service – Sonora	209-532-3671
Child Welfare Services	209-533-5717	Groveland	209-962-7825
Code Compliance	209-533-5633	Pinecrest (Summit)	209-965-3434
District Attorney	209-588-5450	Victim/Witness Assistance	209-588-5440

Tuolumne County Sheriff's Office	General Number
Sheriff - Dispatch	209-533-5815
Jail	209-533-5845
Vehicle Abatement	209-533-5866
Community Service Unit * Groveland	209-962-6974
Community Service Unit * Jamestown	209-984-3012
Community Service Unit * Sonora	209-768-0067
Community Service Unit * Twain Harte	209-768-6157



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

National Forest and Ranger District Contacts	General Number	Address
Calaveras Ranger District	209-705-1381	5519 Hwy 4, PO Box 500 Hathaway Pines, CA 95323
Groveland Ranger District	209-962-7825	24545 Hwy 120 Groveland, CA 95321
Mi-Wuk Ranger District	209-586-3234	24695 Hwy 108, PO Box 100 Mi Wuk Village, CA 95346
Stanislaus National Forest	209-533-1890	19777 Greenley Road Sonora, CA 95370
Summit Ranger District	209-965-3434	#1 Pinecrest Lake Road Pinecrest, CA 95364



SEMS County Training Requirements

Per Homeland Security Presidential Directive – 5, the Tuolumne County Board of Supervisors adopted NIMS. Adoption of NIMS necessitates training for all County employees. County OES is responsible for coordinating the County’s emergency preparedness training and exercise program and NIMS/SEMS/ICS training and compliance for the County.

Integrated Preparedness Plan

The Tuolumne County IPP is an important element of EOP planning and details the preparedness activities required to achieve the program’s vision, mission, and goals. In addition to the strengths, areas for improvement, and threat analysis, County OES helps identify gaps in preparedness including training and exercises. The IPP includes a schedule of timeframes in which plans are drafted/edited/reviewed; trainings are administered; and exercises are performed in a continuous cycle. The training needs assessment for IPP development uses gap analysis of exercise after-action reports, improvement plans, evaluations, and real-world events (including analysis of plans and procedures) to identify gaps where future training/exercises may be needed.

Credentialing and Required Training

OES develops and administers the IPP on an annual basis to define training priorities which ensure all existing and newly assigned EOC Personnel meet the NIMS and SEMS compliance requirements. Additionally, the state of California has criteria for EOC Personnel credentialing – a high-level priority is to have each member of the EOC Team credentialled as Type III through CSTI.

While credentialing will allow personnel to participate as a mutual aid resource, this minimum criterion also allows County OES to establish a baseline of transferable skills for a variety of positions within the organization. Preparing County OES personnel serving in the EOC for these minimum training standards will only further the organization’s position should credential or minimum standards ever become tied to funding or reimbursement. Through proficiency and mastery of training and demonstrating these proficiencies and improvements during exercises, County OES can develop teams that are response ready and capable of managing expectations during an activation of the EOC.

The following chart outlines the required training for Tuolumne County employees:



Table 39: SEMS County Training Requirements

Priority	Core Capabilities	Description	Supporting Training/Exercises
1	- Planning - Operational Coordination - Public Information and Warning	Provide a common and effective standardized mechanism to coordinate and manage resources required to support incidents.	- Independent Study IS 100, 200, 700, 800 - ICS 300: Intermediate ICS for Expanding Incidents - ICS 400: Advanced ICS for Command and General Staff - G402: ICS Overview for Executive/Senior Officials - Flood Exercise – FEMA VTTX
2	- Planning - Operational Coordination - Public Information and Warning - Community Resilience - Critical Transportation - Mass Care Services - Public Health & Medical	Ensure all Tuolumne County EOC personnel are trained in accordance with the baseline training criteria established in the State Style III EOC Credential Task Book.	- G191: ICS/EOC Interface - G775: EOC Operations - G626: EOC Action Planning - G290-291: Basic Public Information Officer
3	- Planning - Operational Coordination - Public Information and Warning - Community Resilience - Critical Transportation - Mass Care Services - Public Health & Medical	Build upon the basic NIMS/SEMS qualification and EOC credentialing criteria to enhance the County's ability to staff the EOC with qualified and experienced personnel.	- G191: ICS/EOC Interface - G775: EOC Operations - G358: Evacuation and Re-Entry Planning - Wildland Urban Interface Exercise: FEMA VTTX - Active Threat (Shooter) Exercise – FEMA VTTX - California Great Shake Out Exercise
4	- Planning - Operational Coordination - Public Information and Warning	Provide emergency managers and responders with a mechanism to evaluate plans and operations and focus on continual improvement.	- COOP Training/Exercise - EOC Activation Drill - Hazard Mitigation Plan Review - EOP Review - Mass Care & Shelter Exercise



Program Reporting

By continuously monitoring improvement actions, Tuolumne County can periodically examine its capabilities to ensure they are sufficient, accurate, and effective to handle the threats, hazards, and risks facing the County and can inform future IPP Cycle activities.

Program reporting will address:

- Compiling and recording areas for improvement from exercises and real-world incidents.
- Determining actions and linking capabilities needed to address identified areas for improvement and associated corrective actions.
- Prioritizing, assigning, tracking, reporting, and updating corrective action progress.
- Incorporating changes, completed corrective actions, identified potential best practices, and lessons learned into future iterations of the IPP Cycle and IPP.

Record of training/exercise/drill completion by County stakeholders is maintained and updated via an internal Excel file by County OES.

Training/Exercise Schedule

The training/exercise schedule provides the County with opportunities to validate, refine, and improve existing capabilities, as well as attain and develop new ones based on gaps and needs identified throughout the cycle. The schedule supports the County's Homeland Security and Emergency Management strategies and defines a comprehensive cycle of training and exercises that will sustain and improve core capabilities for the County to meet critical objectives.

In order to assess the core capabilities, identify corrective actions, and develop improvement plans, OES will annually develop, host, participate, and/or facilitate at a minimum the following exercises with all emergency management partners:

- Two discussion-based exercises
- One TTX
- A functional exercise once every three years
- A FSE once every four years

The following table shows Tuolumne County's Training Plan Matrix for January 2023 to December 2023.



Tuolumne County
Emergency Operations Plan
 Base Plan and Annexes

Table 40: Tuolumne County Training Plan Matrix

Priority		Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
1	Comply with NIMS and SEMS training requirements.	ICS 100	Flood Exercise	ICS 200		ICS 799		ICS 800				ICS 300	ICS 400
2	Provide competent EOC staff to support incidents and align with NQS and California EOC Position Credentialing Programs.			Basic PIO Course		EOC Mgmt. & Ops.							
3	Provide training to OA partners to ensure a competent and robust EOC Management Team (EOCMT).		Evacuation and Re-Entry Planning Training					Wildland Urban Interface Exercise	Active Threat (School Shooter)		Great Shake Out		
4	Continuous review and improvement of emergency plans.		EOC Activation Drill	EOP Review			Hazard Mitigation Plan Review			COOP Training/Exercise			



Emergency Proclamation Example

An example of the emergency proclamation process is shown below, and an example resolution can be found on the following pages.

Sample Proclamation

WHEREAS, Ordinance No. _____ of the County of Tuolumne empowers the Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said County is affected or likely to be affected by a public calamity and the County Board of Supervisors is not in session, and;

WHEREAS, the Director of Emergency Services of the County of Tuolumne does hereby find; that conditions of extreme peril to the safety of persons and property have arisen within said city/county, caused by _____ (extreme weather, flood/dam failure, geological event such as earthquake or volcano, hazardous materials, terrorism/civil disturbance, transportation accident/multi-casualty incident, wildfire, or other causes); which began on the _____ day of _____, 20____, and;

That these conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of said County, and;

That the County Board of Supervisors of the County of Tuolumne is not in session and cannot immediately be called into session;

NOW, THEREFORE, IT IS HEREBY PROCLAIMED that a local emergency now exists throughout said County, and;

IT IS FURTHER PROCLAIMED AND ORDERED that during the existence of said local emergency the powers, functions, and duties of the emergency organization of this County shall be those prescribed by state law, by ordinances, and resolutions of this County; and that this emergency proclamation shall expire 7 days after issuance unless confirmed and ratified by the governing body of the County of Tuolumne.

Dated: _____ By: _____
Director of Emergency Services

Print Name: _____

Address: _____

It may not be necessary for a city to proclaim a local emergency if the county has already proclaimed an emergency that applies to the entire geographic county area or for a specific area that includes the impacted city or cities.

This guide is not intended to be a legal opinion on the emergency proclamation process and related programs under federal, state, and local law. Local governments should consult their own legal counsel when considering proclaiming a local State of Emergency.



Filed: _____

No. _____

By: _____
Clerk of the Board of Supervisors



RESOLUTION # -23
OF THE BOARD OF SUPERVISORS OF THE COUNTY OF TUOLUMNE

Proclaiming Local State of Emergency in Tuolumne County due to drought

- WHEREAS,** California Government Code section 8630 and Chapter 2.40 of the Tuolumne Ordinance Code empowers the Board of Supervisors to proclaim the existence or threatened existence of extreme peril to the safety of persons and property and are or are likely to be beyond the control of the services, personnel, equipment, and facilities of this County; and
- WHEREAS,** The authority to declare a state of local emergency rests with the Board of Supervisors; and
- WHEREAS,** The United States Department of Agriculture on March 5, 2021 designated Tuolumne County, amongst 49 other California counties, as a primary natural disaster area due to a recent drought; and
- WHEREAS,** The Governor of California issued a Proclamation of a State Emergency on April 21, 2021 directing state agencies to take immediate action to bolster drought resilience and prepare for impacts on communities, businesses, and ecosystems. This proclamation was then amended on May 10, 2021 to include Tuolumne County stating extreme drought conditions through much of the State, presenting urgent challenges, including risk of water shortages in communities, greatly increased wildfire activity, diminished water for agricultural production, degraded habitat for many fish and wildlife species, and additional water scarcity if drought conditions continue into next year; and
- WHEREAS,** Tuolumne County has received numerous calls from residents who have reported an increase in the number of dry or failing wells within the county and as a result, Tuolumne County is providing assistance through emergency bottled water; and
- WHEREAS,** The adverse environmental, economic, and social impacts of a drought continue to pose an imminent threat to people, businesses, agriculture, property, communities, wildlife, and recreation in Tuolumne County; and
- WHEREAS,** The Board of Supervisors does hereby find that conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of the County; and



WHEREAS, On May 18th, 2021, the Tuolumne County Board of Supervisors declared a local state of emergency due to drought conditions and imminent threat of disaster and has renewed every 60 days as required by the California Emergency Services Act, Article 14 §8630(c).

NOW THEREFORE BE IT RESOLVED that the Tuolumne County Board of Supervisors does hereby continue a local state of emergency in Tuolumne County as the result of an imminent threat of disaster due to existing and anticipated drought conditions.

BE IT FURTHER RESOLVED that the County of Tuolumne also requests the Governor of the State of California through its Proclamation of a State of Emergency authorize financial assistance under the California Disaster Assistance Act or any other state funding and waive regulations that may hinder response and recovery efforts. Furthermore, our Board requests assistance via the State of California to expedite access to federal resources and any other appropriate federal disaster relief programs (e.g. USDA Funding, etc...).

BE IT FURTHER RESOLVED AND ORDERED that said local State of Emergency shall be deemed to continue to exist until its termination is proclaimed by the Board of Supervisors, County of Tuolumne, State of California.

ADOPTED BY THE BOARD OF SUPERVISORS OF THE COUNTY OF TUOLUMNE ON

_____.

AYES:	1st Dist. _____	NOES:	_____ Dist.
	2nd Dist. _____		_____ Dist. _____
	3rd Dist. _____	ABSENT:	_____ Dist.
	4th Dist. _____		_____ Dist. _____
	5th Dist. _____	ABSTAIN:	_____ Dist. _____

Anaiah Kirk
CHAIR OF THE BOARD OF SUPERVISORS

ATTEST: _____ No. _____
Clerk of the Board of Supervisors



Acronyms and Glossary of Terms

Table 41: Acronyms and Glossary of Terms

Acronym	Stands for	Additional Information
AAR/IP	After-Action Report/Improvement Plan	An AAR/IP is a comprehensive document that evaluates the actions taken during an incident or exercise, assessing their effectiveness, and providing recommendations for improvement.
ADA	Americans with Disabilities Act	The Americans with Disabilities Act (ADA) is a federal law enacted in the United States in 1990. It is designed to prohibit discrimination against individuals with disabilities and to ensure they have equal opportunities in various aspects of life, including employment, public accommodations, transportation, and government services.
AFN	Access and Functional Needs	OAFN (Office of Access and Functional Needs) utilizes a whole community approach by offering training and guidance to emergency managers and planners, disability advocates and other service providers responsible for planning for, responding to and helping communities recover from disasters. The term AFN can also be used when describing people, populations, or groups of individuals with AFN. Be sure to use people first language (individuals with AFN, people with disabilities, community members who are visually impaired) not ability first language (disabled people, blind community, wheelchair bound). Note: Previous acronym used for people with disabilities and access and functional needs (DAFN) has taken on an offensive meaning in slang usage. Therefore, it is not being used by CONSTANT going forward.
ALS	American Sign Language	ASL is a visual-gestural language used primarily by the Deaf and hard of hearing communities in the United States and parts of Canada. ASL employs a rich combination of handshapes, facial expressions, body movements, and spatial orientation to convey meaning and communicate.
ATCAA	Amador Tuolumne Community Action Agency	ATCAA promotes the economic security, self-sufficiency and the well-being of families and individuals by providing for basic human needs through direct assistance and community collaborations with the belief that all people deserve the opportunity to thrive.
CA-ESF*	California Emergency Support Functions	The CA-ESFs are a grouping of State agencies, departments, and other stakeholders with similar functional activities/responsibilities whose responsibilities lend to improving the state's ability to collaboratively prepare for, effectively mitigate, cohesively respond to, and rapidly recover from any emergency. CA-ESFs unify a broad-spectrum of stakeholders with various capabilities, resources, and authorities to improve collaboration and coordination for a particular discipline. They also provide a framework for the state government to support regional and community stakeholder collaboration and coordination at all levels of government and across overlapping jurisdictional boundaries.
CAHAN	California Health Alert Network	CAHAN is a statewide communication system established to facilitate the rapid dissemination of public health alerts, notifications, and information among healthcare providers, public health agencies, and emergency response partners in California.
CalEOC	CalEOC	CalEOC is a web-based emergency management information system used by Cal OES to document routine and emergency events/incidents. CalEOC provides a real-time common operating picture and resource request management tool for emergency managers at the state levels during exercises, drills, local or regional emergencies, and/or statewide emergencies.
Cal OES	California Office of Emergency Services	Cal OES is responsible for overseeing and coordinating emergency preparedness, response, recovery, and homeland security activities within the state of California. Cal OES regularly dispatches team members to join first responders, emergency leaders



		and those affected by disasters that threaten public safety, to tell their stories and provide information essential to the public.
CALWAS	California Warning System	CALWAS refers to a network of systems and protocols established by the State of California to provide timely and effective warnings and notifications to the public and relevant agencies about various emergencies and disasters.
CAO	County Administrative Officer	The CAO is a high-level government official responsible for overseeing and coordinating various administrative functions within a county, including emergency management.
CBO	Community Based Organization	CBOs are civil society nonprofits that operate within a single local community as a subset of the wide group of nonprofits, usually run on a voluntary basis and self-funded. They are essentially a subset of the wider group of nonprofits. Like other nonprofits they are often run on a voluntary basis and are self-funding. CBOs often have close relationships with the communities they serve. CBOs leveraged partnerships to procure and distribute resources to unserved communities, acting as advocates for communities and working with federal, state, and local agencies to accomplish
CCR	California Code of Regulations	CCR is the official compilation and publication of the regulations adopted, amended, or repealed by state agencies pursuant to the Administrative Procedure Act (APA). Properly adopted regulations that have been filed with the Secretary of State have the force of law.
CDAA	California Disaster Assistance Act	CDAA provides state financial assistance for recovery efforts to counties, cities, special districts, and certain eligible private non-profit agencies after a Cal OES Secretary's Concurrence or a Governor's Proclamation. CDAA may be implemented as a "stand alone" funding source following a state disaster.
CDC	Centers for Disease Control and Prevention	The CDC is a federal agency within the United States Department of Health and Human Services (HHS). Its primary mission is to protect public health and safety by controlling and preventing the spread of diseases, injuries, and health threats.
CERT	Community Emergency Response Team	CERT educates volunteers about disaster preparedness for the hazards that may occur where they live. The CERT program offers a consistent, nationwide approach to volunteer training and organization that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks.
CESRS	California Emergency Services Radio System	The California Emergency Services Radio System (CESRS) serves as an emergency communications system for Cal OES and county emergency services organizations.
CLETS	California Law Enforcement Telecommunications System	CLETS is a computerized, statewide telecommunications system that provides law enforcement agencies and other authorized criminal justice entities in California with access to a wide range of critical information and services. CLETS is designed to facilitate the rapid and secure exchange of law enforcement and criminal justice data among agencies and organizations for the purposes of investigation, public safety, and enforcement.
CMIST	Communication, Maintaining Health, Independence, Support, Transportation	The CMIST Framework, an approach used by emergency managers and public health practitioners, provides a flexible, crosscutting approach for planning to address a broad set of common AFN without having to define a specific diagnosis, status, or label. For the purposes of this resource on discharge planning, the CMIST Framework also provides a set of considerations to assist healthcare providers in addressing AFN during a public health emergency.
COAD	Community Organizations Active in Disaster	A collection of organizations based within a community or geographic area. COADs assist with providing unmet needs of groups within the community in the event of a disaster. Will assist communities throughout all phases of emergency management (mitigation, prevention, preparedness, response, recovery).



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

COG	Continuity of Government	Governments at all levels are responsible for providing continuity of effective leadership, authority and adequate direction of emergency response and recovery operations.
COOP	Continuity of Operations Plan	Continuity of operations (COOP) plans outline essential functions and services to perform and deliver, and how to do so, if an incident disrupts normal operations. They also address the timely resumption of normal operations once the emergency has ended. COOP plans address the continued performance and delivery of core capabilities and critical operations during any potential incident.
CSTI	California Specialized Training Institute	CSTI is a training and educational organization that operates within Cal OES. CSTI provides specialized training programs, courses, and resources to emergency responders, public safety personnel, and other stakeholders involved in emergency management, homeland security, and disaster response in the State of California.
CSWC	California State Warning Center	The California State Warning Center (CSWC) is the official State Warning Point. The CSWC is staffed 24 hours a day, seven days a week watching over California to identify potential and emerging threats, provide alert notification to all levels of government as well as critical situational awareness during an emergency or disaster.
CWIRS	Countywide Integrated Radio System	The radio communications network used by County departments except Fire and Sheriff. CWIRS is a back-up communications system that can be used by County departments in times of emergency when conventional and cellular communications are disrupted.
DOC	Department Operations Center	A DOC is a designated facility or location where representatives from various departments or agencies within an organization or jurisdiction gather to coordinate and manage response and recovery efforts during an emergency or disaster. The primary purpose of a DOC is to facilitate communication, collaboration, and decision-making among key personnel and agencies involved in the emergency response.
DSW	Disaster Service Worker	A DSW is an individual who is legally designated and trained to provide essential services and support during emergencies and disasters within the framework of emergency management.
EAP	Emergency Action Plan	EAPs are comprehensive written documents that outline specific procedures and guidelines for responding to various types of emergencies or disasters within an organization, facility, or community.
EAS	Emergency Alert System	EAS is a national public warning system in the United States designed to rapidly disseminate emergency alerts and information to the public during significant emergencies or disasters.
EOC	Emergency Operations Center	The EOC is the focal point for coordination of the City's emergency planning, training, response, and recovery efforts.
EOP	Emergency Operations Plan	An EOP is a comprehensive written document that outlines the strategies, procedures, and organizational structures for responding to and managing emergencies and disasters within a specific jurisdiction, organization, or community.
EMMA	Emergency Management Mutual Aid	EMMA is a cooperative arrangement or formal agreement between multiple jurisdictions, agencies, organizations, or entities to provide and receive assistance during emergencies or disasters. The primary goal of EMMA is to enhance the capacity to respond effectively to incidents that exceed the resources or capabilities of a single entity.
EMS	Emergency Medical Services	EMS refers to a system of prehospital medical care and emergency transportation that is designed to provide rapid and specialized medical assistance to individuals who are experiencing acute medical conditions, injuries, or emergencies. EMS is a critical component of the healthcare system and plays a vital role in delivering immediate medical care, stabilizing patients, and transporting them to appropriate healthcare facilities for further treatment.
EMSA	Emergency Medical Services Authority	The statewide EMSA provides coordination and leadership for the planning, development, and implementation of local EMS systems. There are 33 local EMS systems and seven regional EMS systems in California that provide emergency



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

		medical services to local jurisdictions. "Regional systems are usually comprised of small, more rural, less-populated counties and single-county systems generally exist in the larger and more urban counties." ¹ During a disaster, EMSA is the lead agency responsible for coordinating the state medical response and providing medical resources (e.g., supplies, personnel) to local jurisdictions while local and regional EMS agencies conduct activities in the local OA.
ESA	California Emergency Services Act	California Emergency Services Act (ESA): An Act within the California Government Code to ensure preparations within the state will be adequate to deal with natural, human-caused, or war caused emergencies which result in conditions of disaster or in extreme peril to life, property, 159 and the natural resources of the state, and generally to protect the health and safety and preserve the lives and property of the people of the state.
ETCP	Extreme Temperature Contingency Plan	The ETCP describes OA operations during extreme temperature-related emergencies and provides guidance for Tuolumne County government, other governmental agencies, CBOS, faith-based organizations, and businesses in response to emergency incidents of extreme heat and cold/freeze.
FAST	Functional Assessment Services Team	The FAST program trains and deploys people who have a background in working with or caring for people with a disability or access and functional need. During disasters or emergencies, these trained FAST members can be deployed to emergency shelters or other areas, such as mass feeding operations or assistance centers to assist those in need.
FBI	Federal Bureau of Investigation	The FBI is a federal law enforcement agency within the United States Department of Justice (DOJ). It is responsible for investigating and enforcing federal laws, preventing and responding to criminal and national security threats, and upholding the nation's justice system.
FE	Functional Exercise	A type of exercise that simulates an emergency realistically without moving actual resources.
FEMA	Federal Emergency Management Agency	FEMA is a federal agency within the United States Department of Homeland Security (DHS) responsible for coordinating the federal government's response to natural and man-made disasters and emergencies. FEMA's mission is to help people and communities prepare for, respond to, recover from, and mitigate the impacts of disasters and emergencies.
FHSZ	Fire Hazard Severity Zone	FHSZ maps consider the likelihood that an area will be burned over a 30- to 50-year period and do not consider modifications from fuel reduction efforts.
FMAG	Fire Management Assistance Grant	FMAG is a financial assistance program provided by FEMA within the United States Department of Homeland Security. It is designed to assist state, local, tribal, and territorial governments in covering the costs associated with firefighting efforts to combat wildfires that threaten to cause major destruction and exceed the capacity of the local firefighting resources.
FRAP	Fire and Resource Assessment Program	CAL FIRE's FRAP assesses the condition of California's forests and rangelands and maps fire hazard based on factors such as vegetative fuels, terrain, and weather.
FS	Functional Exercise	An FS is a type of structured and scenario-based exercise that focuses on evaluating the capabilities and performance of specific functions, processes, or components of an organization or emergency response system during a simulated emergency or disaster.
FSE	Full-Scale Exercise	A lengthy exercise using the equipment and personnel that would be called during a real event. This type of exercise is as close to a real emergency as possible.
GIS	Geographical information System	GIS is a computer-based technology and software tool used for capturing, storing, managing, analyzing, and visualizing geographic or spatial data.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

HSEEP	Homeland Security Exercise and Evaluation Program	HSEEP is a standardized program developed by FEMA that is used to design, develop, conduct, and evaluate exercises focused on homeland security and emergency management. HSEEP provides a systematic and adaptable framework for planning, executing, and assessing exercises to improve the preparedness and response capabilities of federal, state, local, tribal, territorial, and private-sector entities.
IAP	Incident Action Plan	An IAP is a written document that outlines the objectives, strategies, tactics, and resources needed to manage and respond to a specific incident or emergency effectively.
IC	Incident Command	The ICS organizational element responsible for overall management of the incident and consisting of the Incident Commander or Unified Command and any additional Command Staff activated.
ICP	Incident Command Post	The field location where the primary functions of incident command are performed. The ICP may be co-located with the Incident Base or other incident facilities.
ICS	Incident Command System	A standardized approach to the command, control, and coordination of on-scene incident management, providing a common hierarchy within which personnel from multiple organizations can be effective. ICS is the combination of procedures, personnel, facilities, equipment, and communications operating within a common organizational structure, designed to aid in the management of on-scene resources during incidents. It is used for all kinds of incidents and is applicable to small, as well as large and complex, incidents, including planned events.
IDE	Initial Damage Estimate	An IDAE is the local governments' identification of the impacts and local response and recovery activities
IPAWS	Integrated Public Alert and Warning System	IPAWS is a comprehensive and technologically advanced framework within the United States that integrates multiple communication systems and alerting authorities to disseminate emergency alerts and warnings to the public. IPAWS is managed by FEMA and is designed to ensure that critical emergency information reaches individuals, communities, and organizations through various communication channels.
IPP	Integrated Preparedness Plan	An IPP specifically emphasizes strategies, actions, and resources related to enhancing the readiness, response capabilities, and resilience of a community or organization through training and exercise activities.
IMT	Incident Management Team	A rostered group of ICS-qualified personnel consisting of an Incident Commander, Command and General Staff, and personnel assigned to other key ICS positions.
JFO	Joint Field Office	A JFO is a physical location established to serve as a central command and coordination facility during complex or large-scale incidents and disasters. JFOs are designed to facilitate collaboration, communication, and the efficient allocation of resources among various federal, state, local, tribal, territorial, and other response agencies and organizations involved in the emergency response and recovery efforts.
JIC	Joint Information Center	A JIC is a central location or facility where PIOs and communication staff from multiple agencies and organizations work together to gather, verify, coordinate, and disseminate accurate and timely information to the public, media, and other stakeholders during an emergency or incident. The primary goal of a JIC is to provide clear and consistent messaging to keep the public informed, manage rumors and misinformation, and support public safety and emergency response efforts.
JIS	Joint Information System	A JIS is a standardized framework and structure used to organize and coordinate public information and communication efforts during multi-agency or multi-jurisdictional incidents and emergencies. The primary purpose of the JIS is to ensure that a consistent, coordinated, and accurate flow of information is maintained among all responding agencies and organizations, as well as to the public, media, and other stakeholders.



LDRM	Local Disaster Recovery Manager	Local government's point of contact for recovery operations within the jurisdiction. Responsible for organization, coordination, and operations of the recovery at the local level.
LEPC	Local Emergency Planning Committee	The California State Emergency Response Commission (SERC) established six emergency planning districts having the same boundaries as the MARs. LEPC Regions provide a forum for emergency management agencies, responders, industry, and the public to work together to evaluate, understand, train about, coordinate and communicate chemical hazards in the community and develop regional hazmat emergency plans. The Plans are reviewed and updated as necessary and provide information about chemicals in the community to citizens, government agencies and emergency responders. Plans are developed with stakeholder participation.
MAC	Multiagency or Interagency Coordination	The participation of agencies and disciplines involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.
MAC Group	Multiagency Coordination Group	Typically, administrators/executives, or their appointed representatives, who are authorized to commit agency resources and funds, are brought together and form MAC Groups. MAC Groups may also be known as multiagency committees, emergency management committees, or as otherwise defined. It can provide coordinated decision-making and resource allocation among cooperating agencies and may establish the priorities among incidents, harmonize agency policies, and provide strategic guidance and direction to support incident management activities.
MACS	Multiagency Coordination System	Multiagency coordination systems provide the architecture to support coordination for incident prioritization, critical resource allocation, communications systems integration, and information coordination. The elements of multiagency coordination systems include facilities, equipment, personnel, procedures, and communications. Two of the most commonly used elements are EOC and MAC Groups. These systems assist agencies and organizations responding to an incident.
MAR	Mutual Aid Region	A subdivision of the state's medical organization, established to facilitate the coordination of mutual aid and other emergency operations within a geographical area of the State, consisting of two or more county OAs. California established six MARs in California and three OES administrative regions to manage these regions on a day-to-day basis and during disasters.
MJHMP/HMP	Multi-Jurisdictional Hazard Mitigation Plan / Hazard Mitigation Plan	HMPs outline strategies, actions, and measures to reduce or eliminate the long-term risks and vulnerabilities associated with natural and human-made hazards. The primary goal of an HMP is to enhance a community's resilience by proactively identifying, prioritizing, and addressing potential hazards and their associated impacts, ultimately reducing the frequency and severity of disasters.
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA)	An agreement entered into by and between the State of California, its various departments and agencies, and the various political subdivisions, municipal corporations, and public agencies of the State of California to assist each other by providing resources during an emergency. Mutual Aid occurs when two or more parties agree to furnish resources and facilities and to render services to each other in response to any type of disaster or emergency.
MHOAC	Medical Health Operational Area Coordinator	An MHOAC plays a critical role in coordinating and facilitating healthcare and medical services during disasters and emergencies within a specific geographic area. MHOACs typically work at the local or regional level and serve as a bridge between healthcare facilities, public health agencies, emergency management agencies, and other stakeholders to ensure a well-coordinated response to medical and healthcare needs during crises.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

NDRF	National Disaster Recovery Framework	A guide to promote effective recovery published by the US Government (FEMA). The NDRF guide enables effective recovery support to disaster impacted jurisdictions by providing a flexible structure in a unified and collaborative manner.
NIMS	National Incident Management System	NIMS is a comprehensive and standardized framework and set of guidelines established by FEMA to facilitate effective incident management and response, regardless of the type, size, or complexity of the incident or emergency. NIMS provides a common language and organizational structure that enables diverse agencies, jurisdictions, and organizations to work together seamlessly during incidents, promoting a coordinated and efficient response.
NGO	Non-Governmental Organization	An organization that operates independently of any government, typically to address a social or political issue.
NLETS	National Law Enforcement Telecommunications System	NLETS is a secure and encrypted information-sharing network used by law enforcement agencies across the United States, Canada, and other countries. NLETS serves as a vital tool for law enforcement professionals, allowing them to access and exchange critical criminal justice and public safety information quickly and efficiently.
NRF	National Response Framework	The NRF is a guide and comprehensive framework developed by FEMA to establish the structure, roles, and responsibilities for responding to all types of disasters and emergencies, whether they are natural, technological, or human-made. The NRF is a key component of NIMS and is designed to ensure a coordinated, unified, and effective response by various federal, state, local, tribal, territorial, and private sector partners.
OA	Operational Area	Operational Area (OA): An intermediate level of the state emergency organization, consisting of a county and all other political subdivisions within the geographical boundaries of the county.
OES	Office of Emergency Services	An office at any level of government, which coordinates overall emergency services within their jurisdiction. OES is responsible for coordination of emergencies and establishing plans.
PDA	Preliminary Damage Assessment	A PDA is a systematic and organized process used in emergency management to evaluate and assess the extent of damage and impact caused by a disaster or emergency event. The primary purpose of a PDA is to gather essential information to determine whether a state or jurisdiction qualifies for federal disaster assistance and to support decision-making regarding the allocation of resources for response and recovery efforts.
PETS	Pets Evacuation and Transportation Standards Act	The primary purpose of the PETS Act is to ensure that state and local emergency management agencies incorporate the needs of individuals with household pets and service animals into their emergency preparedness, response, and recovery plans. It is designed to help protect the safety and well-being of pets and service animals, as well as their owners and caregivers, during disasters and emergencies.
RACES	Radio Amateur Civil Emergency Services	Radio Amateur Civil Emergency Services (RACES): An emergency services tool designed to make efficient use of skilled radio amateurs throughout the State in accordance with approved civil defense communications plans. Operators are registered with Cal EMA to provide emergency communications support
REOC	Regional Emergency Operations Center	REOCs are used to coordinate information and resources among OAs and between the OA's and the State level. Cal OES has three administrative response regions: Inland, Coastal, and Southern based in Sacramento, Fairfield, and Los Alamitos, respectively. Cal OES regions have the responsibility to carry out the coordination of information and resources within the region and between the different levels of SEMS to ensure effective and efficient support to local response. The regions serve as the



		conduit for local and regional perspective and provide a physical presence for Cal OES functions at the local level in all phases of emergency management.
RES	Regional Event Summary	The purpose of an RES is to document an incident's impact, response efforts, lessons learned, and recommendations for future preparedness and response actions.
RPT	Regional Transportation Plan	The RTP focuses on a balanced multi-modal transportation system for the County that considers the movement of people and goods for purposes such as working, shopping, school, or recreation. It contains regional goals and performance measures, some of which are relevant to adaptation and resilience. It also includes a Rural Sustainable Strategy that sets greenhouse gas emissions reduction targets for the County and includes several policies that specifically address emissions from transportation.
SAP	Safety Assessment Program	An SAP is a structured and systematic process used to assess the safety and structural integrity of buildings, infrastructure, and other critical facilities following a disaster or emergency event. The primary goal of a SAP is to determine whether structures are safe for occupancy and use, to help prioritize response efforts, and to safeguard the public and responders.
SBA	U.S. Small Business Administration	The SBA provides a wide range of programs and services aimed at helping small businesses grow, access financing, and navigate the complexities of entrepreneurship. Its primary mission is to foster small business development and entrepreneurship to strengthen the economy.
SEMS	Standardized Emergency Management System	A system required by the California Government Code for managing response to multi-agency and multijurisdictional emergencies in California. SEMS consists of five organizational levels which are activated as necessary: Field Response, Local Government, Operation Area, Region, and State.
SEMS Guidelines	Standardized Emergency Management System Guidelines	The SEMS guidelines are intended to assist those responsible for planning, implementing, and participating in SEMS.
SEMS Regulations	Standardized Emergency Management System Regulations	Regulations establishing the Standardized Emergency Management System (SEMS) based upon the Incident Command System (ICS) adapted from the system originally developed by the Firefighting Resources of California Organized for Potential Emergencies (FIRESCOPE) program including those currently in use by State agencies, the Multiagency Coordination System (MACS) as developed by FIRESCOPE program, the OA concept, and the Master Mutual Aid Agreement and related mutual aid systems. Regulations are found in Title XIX, Division 2, Chapter 1, Section 2400 et. seq. 17.
SOC	State Operations Center	The SOC is operated by Cal OES at the State Level in SEMS. It is responsible for centralized coordination of state resources in support of the three REOCs. It is also responsible for providing updated situation reports to the Governor and Legislature.
SOG	Standard Operating Guide	An SOG is a document that outlines the standardized procedures, protocols, and guidelines to be followed by emergency response personnel and agencies during various phases of an emergency or disaster. These guides are designed to ensure that responders have clear and consistent instructions for their roles and responsibilities, helping to facilitate a coordinated and efficient response.
SOP	Standard Operating Procedure	SOPs are step-by-step guidelines and instructions that outline the prescribed actions, protocols, and processes to be followed by emergency response personnel and organizations during various phases of an emergency or disaster. SOPs are designed to ensure consistency, efficiency, and effectiveness in response efforts while minimizing risks and ensuring the safety of responders and the public.
SD	Special District	A unit of local government (other than a city, county, or city and county) with authority or responsibility to own, operate, and maintain systems, programs, services, or projects [(as defined in CCR Section 2900(s))] for purposes of natural disaster assistance. This may include joint powers authority established under Section 6500 et. seq. of the CCR.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

TCARES	Tuolumne County Amateur Radio Emergency Services	TCARES is an organized group of licensed amateur radio operators in Tuolumne County who volunteer their time, expertise, and equipment to support emergency communication needs during disasters, emergencies, and public service events. TCARES is part of a larger network of amateur radio emergency services that play a vital role in enhancing communication capabilities for emergency management agencies and first responders.
TCU	Tuolumne- Calaveras Unit	TCU is a geographical division of CAL FIRE responsible for managing and overseeing fire protection, prevention, and emergency response activities in both Tuolumne County and Calaveras County. The primary mission of the TCU is to protect lives, property, and natural resources from the threat of wildfires and other emergencies.
TEOP	Tuolumne County Transit Transportation Emergency Operations Plan	The TEOP outlines how all transportation providers located within the County can make informed decisions appropriate for their operations, passengers, employees, and communities to effectively prevent, prepare for, respond to, and recover from a variety of emergency situations.
TTX	Tabletop Exercise	A discussion-based exercise that takes place in a classroom setting to discuss roles during an emergency and the response to a particular exercise scenario.
VOAD	Voluntary Organizations Active in Disasters	VOAD associations improve outcomes for people affected by disasters by facilitating cooperation, communication, coordination, and collaboration among nonprofit organizations, community-based groups, government agencies, and for-profit companies. California is home to two regional VOAD associations—NorCal VOAD and SoCal VOAD which share the California State VOAD seat at National VOAD. Each strives to include all the nonprofit organizations, government agencies, and for-profit companies that provide or coordinate disaster-related services in its service area. A VOAD association enables its members to share information and coordinate the deployment of resources to improve outcomes for people affected disasters.
WEA	Wireless Emergency Alert	WEA is an emergency alert system in the United States that delivers concise and critical emergency messages to mobile devices within a specific geographic area. WEAs are designed to alert the public about imminent threats or emergencies, such as severe weather events, natural disasters, AMBER alerts (child abduction emergencies), and presidential emergency messages. This system uses the cellular network to broadcast brief emergency notifications to compatible mobile devices, even if individuals have not opted in to receive them.
WebEOC	WebEOC	WebEOC is a web-based emergency management information system used by the State of California jurisdictions to document routine and emergency events/incidents. Web EOC provides a real-time common operating picture and resource request management tool for emergency managers at the local and state levels during exercises, drills, local or regional emergencies, and/or statewide emergencies.



Hazard-Specific Annexes

Extreme Weather.....	151
Flooding and Dam Failure.....	162
Geological Event: Earthquakes and Volcanic Disruption.....	174
Hazardous Materials Release.....	188
Terrorism/Civil Disturbance.....	198
Transportation Accident/Multi-Casualty Incident.....	210
Wildland Fire.....	219



Extreme Weather

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to mitigate the damaging effects of a large scale or severe extreme weather event impacting Tuolumne County.

Quick Checklist of Emergency Actions

Table 42: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and Hazard-Specific Plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex describes procedures for preparedness, response, and recovery from an extreme weather event that results in a significant loss of life, property damage, or infrastructure. This Annex is intended to supplement the policies and procedures included in Tuolumne County's EOP base plan, including appendices and other annexes. Procedures within this Annex solely address emergency response and short-term recovery. Response to extreme weather shall be based on policies as stated herein, and upon specific guidance or plans as provided by County OES and Cal OES. This Annex is designed to supplement the Tuolumne County EOP Base Plan and is compatible with other city, county, and state emergency response plans.

It should be noted that this Annex is specifically designed to deal with multiple emergencies (e.g., hazardous material spills, fires, etc.) that may be simultaneously triggered by extreme weather. As a result, this Annex should take precedence for such multiple events.

It is recognized that if a major emergency event is regional in nature, the County will take the lead role in coordinating the multi-jurisdictional response under the provisions of this Annex, until additional assistance from the state and federal government becomes available.

This Annex is designed to be activated for extreme weather that is causing considerable damage. At this level, EOC and EOP activation is likely required because of the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision making.



Policies

This Annex is designed to address a major or widespread event that is causing considerable damage and overwhelming resources. EOC and EOP activation is more than likely required because of the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision making.

It shall be the policy of this County that an extreme weather event, as referenced in this Annex, is defined as a weather event causing any one of the following within Tuolumne County:

- One or more deaths
- Six or more injuries
- Any significant failure of a communication, transportation, or utility systems
- The predicted failure of systems
- Any other significant damage that in the opinion of the County Administrator, OES Assistant Director (or their designees) warrants activation of the Annex.

Situation Overview

Hazard Description

Tuolumne County has a history of extreme weather, and it is widely acknowledged that the frequency and severity of natural disasters is increasing to unprecedented levels around the globe. Extreme weather has the potential to cause damage, serious social disruption, and loss of human life.

Emergency weather events that may occur more frequently and at greater severities in Tuolumne County may include the following:

- Extreme Heat
- Drought
- High Winds
- Extreme Precipitation
- Thunderstorms and Lightning
- Tornados
- Flooding
- Vector-Borne Diseases

These events can have significant impacts on the health and safety of the population and cause major property and infrastructure damage.

Potential Consequences

Beyond the obvious impacts of these hazards on populations, these hazards may have consequences for critical infrastructure. For instance, prolonged periods of above-average high temperatures may result in more frequent and more lengthy power outages due to system failures, or as part of “rolling blackouts” during hot weather. This may have consequences such as the prolonged loss of traffic signals and streetlights. More frequent and severe storms, including heavy rain, tornados, high winds, or flooding could result in deflation or loss of cellular communications infrastructure.

As temperatures become warmer, the period in which disease vectors may live, breed, and thrive increases. This increases the threat of a vector-borne disease outbreak.



The likely consequences associated with severe weather events include:

- Threat to life and danger to public health
- Damage/loss of personal property or crops/livestock
- Utility failures
- Interruption of the transportation network
- Interruption of communication systems
- Damage/destruction of public and private critical infrastructure
- Interruption of normal supply chains
- Residential structures destroyed or rendered uninhabitable

Potential effects from an extreme weather event are discussed in detail below as a basis for planning and responding to a major severe event. This Annex does not presume to predict the full range and depth of the event consequences. It does, however, attempt to reflect the most accurate estimate of the nature of emergencies and problems resulting from extreme weather.

Command and Coordination

Day-to-day County, departmental management, and supervisory personnel may not be available to perform their normal duties. Pre-identified alternatives may have to assume leadership roles. Field teams may have to operate on their own initiative without supervision from parent organizations.

Commanding and coordinating the emergency response to a major disaster will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial out-of-county assistance from state, federal, mutual aid, and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal emergencies, transportation disruptions, and family status concerns.

Certain types of events, such as extreme weather, may impact the availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Situation Reporting

A large-scale extreme weather event, such as a severe winter storm, earthquake, or flood, may trigger many different types of emergencies and damage simultaneously over a widespread area. This will overwhelm emergency resources and preclude the traditional direct response to each emergency. Normal means for reporting emergencies via a 911 phone dependent system may be lost to the general public. An overall assessment and prioritization of emergencies through a centralized means of situation reporting will be one of the first critical actions taken by local government. On-duty radio-equipped Public Safety field units may be the only means available to provide an initial survey of field areas and report damage information back to the County's Dispatch Center. An initial overloading of radio nets can be expected. Strict radio discipline must be enforced by dispatchers and may somewhat reduce the overload problem. Due to several factors (e.g., massive damage, limited personnel, transportation disruptions, communications overload, etc.), a complete situation report may take several hours to several days to complete.



Rescue

Extreme weather events such as heavy snow fall, especially in the higher elevations of the County, can quickly impact the County Road system. Many vacation homes exist in these remote areas. Visitors unfamiliar with the dangers associated with severe winter weather can become stranded in both cars and homes. As winter storms will often have damaging impacts on utility systems, these individuals may require the assistance of rescue personnel in removing them to a safe environment.

School Disruptions

All public schools within Tuolumne County can potentially be impacted by an extreme weather event. Should school be in session during an extreme weather event, it is quite possible that the event will impact the County Road system preventing parents from picking up their children in a timely manner. School bus routes may also be impacted, and schools may need to close.

Animal Services

The most effective and efficient way to minimize animal safety risks is for the individuals and responding agencies to be properly prepared to address animal issues well in advance of a disaster. To meet this need, Tuolumne Animal Control has developed an Animal Control Facility and Temporary Animal Shelters Emergency Action Plan that outlines roles and responsibilities regarding support animal welfare and sheltering needs during an emergency.

Effects on Utilities

Propane Gas Service

Due to an extreme weather event, there could be a disruption in propane gas lines. Major natural gas distribution lines do not exist in the County.

Electric Power

Extreme weather events may disrupt the electrical distributions system. The vast majority of structures do not have emergency generator capabilities and can expect to be without electrical power for several hours to several days. Additionally, some emergency generators may fail due to lack of maintenance. In addition, short-term service of these standby units can be expected due to inadequate fuel supplies.

Water Service

Extreme weather events may cause damage to water flumes, distribution systems, pump stations, and storage facilities.

Effects on Transportation Systems

An extreme weather event could disrupt normal transportation systems within the County. Traffic management problems as well as delays to response, evacuation, and logistical support for up to six to twelve hours can be expected. The primary cause of surface transportation failure would be from heavy snow fall, icy road conditions, flooded roads, downed trees, and downed power lines.



Effects on Communications

Telephone System

Extreme weather may have limited impacts on portions of the telephone system. Telephone equipment, both hard-wired and cell sites, could be adversely affected primarily by overloading. Essential service lines are expected to survive. Pay telephones are often on essential service lines and may offer some emergency assistance to the general public.

Radio Communications

One of the major factors reducing radio efficiency after any major emergency event is the inundation of non-essential radio traffic and lack of radio discipline.

Due to the topography in Tuolumne County the use of mountain top repeaters is necessary. Extreme weather events do not typically damage these essential facilities. However, should damage occur the radio communication system could be severely compromised.

In a major emergency event, effective radio communications may require the augmentation of RACES personnel, through TCARES, and the use of "car to car" relay systems. In the absence of emergency power to some agency base stations, portable radios may be the only available means of radio communications. However, portable radios have limited reach and the life of their batteries is only four to six hours. A runner system may be the "last resort" means of reliable communications but will cause inherent delays.

Note: RACES/TCARES personnel and equipment are co-located in the County EOC located at 18440 Striker Court, Sonora, California 95370.

Need for Emergency Public Information and Emergency Alert System

Following an emergency, it can be anticipated that the public will have a high need for basic emergency public information. This information will be provided by the PIO and distributed through approved press releases, the EAS and other communication resources. See the Base Plan for more information on EAS and the Reverse 911 system.

Emergency Logistical Support

Private sector organizations, non-profits, and other CBOs may provide emergency logistical support when needed and available. The Salvation Army may provide assistance in receiving, stockpiling and distributing volunteers. The procuring, stockpiling and distribution of essential supplies for the general public and emergency workers (e.g., food, water, fuel, shelters, etc.) could be necessary for a limited number of people during a significant event. The American Red Cross will provide assistance in receiving, registering, and organizing offers for volunteer assistance and shelters. Self-sufficiency information will be provided over the EAS. Additional support will be requested from state and federal governments.

Displaced and Homeless Citizens

A significant number of displaced or homeless citizens are not typically expected during an extreme weather event. Most displaced parties will make temporary living arrangements with relatives or neighbors. Temporary warming or cooling centers may be a consideration depending on the severity and duration of the extreme weather event.



Concept of Operations

Planning Assumptions

Coordinating the emergency response to an extreme weather event will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial out-of-county assistance from state, federal, mutual aid, and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal casualties, transportation disruptions, and family status concerns.

Certain types of events may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and/or mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.
- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with ICS, SEMS, and NIMS as the emergency organization and the emergency management system for response to all damaging extreme weather events impacting Tuolumne County.

The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity of the potential threat, and available resources. Objectives and typical actions for each phase are described below.

Phase 1: Preparedness

Training and Exercises

County OES develops and maintains an annual comprehensive emergency management training and exercise program, IPP. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.



Department Preparedness

It shall be the policy of the various County departments referenced in this Annex to have on file a current policy memo specific to each department and consistent with this Annex. This memo will outline for department employees the following information pertinent to an extreme weather event:

- The department's general role or assignment during the event
- Identify key staff (with alternates) and their anticipated role
- Reporting locations when activated
- Special procedures to be followed
- Specific support materials needed to carry out their assigned responsibilities and how to obtain them.

Preparedness Actions

The County can take several actions to minimize loss of life, property damage, and damage to critical infrastructure. These actions include:

- Develop rapid response damage assessment teams and procedures to procure a timely understanding of damages following an event.
- Develop and strengthen debris management capabilities to include vegetative debris, construction and demolition debris, hazardous waste, etc.
- Develop a Closed Point of Distribution Plan (C-POD) through the engagement of community partners such as schools, businesses, religious organizations, etc. for distribution of water and other emergency supplies.
- Develop a Medical Points of Dispensing Plan (M-POD) to ensure the timely and effective receipt of prophylaxis in the case of a public health emergency.
- Identify critical facilities such as nursing homes that may require special attention.
- Identify and prepare to set up cooling centers for heat related emergencies.
- Work with critical infrastructure owners and operators to strengthen critical infrastructure through building redundancy in critical assets and systems.
- Work with utilities to identify households that include persons that depend on durable medical equipment (DME) who would need assistance during an emergency and determine alternative means to power their DMEs.
- Work with Public Dial-A-Ride to identify households that include persons with disabilities or access and functional needs that may need assistance.
- Implement mitigation measures identified in the Tuolumne County MJHMP.
- Identify faith-based, community, civic, and other trusted organizations that can assist in reaching out to at risk and other vulnerable populations.

Short-Term Preparedness Actions

In the case that extreme weather is imminent, the County can take preparedness actions in the time leading up to the event that may greatly mitigate disaster consequences. Such actions may include:

- Closely track extreme weather through local broadcast, the National Oceanic and Atmospheric Administration (NOAA), and other resources.
- Disseminate timely and accurate public messages on the incident which includes status updates, preparedness actions, and additional resources. Ensure that public messaging is



delivered in English and Spanish. Written and visual communications must be 508 compliant, accompanied by ASL interpreters if messages are spoken.

- Pre-stage resources so they are readily available.
- Distribute emergency supplies.
- Implement and enforce evacuation orders if the severity permits.

Phase 2: Response

EOC Activation

The activation of the EOC, by the CAO or OES Assistant Director, would most likely be required because of one or more of the following conditions:

- The event is of significant proportion and will require multi-jurisdictional involvement requiring augmentation of local, state, and federal personnel and resources.
- As a result of the event an immediate large-scale rescue or evacuation is required as determined by the IC
- Any other condition that in the CAO or IC judgment requires activation of the EOC.

EOC Staffing

The EOC will be staffed appropriate to the scale and nature of the event. If the event results in damage or outages to utilities or communications facilities representatives from affected organizations may be invited to the EOC for coordination.

Response Actions

Specific response actions will depend upon the type and scale of the event and will be determined by EOC Command through the establishment of immediate objectives detailed in an IAP. Fire suppression, search and rescue operations, and emergency medical services operations will take priority. In addition, there are several actions that can be taken common to all extreme weather events, to include:

- Activate the EOP.
- Conduct preliminary damage assessment.
- Determine the status of utilities and communications systems.
- Use all County and public media to alert residents and business owners of the threat, including persons with limited or no English proficiency, or visual and hearing limitations.
- Coordinate alert and evacuation activities with neighboring jurisdictions.
- Contact or dispatch County crews to assist known vulnerable populations including persons with disabilities and others with access or functional needs.
- Dispatch County crews to protect County facilities.
- Monitor news media, EAS, and WEA for latest information.
- Organize County and external organizations to coordinate the recovery process.
- Coordinate with the OES Region on any resources needs and mutual aid requests.



Evacuation Actions (if required)

IC will determine if evacuation is required and issue evacuation orders. The EOC may support the evacuation by implementing the following actions as needed:

- Coordinate with Dial-A-Ride and other applicable agencies to identify and evacuate vulnerable households, including persons with disabilities and others with access and functional needs.
- Identify, secure, and publicize evacuation routes.
- Implement traffic management measures to facilitate evacuation and allow emergency vehicle access.
- Establish a Family Assistance Center (FAC), phone bank, or other means to facilitate family reunification and to provide information to victims and families.
- Support the safe evacuation and sheltering of pets and livestock as necessary.
- Coordinate with the American Red Cross and Salvation Army for the feeding and sheltering of evacuees.
- Arrange for transportation for persons needing assistance, or without personal vehicles.
- Establish and publicize pick up points for ambulatory persons needing transportation.

Phase 3: Demobilization and Recovery

Planning for demobilization and recovery should commence as soon as possible. If there are extensive fatalities, injuries, or physical damage, a recovery team should be organized to coordinate recovery efforts. The recovery team should include representatives from utilities, financial institutions, physical and mental health providers, schools, faith-based organizations, County departments, and any additional stakeholders deemed relevant for the nature of the event.

Recovery Actions

Recovery is a critical time in the disaster management process, as it is an opportunity to lessen future disaster consequences. Recovery actions should consist of the following actions:

- Conduct hot washes with participating personnel.
- Conduct and document a post-disaster damage assessment of County buildings and infrastructure, including dollar cost estimates.
- Work with homeowners, insurance companies and businesses to document damage and losses.
- Review FEMA and state cost recovery policies and procedures and apply for reimbursement for eligible costs and losses.
- Establish Local Assistance Centers (LAC) in cooperation with state and federal agencies where residents can obtain assistance, grants, and loans.
- Consider the economic impacts of the disaster and take actions to stimulate the economy and promote feelings of normalcy.
- Consider the mental health needs of impacted populations and coordinate mental health resources.
- Implement a mitigation-focused mind set, and rebuild infrastructure, homes, schools, private businesses, etc. in a manner that will better withstand future occurrences of extreme weather.
- Prepare an AAR/IP.



Roles and Responsibilities

The consequences of an extreme weather event could include a wide range of emergencies including but not limited to fires, structural damage to critical infrastructure, local flooding, personal injuries, and loss of life. The specific agency roles will be determined by IC and the EOC according to the situation.

The following outlines general roles and responsibilities within the County:

- **OES:** Coordination, communication, and emergency management.
- **Communications:** Emergency communications and public alert and warning.
- **Public Works:** Restoration of roadways, debris management, and localized flooding response within the County.
- **Fire Partners:** Assist with distribution of public information and possible response assets within the County.
- **Transportation Agencies/Partners:** Transportation of people and materials into and out of affected areas.
- **Human/Social Services:** Care and shelter coordination with volunteers, non-profit organizations, and vulnerable populations representatives (works with partners regarding pet/animal mass care issues).
- **Public Services:** Locates and processes resource requests, tracks resources, and provides logistical support for response.
- **Public Health:** Public health emergency preparedness and response and monitoring of the EMS system.
- **PG&E:** Coordination of gas and electrical restoration throughout the County.

Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- NRF 4th Edition, Roles and Responsibilities – Local Government pp. 25 – 30. U.S. Department of Homeland Security, October 28, 2019
- Community Rating System – A Local Officials Guide to Saving Lives, Preventing Property Damage and Reducing the Cost of Flood Insurance, FEMA, March 2023.
- Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review Guide.
- Comprehensive Preparedness Guide (CPM 201), 3rd Edition 2018, U.S. Department of Homeland Security.
- Developing and Maintaining Emergency Operations Plans –Comprehensive Preparedness Guide (CPG 101), FEMA, September 2022, Version 3.0.
- Pre-Disaster Recovery Planning Guide for Local Governments, February 2017, FEMA.
- Local Evacuation and Mass Care Handbook, Michigan Department of State Police, Emergency Management and Homeland Security, March 2013.
- Northern California Catastrophic Flood Response Plan June 2018, Cal OES.
- State of California Emergency Plan, October 1, 2017.
- EOP Crosswalk for Local Government Agencies, Cal OES.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

- State of California Best Practices for County Emergency Plans – First Edition, November 2021 Cal OES.
- Integrating Access and Functional Needs Within the Emergency Planning Process – Best Practices for Stakeholder Inclusion, June 2020, Cal OES.
- Flood Preparedness and Response, U.S. Army Corps of Engineers, San Francisco Region, (workshop presentation) October 21, 2015.
- Tuolumne County IPP, January 1 2023 – December 31 2023, Tuolumne County Office of Emergency Services.
- Mutual Aid Agreement, Tuolumne County and Tuolumne County Utilities District, (April 4, 2023).
- Transportation Operations Emergency Plan, Tuolumne County Transit Agency (November 2012).



Flooding and Dam Failure

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to respond to the damaging effects of a flooding or dam failure event affecting Tuolumne County.

The first priority when responding to any major emergency shall be to minimize the loss of life. Although focusing primarily on the County response, this Annex also identifies other local, state, federal and private sector responsibilities. The Annex is designed to unify all response agencies under ICS to best utilize joint resources and more effectively minimize damage to life and property caused by the effects of a flooding or dam failure.

Quick Checklist of Emergency Actions

Table 43: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and hazard specific plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex is primarily intended to serve as a contingency response plan for all consequences associated with a flooding or dam failure event. Procedures within this Annex solely address emergency response and short-term recovery. Response to flooding predictions shall be based on policies as stated herein, and upon specific guidance or plans as provided by County OES and Cal OES. This Annex is designed to supplement the Tuolumne County EOP Base Plan and is compatible with other city, County, and state emergency response plans.

It should be noted that this Annex is specifically designed to deal with the multiple emergencies (e.g., hazardous materials spills, fires, etc.) that may be simultaneously triggered by flooding or a dam failure (cascading effects). As a result, this Annex should take precedence for such multiple events.

It is recognized that if a major emergency event is regional in nature, the County will take the lead role in coordinating the multi-jurisdictional response under the provisions of this Annex, until additional assistance from the state and federal government becomes available.

This Annex is designed to be activated for widespread flooding that is causing considerable damage. At this level, EOC and EOP activation is likely required because of the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision-making.



Policies

It shall be the policy of this County that a damaging flood or dam failure, as referenced in this Annex, is defined as water inundation that causes any one of the following within Tuolumne County:

- One or more deaths
- Six or more injuries
- Any significant failure of a communication, transportation, or utility systems
- The predicted failure of any reservoir or dam
- Any other significant damage that, in the opinion of the County Administrator, OES Assistant Director, or their designees, warrants activation of the Annex.

Situation Overview

Hazard Description

Flooding occasionally occurs in Tuolumne County, particularly during the winter and springtime following heavy periods of rainfall when excessive runoff causes streams and tributaries of the Stanislaus River and Tuolumne River to overrun their banks.

The rivers and streams reside within relatively steep canyons or valleys, where very little floodplain has been formed, therefore flooding is localized with minimal damage. The average yearly rainfall is 32 inches per year.

There are 44 dams in Tuolumne County ranging from those that create large reservoirs for irrigation, water supply, or power generation, to smaller impoundments which are part of water distribution or treatment systems or intended to provide a recreational amenity.

In the past, flooding in Tuolumne County has severed lines of communication, damaged and destroyed structures and personal property, interrupted utilities, and caused health problems with potable water and sanitary sewer systems.

Weather conditions may provide warning of potential flooding, allowing the County to organize response resources in advance of the actual flooding, conduct evacuations, stand up emergency shelters, or other appropriate measures. The EOC will be activated and personnel and supplies pre-positioned based on the expected extent of the flooding.

Flash floods due to unanticipated heavy rainfall, or dam failure may occur with little or no warning requiring immediate response.

Potential Consequences

Command and Coordination

Commanding and coordinating the emergency response to a major disaster will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial out-of-county assistance from state, federal, mutual aid and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal emergencies, transportation disruptions, and family status concerns.



Certain types of events, such as floods may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Situation Reporting

A large-scale emergency event, such as a flood, may trigger many different types of emergencies and damages simultaneously over a widespread area. This will overwhelm emergency resources and preclude the traditional direct response to each emergency. Normal means for reporting emergencies via a 911 phone dependent system will probably be lost to the general public. An overall assessment and prioritization of emergencies through a centralized means of situation reporting will be one of the first critical actions taken by local government. On-duty radio-equipped Public Safety and Public Works units may be the only means available to provide an initial survey of field areas and report damage information back to the County's Dispatch Center. An initial overloading of radio nets can be expected. Strict radio discipline must be enforced by dispatchers and may somewhat reduce the overload problem. Due to several factors (massive damage, limited personnel, transportation disruptions, communications overload, etc.) a complete situation report may take several hours to several days.

Water Rescue

Rapidly rising rivers and streams can trap or strand individuals in cars, islands, and any high point found mid-stream. Specially trained groups, referred to as Swift Water Rescue Teams, are required to perform these types of rescues. A swift water rescue team is available through the Sheriff's Search and Rescue Team.

Dam Failure

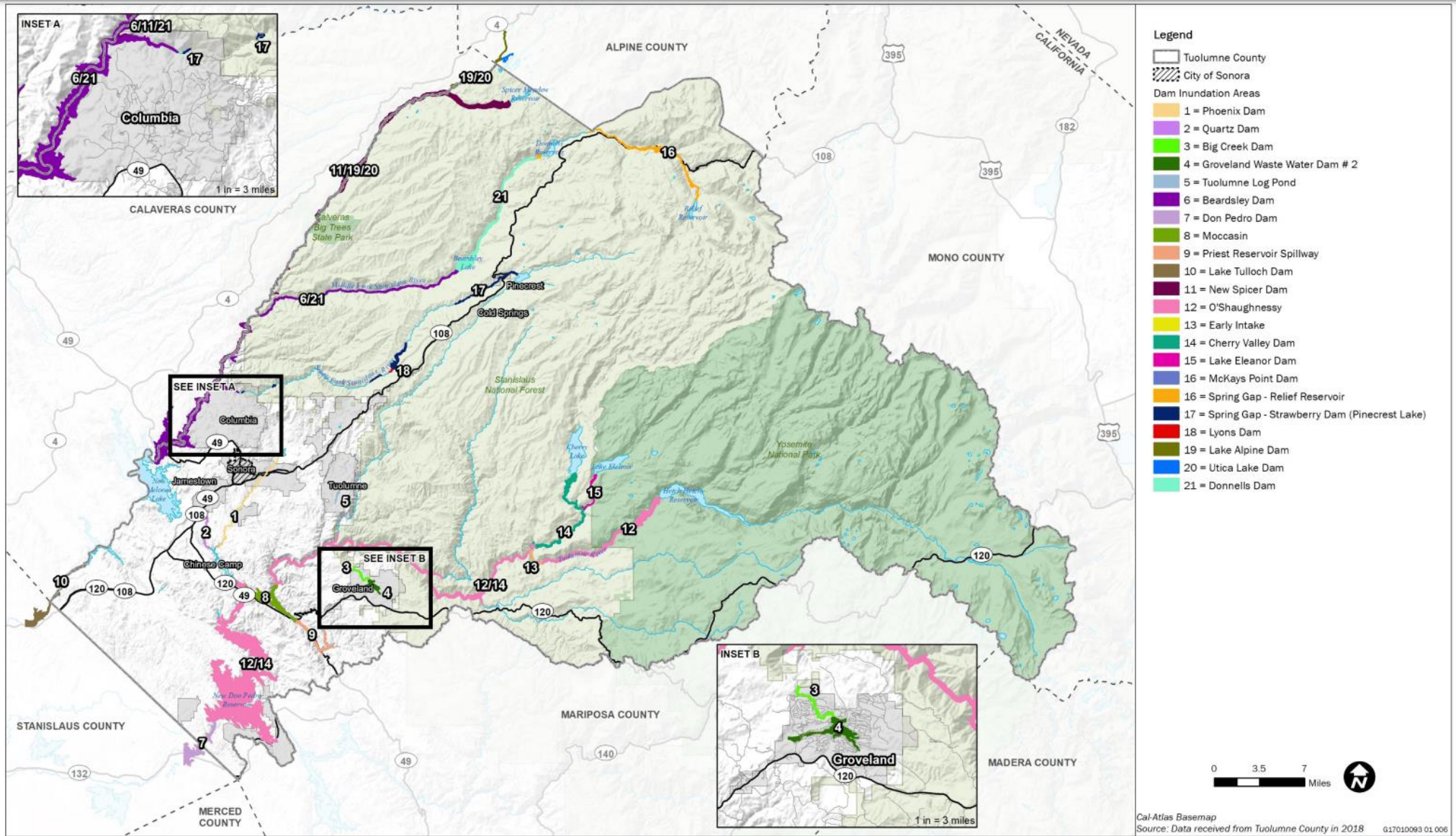
There are 44 dams in Tuolumne County that range in size from those that retain large reservoirs dedicated to irrigation, water supply, and power generation, to small facilities used in water distribution and treatment systems or for recreation. Large dams are mostly located along the Tuolumne and Stanislaus rivers.

The following page shows a map of potential dam inundation areas in Tuolumne County per the Tuolumne County Community Resources Agency's Tuolumne County General Plan Update – [Hydrology and Water Quality Report](#).



Tuolumne County Emergency Operations Plan Base Plan and Annexes

Figure 9: Dam Inundation Areas





School Disruptions

With the exception of Sonora High School, all public schools within Tuolumne County are located outside of flood prone areas. Should school be in session during a major flooding event, it is quite possible that flooding impacts on the County road system may prevent parents from picking up their children in a timely manner. School bus routes may also be impacted. On a short-term basis, schools may be closed.

Hazardous Materials Releases

It is anticipated that several minor to moderate hazardous material spills or releases may occur because of moderate to severe flooding. The most common hazardous materials release would likely result from damaged propane tanks or lines. Spills or releases can be anticipated at facilities such as petroleum pumping and storage stations, school and hospital laboratories, water and waste treatment plants (raw sewage and chlorine leaks), retail stores, and other fixed facilities storing or using chemicals.

Major Fires

Due to improved building codes and better electrical distribution systems, structural fires due to flooding should not be a significant problem. However, should fire(s) occur, it is important to anticipate that the normal water supply to suppress fires may be disrupted or unavailable, mutual aid resources may be severely delayed, and built-in fire protection systems may be ineffective.

Evacuation

Given the steep topography of the County and the limited amount of low-lying flood prone areas, large scale evacuations are not a consideration. Most individuals living in flood prone canyons will self-evacuate to high ground. Public Safety units may be required to assist special needs individuals on a limited basis. The majority of the County's schools, hospitals, acute care facilities and convalescent homes are all located above flood prone areas.

Animal Services

The most effective and efficient way to minimize animal safety risks is for the individuals and responding agencies to be properly prepared to address animal issues well in advance of a disaster. To meet this need, Tuolumne Animal Control has developed an Animal Control Facility and Temporary Animal Shelters Emergency Action Plan that outlines roles and responsibilities regarding support animal welfare and sheltering needs during an emergency.

Effects On Utilities

Propane Gas Service

Due to a flooding or dam failure event, there could be disruption in propane gas lines. Major natural gas distribution lines do not exist in the County.

Electric Power

Storms associated with flooding events may disrupt the electrical distributions system. The vast majority of structures in Tuolumne County do not have emergency generator capabilities and can expect to be without electrical power for several hours to several days. Additionally, some emergency generators may fail due to lack of maintenance and bracing (bolted to foundation) or flooding. In addition, short-term service of these standby units can be expected due to inadequate fuel supplies. As a preventive measure, the electric service may be shut down in areas experiencing significant flooding. Physical damage to the electric distribution system is not typically a problem. Fires may be caused by the premature restoration of electrical power.



Water Service

Flooding may cause damage to the unique flume system, pump stations, and storage facilities. Water contamination must be expected and will require purification of all available sources. The importation of water from outside sources may be required.

Sewage Collection Systems

General overloading of wastewater systems may cause the dumping of raw sewage into the environment, which can cause significant health hazards, and disrupt wastewater and waste management services.

Effects On Transportation Systems

A major flooding event could disrupt normal transportation systems causing severe traffic management problems as well as delays to response, evacuation, and logistical support for up to six to twelve hours. Public bridges in the County are anticipated to survive a significant flooding event.

The primary cause of surface transportation failure would be from road deformation caused by erosion and heaving, flooding in low lying areas, landslides, and downed trees.

The Columbia and Pine Mountain Lake Airports are well removed from flood hazards. The Columbia Airport runway can handle air support and the heavy aircraft (C130s) used for emergency response.

It is anticipated that air traffic will increase due to an influx of news media and air space restrictions may be required.

Effects On Communications

Telephone System

Significant flooding may have limited impacts on portions of the telephone system. Telephone equipment, both hard-wired and cell sites, could be adversely affected primarily by overloading. Essential service lines are expected to survive. Pay telephones are often on essential service lines and may offer some emergency assistance to the general public.

Radio Communications

One of the major factors reducing radio efficiency after any major emergency event is the inundation of non-essential radio traffic and lack of radio discipline.

Due to the topography in Tuolumne County, the use of mountain-top repeaters is necessary. Storms associated with flooding may damage these essential facilities.

In a major emergency event, effective radio communications may require the augmentation of RACES personnel and the use of "car to car" relay systems. In the absence of emergency power to some agency base stations, portable radios may be the only available means of radio communications. However, portable radios have limited reach and the life of their batteries is only four to six hours. A runner system may be the "last resort" means of reliable communications but will cause inherent delays.

Note: RACES personnel and equipment are co-located in the County EOC located at 18440 Striker Court, Sonora, California 95370.

Need For Emergency Public Information and EAS

Following an emergency, it can be anticipated that the public will have a high need for basic emergency public information. This information will be provided by the PIO and distributed through approved press releases, the EAS and other communication resources. See the Base Plan for more information on EAS and the Reverse 911 system.



Security

Looting is not anticipated to be a major problem. However, security to control access into and out of flooded areas will be a major consideration for law enforcement agencies. Protection of food and other critical supplies may also be a consideration for law enforcement agencies.

Emergency Logistical Support

The procuring, stockpiling, and distribution of essential supplies for the general public and emergency workers (e.g., food, water, fuel, shelters, etc.) will be necessary after a major flooding. It is anticipated that large numbers of the surviving public within the area will offer volunteer assistance and donations of food, clothing, shelters, etc. The Capital Region Chapter of the American Red Cross may provide assistance in receiving, registering and organizing offers for volunteer assistance and shelters. The local Salvation Army may provide assistance in receiving, stockpiling, and distributing volunteer donations of food, clothing, water, etc. Self-sufficiency information will be provided over the EAS. Additional support will be requested from the state and federal governments.

Displaced and Homeless Citizens

A significant number of displaced or homeless citizens can be anticipated after a flooding or dam failure. A considerable number of these will probably be self-sufficient in nature (e.g., temporarily living with relatives or neighbors, etc.). An estimated 20% of the displaced and homeless will require public sheltering as provided by the American Red Cross and will require significant logistical support. Long-term "tent" or "mobile home" cities for a majority of the displaced and homeless may be a consideration.

AFN

Emergency managers and shelter planners should include in the planning process people with expertise and experience in dealing with the logistical requirements of providing shelter for individuals with AFN. Once established, shelter staffing should include individuals who are knowledgeable in AFN.

FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters" outlines details regarding accommodating the special need of this population.

More information can be found at: www.fema.gov/pdf/about/odc/fnss_guidance.pdf.

Building Inspection

It is anticipated that an organized building inspection process will require local resources immediately after moderate to heavy flooding. Building inspections of critical facilities such as hospitals, schools, police, and fire stations will be required to more clearly identify damage and to post unsafe buildings.

Public and Environmental Health

In the aftermath of a significant flooding event, the potential for outbreaks of communicable disease and other health hazards must be anticipated. Flooding can result in major water service disruptions of both the water supply and sewage collection systems. In some cases, harmful microorganisms could enter drinking water supplies as a result of water main or pipe breaks and damage to water treatment plants. The absence of potable water will likely engender an increase in diarrheal illnesses.

Debris Removal

Major flooding may result in significant debris accumulations on both public and private property. In some cases, debris may include hazardous materials that require special handling. Suitable locations for disposal of debris must be identified. Private property owners may need assistance in removing debris from their properties.



Concept of Operations

Planning Assumptions

Coordinating the emergency response to a flooding or dam failure event will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial out-of-county assistance from state, federal, mutual aid and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal emergencies, transportation disruptions, and family status concerns.

Certain types of events may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and/or mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.
- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with ICS, SEMS, and NIMS as the emergency organization and the emergency management system for response to all damaging extreme weather events impacting Tuolumne County.

The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity of the potential threat, and available resources. Objectives and typical actions for each phase are described below.

Phase 1: Preparedness

Preparedness Objectives

- Protect public facilities and infrastructure.
- Involve and educate the public on measures to reduce hazards from floods.

Training and Exercises

County OES develops and maintains an annual comprehensive emergency management training and exercise program, the IPP. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.

Department Preparedness



It shall be the policy of the various County departments referenced in this Annex to have on file a current policy memo specific to each department and consistent with this Annex. This memo will outline for department employees the following information pertinent to a flooding or dam failure event:

- The department's general role or assignment during the event
- Identify key staff (with alternates) and their anticipated role
- Reporting locations when activated
- Special procedures to be followed
- Specific support materials needed to carry out their assigned responsibilities and how to obtain them.

Preparedness Actions

Actions that can be taken to reduce the risk of personal injury, financial loss and property damage from flooding include:

- Implement flood-related mitigation measures included in the Tuolumne County MJHMP.
- Initiate FEMA's Community Rating System program to reduce losses from floods.
- Work with the owner and operators of area dams to ensure compliance with the Federal Guidelines for Dam Safety (FEMA P-93) and ensure that any deficiencies are promptly remediated. Also ensure that inundation maps are maintained current.
- Relocate or "harden" public facilities and infrastructure located in flood zone.
- Ensure 24/7/365 monitoring of weather or other events that could result in major flooding.

Response

Response Objective

Expediently and effectively deploy County resources to save lives and limit damage to property.

Response Actions

Specific actions to respond to a major flooding event will be determined in the moment by incident command depending upon the location, severity, amount of advanced warning, and expected duration of the event. The following actions are typically common to most events:

- Initiate evacuations of affected areas predicted, or subject, to flooding.
- Use multi-media messaging to warn residents in areas likely to be affected where there is advance notice of potential flooding, to include persons hearing or visually impaired, or with limited English proficiency.
- Identify persons, families or facilities that may require assistance if evacuations are warranted and provide assistance as needed.
- Initiate search and rescue operations in affected areas.
- Establish shelters for dislocated persons and families.
- Promulgate preproperate emergency proclamation(s).

Evacuation Actions (if required)

Incident Command will determine if evacuation is required and issue evacuation orders. The EOC may support the evacuation by implementing the following actions as needed:



- Coordinate with Dial-A-Ride and other applicable agencies to identify and evacuate vulnerable households, including persons with disabilities and others with access and functional needs.
- Identify, secure, and publicize evacuation routes.
- Implement traffic management measures to facilitate evacuation and emergency vehicle access.
- Establish a FAC, phone bank, or other means to facilitate family reunification and to provide information to victims and families.
- Support the safe evacuation and sheltering of pets and livestock as necessary.
- Coordinate with the American Red Cross and Salvation Army for the feeding and sheltering of evacuees.
- Arrange for transportation for persons needing assistance, or without personal vehicles.
- Establish and publicize pick-up points for ambulatory persons needing transportation.

Demobilization and Recovery

Demobilization and Recovery Objectives

- Recover and restore County resources and capabilities.
- Return County departments to normal operations.
- Assist the community to return to normal.

Demobilization and Recovery Actions

This section outlines actions required to resume normal operations:

- Conduct “Hot wash(es)” with participating staff.
- County staff return to normal duties.
- Return non-expendable supplies and equipment to source.
- Return Mutual Aid resources to host agencies.
- Finalize financial and procurement records for FEMA/State reimbursement as applicable.
- Establish public/private/NGO long-term recovery task force.
- Participate in, and advise residents and businesses of, a multi-agency Disaster Recovery Center (DRC), if established.
- Prepare AAR/IP.

Roles and Responsibilities

The consequences of a serious flood incident either from prolonged rain or a dam failure could include a wide range of events including but not limited to structural damage to critical infrastructure, need to evacuate persons from threatened areas, personal injuries, and loss of life. The specific agency roles will be determined by IC and the EOC according to the situation.

General roles and responsibilities are described in the table below:

Table 44: Flood General Roles and Responsibilities

Emergency Problem	Lead Agency	ICS Position
Command and Coordination	Fire Departments, Sheriff's Office, CDD, OES	IC
Situation Reporting	Sheriff, Fire Departments., with assistance from CDD field units	Law Branch/Situation Unit



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

Building Collapse/Rescue	Fire Departments	Fire Branch
Medical/Mass Injuries	Ambulance and Fire	Medical Group
Hospital Disruption	Individual Hospital/Medical Center	Liaison
School Disruptions	School Districts	Liaison
Hazardous Materials Releases	Fire Departments, Environmental Health	Technology Specialist Unit
Major Fires	Fire Departments	Fire Branch
Dam or Levee Failures/Flooding	OES, CDD, Sheriff's Office	Public Works Branch
Evacuation Operations	OES and Sheriff	Law Branch
Utility Disruptions – Propane	Private Companies and Fire Departments	Utilities Group
Utility Disruptions – Electricity	PG&E	Utilities Group
Utility Disruptions – Water	Water Districts	Utilities Group
Utility Disruptions – Sanitation	City Utilities Departments	Utilities Group
Highway/Street Disruptions	Caltrans, CDD – Roads, CHP	Public Works Branch
Traffic Disruptions Management	CHP, Caltrans, and Sheriff	Traffic Group
Communications Disruptions	County Radio Tech	Communications Unit
Emergency Public Information	OES, Command Staff + Agency PIO's	Information Officer, PIOs
Security	Sheriff, Sonora Police Department, and Private Security Companies	Law Branch
Emergency Logistical Support	Command Staff, OES	Logistics Section
Displaced/Homeless	American Red Cross, Community Social Services, Salvation Army, Homeless Coordinator, HHSA	Shelter and Welfare Group
Building Inspection	CDD/Building Division	Technology Specialist Unit
Disease/Health Hazards	HHSA, Public Health	Technology Specialist Unit
Temporary Morgue	County Sheriff-Coroner	Morgue Group



Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- NRF 4th Edition, Roles and Responsibilities – Local Government pp. 25 – 30, U.S. Department of Homeland Security, October 28, 2019.
- Community Rating System – A Local Officials Guide to Saving Lives, Preventing Property Damage and Reducing the Cost of Flood Insurance, FEMA, March 2023.
- Local Mitigation Planning and Policy Guide. April 19, 2022, Effective April 19, 2023, FEMA.
- THIRA and Stakeholder Preparedness Review Guide
- CPM 201, 3rd Edition 2018, U.S. Department of Homeland Security.
- Developing and Maintaining EOPs – CPG 101, FEMA, September 2022, Version 3.0.
- Improving Public Messaging for Evacuation and Shelter in Place, Findings and Recommendation for Emergency Managers from Peer Reviewed Research April 2021, FEMA.
- Emergency Action Plan Review Tool (For Dam Emergency Action Plan) Cal OES – (undated)
- Emergency Operations Planning: Dam Incident Planning Guide, November 2019, FEMA.
- Local Evacuation and Mass Care Handbook, Michigan Department of State Police, Emergency Management and Homeland Security, March 2013.
- Northern California Catastrophic Flood Response Plan, June 2018, Cal OES.
- State of California Emergency Plan, October 1, 2017.
- EOP Crosswalk for Local Government Agencies, Cal OES.
- State of California, Best Practices for County Emergency Plans – First Edition, November 2021 Cal OES.
- Integrating AFN Within the Emergency Planning process - Best Practices for Stakeholder Inclusion, June 2020, Cal OES.
- Flood Preparedness and Response, U.S. Army Corps of Engineers, San Francisco Region (workshop presentation), October 21, 2015.
- Tuolumne County IPP, January 1 2023 – December 31 2023, Tuolumne County Office of Emergency Services.
- Mutual Aid Agreement, Tuolumne County – Tuolumne County Utilities District, April 4, 2023.
- Transportation Operations Emergency Plan, Tuolumne County Transit Agency (November 2012).



Geological Event: Earthquakes and Volcanic Disruption

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to respond to the damaging effects of a large scale or major emergency geological event, either an earthquake or volcanic disruption, impacting the County of Tuolumne.

The first priority when responding to any major emergency shall be to minimize the loss of life. Although focusing primarily on the County response, this Annex also identifies other local, state, federal and private sector responsibilities. The Annex is designed to unify all response agencies under ICS in order to best utilize joint resources and more effectively minimize damage to life and property caused by the effects of the event.

Quick Checklist of Emergency Actions

Table 45: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and Hazard-Specific Plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex is intended to serve as contingency response plan for all consequences associated with a damaging geological event. The Annex supplements the policies and procedures contained in the EOP Base Plan and assumes that the EOP and EOC will be activated. Procedures within this Annex solely address emergency response and short-term recovery. Response to a validated event prediction shall be based on policies as stated herein, and upon specific guidance or plans as provided by the County OES and Cal OES. This Plan is compatible with other city, County, and state emergency response plans.

It should be noted that this Annex is specifically designed to deal with major incidents and multiple emergencies (including fires, hazardous materials spill, etc.) that may be simultaneously triggered by an event of this nature (cascading effects). As a result, this Annex should take precedence for such multiple events.

It is recognized that if a major emergency event impacts the County and is regional in nature, the County will take the lead role in coordinating the multi-jurisdictional response under the provisions of this Annex, until additional assistance from the state and federal government becomes available.



Policies

The following pre-event policies apply to the applicable County departments referenced in this Annex. They are intended to provide guidance and information, before the event, that will expedite the initial alerting, mobilization, and response to a damaging event when it occurs or ahead of time if an event is predicted. Questions or clarifications should be directed to the County OES beforehand.

It shall be the policy of this County that a damaging earthquake, as referenced in this Annex, is defined as ground motion that causes any one of the following within Tuolumne County:

- One or more deaths.
- Six or more injuries.
- One or more structures suffering partial or complete collapse.
- Any significant failure of communication, transportation, or utility systems.
- Any other significant damage that in the opinion of the County Administrator or County OES Assistant Director (or their designees) warrants activation of this Annex.

It shall be the policy of the County that after the occurrence of a damaging earthquake, all on-duty departments referenced in this Annex should attempt to take the following initial actions:

- Place critical vehicles and equipment outside of buildings (e.g., fire apparatus outside of the fire stations, heavy equipment outside of corporation sheds).
- Survey the status of resources (Including numbers of personnel, vehicles, and equipment still available/or assigned to action/or out of service) and give a quick report of same to dispatch center or department headquarters.

It shall be the policy of the various County departments referenced in this Annex to have on file a current policy memo specific to each department and consistent with this Annex. The policy memo will outline for department employees the following information pertinent to a damaging geological event:

- The departments' general role or assignment during the event;
- Identify key staff (with alternates) and their anticipated role;
- Reporting locations; and
- Specific support materials needed to carry out their assigned responsibilities and how to obtain these support materials.

Situation Overview

The emergency response level is utilized to manage requests for service because of a No Damage or Light Damage earthquake or volcanic activity that is not life or real property threatening. On-duty crews will be able to handle the call volume with existing resources.

The disaster response level is deemed most appropriate for Moderate to Heavy Damaging earthquakes, or significant volcanic activity, because of the immediate inherent need for consolidated, situation reporting, coordination, logistical support, and major policy decision making. This Annex is based on the assumption that if an earthquake occurs and if significant damage is confirmed (or is obvious and accompanied by telephone interruptions) a disaster response level will more than likely be required. The CAO or the OES Assistant Director will determine the location and degree of EOC activation.



Hazard Description

Every few seconds, an earthquake occurs somewhere in California. The majority of these quakes cause little or no damage. Earthquakes of 6.5 magnitude or greater (generally considered moderate to heavy-damage earthquakes) occur within the state on an average of once every four years. The last 8.0 magnitude earthquake occurring in the state was the 1906 San Francisco earthquake.

Earthquake Activity in Tuolumne County

Historically, earthquake activity in Tuolumne County is significantly below the California state average. In fact, it has one of the lowest earthquake risks in the state. However, it remains 735% greater than the overall U.S. average. A total of 4 historical earthquake events with recorded magnitudes of 3.5 or greater occurred in or near Tuolumne County this past century.

Volcano

Volcanoes are openings, or ruptures, in the earth's crust, which allow hot magma, volcanic ash, and gases to escape from below the surface. Six volcanoes are found in close proximity to Tuolumne County making the areas volcano index higher than the Country's and the State's.

- Tuolumne County – 0.0102
- California – 0.0070
- United States – 0.0021

The volcano index value is calculated based on the currently known volcanoes using USA.com algorithms. It is an indicator of the possibility of a region being affected by a volcanic eruption. A higher volcano index value means a higher chance of being affected.

Potential Consequences

The following potential emergencies that may be triggered as a result of a damaging geological event impacting Tuolumne County include:

- Command and Coordination Problems
- Situation Reporting Problems
- Building Collapse with need for Rescue
- Mass Injuries
- Hospital Disruptions
- School Disruptions
- Hazard Material Releases
- Major Fires
- Dam Failures
- Evacuations
- Animal Services
- Utility Disruptions – Gas, Electric, Water, Sanitation
- Effects on Transportation Systems
- Communication Disruptions
- Need for Emergency Public Information
- Security Requirements



- Need for Emergency Logistical Support
- Assist Displaced/Homeless Persons and Families
- Building Inspections needs
- Public Health Issues
- Temporary Morgue
- Debris Removal

These emergencies or problems are discussed in detail below as a basis for planning and response to a major geological event. This Annex does not presume to predict the full range and depth of the event consequences. It does, however, attempt to reflect the most accurate estimate of the nature of emergencies or problems resulting from these types of emergencies occurring within Tuolumne County.

The potential direct and indirect consequences of a major emergency event, especially a heavy damaging earthquake, can severely stress the resources of a local community and will require a high level of self-help, coordination, and cooperation. Out-of-County assistance from local, state, federal and private agencies may be delayed for more than 72 hours, depending on the event's regional severity.

Command and Coordination Problems

Initial Out-of-County assistance from state, federal, mutual aid and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal emergencies, transportation disruptions, and family status concerns.

Earthquakes volcanic activity and may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Situation Reporting

A large-scale emergency event, such as an earthquake, may trigger many different types of emergencies simultaneously over a widespread area. This will overwhelm emergency resources and preclude the traditional direct response to each emergency. Normal means for reporting emergencies via a 911 phone dependent system will probably be lost to the general public. An overall assessment and prioritization of emergencies through a centralized means of situation reporting will be one of the first critical actions taken by local government. On-duty radio-equipped Public Safety and other field units may be the only means available to provide an initial survey of field areas and report damage information back to the Sheriff's Dispatch Center. An initial overloading of radio nets can be expected. Strict radio discipline must be enforced by dispatchers and may somewhat reduce the overload problem. Due to several factors (massive damage, limited personnel, transportation disruptions, communications overload, etc.) a complete situation report may take several hours to several days.

Building Collapse/Rescue

General factors leading to structural collapse include earthquake intensity, actual bedrock deformation, ground water content, liquefaction potential, distance from the fault, and building construction. The structures that will most commonly receive damage and fail in earthquakes are of un-reinforced masonry construction, particularly two or more stories in height. The main characteristics leading to failure in such buildings are high rigidity, low tensile and shear strength, and low capacity for bearing reversed loads and stresses. The collapses of such buildings are often responsible for many casualties and the need for



rescue. Many of these structures exist throughout the community and are quite typical in the downtown core. Other structural hazards that often cause casualties include falling bricks, flying glass, interior objects, plaster, unbraced cornices, parapets, and architectural ornamentation.

Framed-type structures, predominant in residential areas in this county, are more flexible than masonry and can withstand the large deformations of a major earthquake. The weak points of such structures, particularly in pre-1950 construction, are the connections between sill plates and foundations. During major earthquakes, older frame structures have slipped off their foundation. Additionally, even well-constructed buildings may sink during a major earthquake if foundations are built on areas susceptible to liquefaction (alluvial soils and high-water content).

For the purpose of this Annex, it is estimated that several of these earthquake-weak structures will be occupied and will partially collapse after a Heavy Damage earthquake. This will cause a high demand for light and heavy urban rescue. Volunteers from the general public, as directed by fire department personnel, will probably be needed to assist in rescue operations.

Mass Injuries

It should be assumed that a damaging geological event could easily produce casualties that will exceed and overwhelm local medical resources, including hospitals. Types of predominant injuries may include fractures, cuts, internal trauma, neurological damage, cardiac arrest, burns, shock, crush injuries, etc. Triage, treatment, and transport of serious injuries in the field and at established casualty collection points will likely be the primary initial activity of available personnel from first responders (Fire and EMS agencies), volunteer allied health professionals, private ambulance companies, and other advanced-life support (ALS) providers.

Establishment of Casualty Collection Points (CCPs) will require significant logistical support. Even with augmentation from volunteer doctors, nurses, pharmacists, chiropractors, dentists, veterinarians, first aiders, etc., a large shortfall of medical staff and supplies compared to casualties is still likely. The initial treatment of injuries will be heavily dependent upon self-help first aid from the surviving general public.

Hospital Disruptions

Hospitals are constructed to withstand the impacts of a heavy damaging earthquake. However, internal shaking may result in a temporary disruption of normal operations. The influx of a large number of walking wounded will likely cause immediate overloading for several hours. Hospitals will need to operate in accordance with their internal emergency plans.

School Disruptions

All public schools within Tuolumne County have been built in accordance with the Field Act and are constructed with seismic safety considerations. However, should school be in session during a major event, serious injuries of students and faculty can be anticipated due to flying glass from windows and flying interior objects. Schools would be immediately disrupted requiring them to either close or evacuate in accordance with their specific emergency response plans.

Hazardous Materials Releases

It is anticipated that several minor to moderate hazardous material spills or releases may occur as a result of a damaging geological event. The most common hazardous materials release would likely result from damaged propane tanks.

Spills or releases can be anticipated at facilities such as petroleum pumping and storage stations, school and hospital laboratories, water and waste treatment plants (raw sewage and chlorine leaks), retail stores, and other fixed facilities storing or using chemicals.



Major Fires

Because of improved building codes and better electrical distribution systems, major structural fires may not be as serious a life-safety problem as was demonstrated in the 1906 San Francisco earthquake. However, some major structural fires are likely to occur shortly after a heavy damaging earthquake. Causes of the fires can include propane gas line ruptures, electrical shorts, downed power lines, and flammable liquid spills. Additionally, the unique flume water supply system may be disrupted or unavailable for both domestic use and firefighting. Out-of-County mutual aid will be severely delayed. Modern, built-in fire protection systems to structures (e.g., sprinklers, detectors, etc.) may be ineffective because of reliance on structural integrity, water supply, and power.

Therefore, suppression of major fires will need to be prioritized based on the life-safety threat, availability of water, and availability of firefighting resources. Of primary importance will be alerting the public via the EAS to shut off gas and electric service if gas leaks are suspected.

Due to the potential for a large number of fires and other life-threatening situations drawing down fire suppression resources, normal firefighting operations may have to be altered. This could include defensive firefighting strategies that sacrifice certain structures to save others.

Dam Failures

There are 44 dams in Tuolumne County ranging from those that create large reservoirs for irrigation, water supply, or power generation, to smaller impoundments which are part of water distribution or treatment systems or intended to provide a recreational amenity. An urgent priority after a damaging geological event will be to check all dams that could have been affected. If damage is found, actions listed in a Dam Failure Evacuation Plan should be followed. This may include broadcasting information over the EAS and/or using public safety personnel to evacuate areas, if necessary.

Evacuation

When indicated, evacuations as a result of a hazardous material spill or radiation release will be a high priority. However, since some transportation systems may be disrupted for up to six to twelve hours, consideration must be given to the increased time required to evacuate, and to the viability of air, or foot evacuation as well as sheltering in place.

Animal Services

The most effective and efficient way to minimize animal safety risks is for the individuals and responding agencies to be properly prepared to address animal issues well in advance of a disaster. To meet this need, Tuolumne Animal Control has developed an animal control plan for disaster situations.

Effects On Utilities

Propane Gas

Due to a damaging geological event, there could be disruption in propane gas lines. There are no natural gas distributions lines in the County.

Electric Power

Most structures in Tuolumne County do not have emergency generator capabilities and can expect to be without electrical power for several hours to several days. Additionally, some emergency generators may fail due to lack of maintenance and bracing (bolted to foundation) or flooding. In addition, short-term service of these standby units can be expected due to inadequate fuel supplies.

In an earthquake event, the loss of electric power would primarily be from breakage of overhead wires. Inadequate anchorage and mounting of equipment on poles and in transmission sub-stations would also



contribute to power disruptions. Lattice type steel towers supporting major transmission lines have an inherent earthquake resistance and are not anticipated to be a significant hazard. Ironically, fires may be caused by the premature restoration of electrical power.

Water Service

Water line breakage should be anticipated at service lines to structures. Leaks and breaks may also occur along the main distribution lines. Localized damage to pump stations, storage facilities, and the flume delivery structure can be anticipated. Water contamination must be expected and will require purification of all available sources. The importation of water from outside sources may be required for several weeks to several months after the event. Long-term, widespread strict rationing of water may be a consideration.

Sewage Collection Systems

Damage to the sewer system and treatment plants is expected. Numerous breaks in small and large lines, as well as a general overloading of such systems, may cause the dumping of raw sewage into the environment, which will present a significant health hazard. Chlorine releases from treatment sites are also a serious hazard consideration.

Effects On Transportation Systems

A damaging geological event could disrupt normal transportation systems causing severe traffic management problems as well as delays to response, evacuation, and logistical support for up to six to twelve hours. Caltrans has completed a seismic evaluation and upgrade of the bridges on the state highways within the County. Those bridges are anticipated to survive a heavy damage earthquake. However, the partial failure of other bridges, particularly when on soft ground, will require evaluation and ramping before their use and would inhibit traffic flow in many areas. The primary cause of surface transportation failure would be from road deformation. In addition, the potential for landslides exists in numerous locations throughout the County. Surface street blockage by debris would also cause delays and temporary road closures.

The Columbia and Pine Mountain Lake Airports are anticipated to be sufficiently intact to handle air support. The Columbia Airport runway can handle air support and the heavy aircraft (C130s) used for emergency response. It is anticipated that air traffic will increase due to an influx of news media and air space restriction may be required.

Effects On Communications

Telephone System

A damaging geological event may immediately knock out most of the telephone system. Telephone equipment, both hard wired and cell sites, would be adversely affected primarily by overloading (post-earthquake calls in and out of the area), and complicated by physical damage and condition of equipment (such as displaced handsets and damaged cell sites). Essential service lines may survive but will not be primarily relied upon by this Annex. Pay telephones are often on essential service lines and may offer some emergency assistance to the general public. A higher percentage of dedicated landlines are anticipated to survive as compared to the normal telephone system and essential service lines. It should be noted that in past earthquakes the phone system appeared to be out, but, in fact, the service was available in many areas after a 30-second delay for a dial tone.

Radio Communications

One of the major factors reducing radio efficiency after any major emergency event is the inundation of non-essential radio traffic and lack of radio discipline. Due to the topography in Tuolumne County, the



use of mountain-top repeaters is necessary. Should these facilities be damaged, the radio system would be significantly compromised.

Effective radio communications may require the augmentation of RACES personnel and the use of "car to car" relay systems. In the absence of emergency power to some agency base stations, portable radios may be the only available means of radio communications. However, portable radios have limited reach and the life of their batteries is only four to six hours. A runner system may be the last resort means of reliable communications but will cause inherent delays.

Note: RACES personnel and equipment are co-located in the County EOC at 18440 Strike Court, Sonora, California 95370.

Need For Emergency Public Information/EAS

Following a damaging geological event, it can be anticipated that the public will have a high need for basic emergency public information. This information will be provided by the PIO and distributed through Emergency Broadcast Messages, EAS, other communication resources such as the Reverse 911 System, and IC approved press releases.

Security

Looting is not anticipated to be a major problem for Tuolumne County. However, security to control access into and out of the most highly damaged areas will be a major consideration for law enforcement agencies. Protection of food and other critical supplies may also be a consideration for law enforcement agencies.

Emergency Logistical Support

The procuring, stockpiling and distribution of essential supplies for the general public and emergency workers (e.g., food, water, fuel, shelters, etc.) will be necessary after a damaging geological event. It is anticipated that large numbers of the surviving public within the area will offer volunteer assistance and donations of food, clothing, shelters, etc. The Capital Region Chapter of the American Red Cross may provide assistance in receiving, registering and organizing offers for volunteer assistance and shelters. The local Salvation Army may provide assistance in receiving, stockpiling and distributing volunteer donations of food, clothing, water, etc. Self-sufficiency information will be provided over a variety of communication systems. Additional support will be requested from the state and federal governments.

Displaced and Homeless Citizens

Congregate Care

A significant number of displaced or homeless citizens can be anticipated after a damaging geological event. A considerable number of these will probably be self-sufficient in nature (e.g., tenting in front yard, temporarily living with relatives or neighbors, etc.). An estimated 20% of the displaced and homeless will require public sheltering as provided by the American Red Cross and will require significant logistical support. Long-term "tent" or "mobile home" cities for a majority of the displaced and homeless may be a consideration.

AFN

Emergency managers and shelter planners should include in the planning process people with expertise and experience in dealing with the logistical requirements of providing shelter for individuals with AFN. Once established, shelter staffing should include individuals who are knowledgeable in AFN.



FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters" outlines details regarding accommodating the needs of this population. It can be found at: www.fema.gov/pdf/about/odc/fnss_guidance.pdf

Building Inspection

It is anticipated that an organized building inspection process will be required of local resources immediately after a damaging geological event. Building inspections of critical facilities such as hospitals, schools, police, and fire stations will be required to more clearly identify damage and to post unsafe buildings.

Public Health

In the aftermath of an earthquake, the health care system will be overburdened with physical injuries sustained during the incident in addition to psychological trauma. Dust causes further trouble by causing eye and respiratory-tract irritation which can quickly hamper rescue and clean-up operations if full-face respirators are not used. Many commercial and school buildings in the United States are heavily laden with asbestos, which will likely pulverize if the buildings collapse. Asbestos and other particulate matter in the dust could pose both sub-acute and chronic respiratory hazards to entrapped victims as well as to rescue and clean-up personnel. Industrial facilities storing hazardous materials could contribute to the generation of toxic products following an event.

Public health effects from volcanic activity can include respiratory difficulty and eye irritation due to ash. Harmful amounts of carbon dioxide, sulfur dioxide, hydrogen sulfide, and hydrogen halides can also be emitted.

Earthquakes can result in major water service disruptions. In some cases, harmful microorganisms could enter drinking water supplies because of water main or pipe breaks and damage to water treatment plants. The absence of potable water will likely engender an increase in diarrheal illnesses.

Temporary Morgues

The potentially large number of deaths associated with a damaging geological event will create a need for the Sheriff-Coroner to establish temporary morgue sites and operations. Refer to [Tuolumne County Sheriff-Coroner's Office Mass Fatality Plan](#).

Debris Removal

Damaging geological events may result in significant debris accumulations on both public and private property. In some cases, debris may include hazardous materials that require special handling. Suitable locations for disposal of debris must be identified. Private property owners may need assistance in removing debris from their properties.

Concept of Operations

Planning Assumptions

Coordinating the emergency response to a major disaster will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial Out-of-County assistance from state, federal, mutual aid and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal casualties, transportation disruptions, and family status concerns.



Certain types of events may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and/or mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.
- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with the ICS, SEMS, and NIMS as the emergency organization and the emergency management system for response to all hazardous materials events impacting Tuolumne County.

The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity of the potential threat, and available resources. Objectives and typical actions for each phase are described below.

Phase 1: Preparedness

Preparedness Objectives

- Protect public facilities and infrastructure.
- Involve and educate the public on measures to prepare for earthquakes.

Training and Exercises

County OES develops and maintains an annual comprehensive emergency management training and exercise program, the Integrated Preparedness Plan. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.

Typical Preparedness Actions

The County can take a number of actions to minimize loss of life, property damage, and damage to critical infrastructure from a damaging geological event. These actions include:

- Implement mitigation measures identified in the Tuolumne County MJHMP. The plan identifies mitigation measures that, if implemented, can potentially reduce damage to County facilities due to earthquakes.
- Educate County residents and business owners about the threat of catastrophic earthquakes and volcanic disturbances and urge them to implement mitigation measures to protect their own properties. These educational actions can include information posted on the County website and Facebook page; handout information at County facilities; presentations to faith-based organizations and civic groups; and participation in emergency preparedness events.



- Educate County residents on the importance of maintaining supplies of food, water, medications, pet food, and other essential supplies.
- Educate County residents on the importance of having Family Preparedness Plans.
- Encourage Neighborhood Watch groups and other neighborhood associations to develop neighborhood disaster preparedness plans.
- Facilitate and encourage residents to take CERT training, both initial and ongoing.
- Educate business owners on the importance of having COOPs to be able to get back in business as quickly as possible following an earthquake or other disaster.
- Use County code enforcement actions to ensure that new development and renovations to existing structures incorporate earthquake resistance measures during construction.
- Develop procedures to identify and notify residents that may need special assistance.

Short-Term Preparedness Actions

Earthquakes occur with little or no warning. However, California has developed alert systems that may provide 30 – 60 seconds warning of an impending quake. Public safety personnel (fire and sheriff) should be equipped with the latest systems to allow time to act to protect personnel and equipment.

Phase 2: Response

The IC will be responsible for overall implementation in the field of this Annex. The IC will act as the overall field coordinator of the emergency measures carried out by all responding agencies and personnel. The IC will also make requests for resources needed.

Response Objective

Expediently and effectively deploy County resources to save lives and limit damage to property.

Typical Response Actions

- Immediately after a damaging geological event initiate the following actions:
- Activate the EOP and EOC.
- Initiate search and rescue operations in affected areas.
- Establish shelters for dislocated persons and families.
- Promulgate appropriate emergency proclamation(s).
- Coordinate response activities with Cal OES Regional EOC and neighboring jurisdictions.
- Identify facilities such as retirement and nursing homes and other facilities housing persons who may need special assistance.
- If power is lost request Pacific Gas & Electric list of residents with electrically powered durable medical devices.
- Coordinate with Dial-A-Ride to identify vulnerable households, including persons with disabilities and others with access and functional needs.
- Dispatch County crews to inspect and document damage to County facilities.
- Monitor news media, EAS, and WEA for latest information.
- Develop preliminary damage estimates to support applications for FEMA and state disaster aid.
- Establish a FAC, phone bank, or other means to facilitate family reunification and to provide information to victims and families.

Evacuation Actions



Incident Command will determine if evacuation is required and issue evacuation orders. The EOC may support the evacuation by implementing the following actions as needed:

- Coordinate with Dial-A-Ride and other applicable agencies to identify and evacuate vulnerable households, including persons with disabilities and others with AFN.
- Identify, secure, and publicize evacuation routes.
- Implement traffic management measures to facilitate evacuation and emergency vehicle access.
- Support the safe evacuation and sheltering of pets and livestock as necessary.
- Coordinate with the American Red Cross and Salvation Army for the feeding and sheltering of evacuees.
- Arrange for transportation for persons needing assistance, or without personal vehicles.
- Establish and publicize pick up points for ambulatory persons needing transportation.

Phase 3: Demobilization and Recovery

Planning for demobilization and recovery should commence as soon as possible. If there is extensive fatalities, injuries, or physical damage, a recovery team should be organized to coordinate recovery to include utilities, financial institutions, physical and mental health providers, schools, faith-based organizations, and County departments.

Demobilization and Recovery Objectives

- Recover and restore County resources and capabilities.
- Return County departments to normal operations.
- Assist the community to return to normal.

Typical Demobilization and Recovery Actions

- Conduct hot wash(es) with participating staff.
- Return County staff to normal duties.
- Return non-expendable supplies and equipment to source.
- Return Mutual Aid resources to host agencies.
- Establish public/private/NGO long-term recovery task force.
- Prepare AAR/IP.
- Conduct and document a post-disaster damage assessment of County buildings and infrastructure, including dollar cost estimates.
- Work with the Cal OES Region to document damage and losses.
- Review FEMA and state cost recovery policies and procedures and apply for reimbursement for eligible costs and losses.
- Participate in and advise residents of location of LACs where they can obtain assistance, grants, and loans.

Roles and Responsibilities

The consequences of a damaging geological event could include a wide range of events including but not limited to structural damage to critical infrastructure, need to evacuate persons from dangerous structures, fires, flooding, hazardous materials release, personal injuries, and loss of life. The specific agency roles will be determined by Incident Command and the EOC according to the situation.



General roles and responsibilities are described in the table below:

Table 46: Geological Event General Roles and Responsibilities

Emergency Problem	Lead Agency	ICS Position
Command and Coordination	OES, Fire Departments, Sheriff's Office, and CDD	Incident Commander
Situation Reporting	Sheriff, Fire Departments., with assistance from CDD field units	Law Branch/Situation Unit
Building Collapse/Rescue	Fire Departments	Fire Branch
Medical/Mass Injuries	Ambulance and Fire	Medical Group
Hospital Disruption	Individual Hospital/Medical Center	Liaison
School Disruptions	School Districts	Liaison
Hazardous Materials Releases	Fire Departments, Environmental Health	Technology Specialist Unit
Major Fires	Fire Departments	Fire Branch
Dam or Levee Failures/Flooding	OES	Public Works Branch
Evacuation Operations	OES and Sheriff	Law Branch
Utility Disruptions – Propane	Private Companies and Fire Departments	Utilities Group
Utility Disruptions – Electricity	PG&E	Utilities Group
Utility Disruptions – Water	Water Districts	Utilities Group
Utility Disruptions – Sanitation	City Utilities Departments	Utilities Group
Highway/Street Disruptions	Caltrans, CDD – Roads, CHP	Public Works Branch
Traffic Disruptions Management	CHP, Caltrans, and Sheriff	Traffic Group
Communications Disruptions	County Radio Tech	Communications Unit
Emergency Public Information	OES, Command Staff + Agency PIO's	Information Officer, PIOs
Security	Sheriff, Sonora Police Department, and Private Security Companies	Law Branch
Emergency Logistical Support	Command Staff, OES	Logistics Section
Displaced/Homeless	American Red Cross, Community Social Services, Salvation Army	Shelter and Welfare Group
Building Inspection	CTA/Building Division	Technology Specialist Unit
Disease/Health Hazards	HHSA	Technology Specialist Unit
Temporary Morgue	County Sheriff-Coroner	Morgue Group

Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- National Response Framework 4th Edition: Roles and Responsibilities – Local Government pp. 25 – 30 U.S. Department of Homeland Security, October 28, 2019
- Local Mitigation Planning and Policy Guide, April 19, 2022, Effective April 19, 2023, FEMA.
- Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder, Preparedness Review Guide (FEMA).
- Comprehensive Preparedness Guide (CPM 201) 3rd Edition 2018, U.S. Department of Homeland Security.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

- Developing and Maintaining Emergency Operations Plans - Comprehensive Preparedness Guide (CPG 101), FEMA, September 2022, Version 3.0.
- Improving Public Messaging for Evacuation and Shelter in Place, Findings and Recommendation for Emergency Managers from Peer Reviewed Research, April 2021, FEMA.
- Hazardous Material Incidents Guidance for State, Local, Tribal and Private Sector Partners, August 2019, FEMA.
- Pre-Disaster Recovery Planning Guide for Local Governments, February 2017, FEMA.
- Hazardous Material Incident Contingency Plan, January 1991, Cal OES.
- Hazardous Materials Tool Kit, Revised January 2014, Cal OES.
- Local Evacuation and Mass Care Handbook, Michigan Department of State Police Emergency Management and Homeland Security, March 2013.
- State of California Emergency Plan, October 1, 2017.
- Emergency Operations Plan Crosswalk for Local Government Agencies, Cal OES.
- State of California, Best Practices for County Emergency Plans – First Edition, November 2021, Cal OES.
- Integrating Access and Functional Needs Within the Emergency Planning Process – Best Practices for Stakeholder Inclusion, June 2020, Cal OES.
- Emergency Support Function #4 – Firefighting Annex, FEMA, June 2016.
- Tuolumne County Integrated Preparedness Plan (IPP), January 1 2023 – December 31 2023, Tuolumne County Office of Emergency Services.
- Mutual Aid Agreement, Tuolumne County – Tuolumne County Utilities District, April 4, 2023.
- Transportation Operations Emergency Plan, Tuolumne County Transit Agency (November 2012).
- Tuolumne County Sheriff-Coroner's Office Mass Fatality Plan, 2020.



Hazardous Materials Release

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to respond to the damaging effects of a large-scale or major hazardous materials release impacting Tuolumne County.

The first priority when responding to any major emergency shall be to minimize the loss of life. Although focusing primarily on the County response, this Annex also identifies other local, state, federal and private sector responsibilities. The Annex is designed to unify all response agencies under ICS to best utilize joint resources and more effectively minimize damage to life and property caused by the effects of the event.

Quick Checklist of Emergency Actions

Table 47: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and Hazard-Specific Plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex is intended to serve as contingency response plan for all consequences associated with a large-scale release of hazardous materials. The Annex supplements the policies and procedures contained in the EOP Base Plan and assumes the EOP and EOC will be activated. Procedures within this Annex solely address emergency response and short-term recovery. Response shall be based on policies as stated herein, and upon specific guidance or plans as provided by the County OES and Cal OES. This Annex is compatible with other city, County, and state emergency response plans.

The Tuolumne County Integrated Hazardous Waste Management Plan defines policies and procedures relating to the storage, handling, and disposal of hazardous waste.

It is recognized that if a major hazardous material release requires a multi-agency response, the County will take the lead role in coordinating response and short-term recovery under the provisions of this Annex, until additional assistance from the state and federal government becomes available.

Policies

The following policies apply to the applicable County departments referenced in this Annex. They are intended to provide guidance and information, before the event, that will expedite the initial alerting, mobilization, and response to hazardous materials release.



It shall be the policy of this County that a large-scale hazardous materials release, as referenced in this Annex, is defined as an incident that results in any one of the following within Tuolumne County:

- Release, or potential release of hazardous material harmful to humans in or near a populated area.
- One or more deaths
- Six or more injuries
- Release that requires the evacuation of multiple residents or businesses.
- Any release that requires significant remediation prior to allowing re-entry of non-emergency persons.
- Any other significant impact that in the opinion of the County Administrator or County OES Assistant Director (or their designees) warrants activation of this Plan.

It shall be the policy of the County that on the occurrence of a major hazardous materials release, relevant on-duty departments referenced in this Annex should attempt to take the following initial actions:

- Protect or relocate critical vehicles, supplies, and equipment.
- Survey the status of resources (Including numbers of personnel, vehicles, and equipment still available, assigned to action or out of service) and give a quick report of same to dispatch center or department headquarters.

It shall be the policy of the various County departments referenced in this Annex to have on file a current policy memo specific to each department and consistent with this Annex. The policy memo will outline for department employees the following information pertinent to a hazardous materials release:

- The departments' general role or assignment during the event.
- Identify key staff (with alternates) and their anticipated role.
- Reporting locations.
- Specific support materials needed to carry out their assigned responsibilities and how to obtain these support materials.

It is the policy of the County that the use, storage, transport, treatment and disposal of hazardous materials and hazardous wastes within Tuolumne County complies with federal, state, and local regulations and safety standards.

Situation Overview

The emergency response level is utilized to manage requests for service as a result of a hazardous materials release that is not life property threatening, poses no threat to public health, and does not result in the need for extensive remediation. On-duty crews will be able to handle the call volume with existing resources.

The most appropriate disaster response level is determined for a confirmed hazardous materials release meeting any of the criteria above because of the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision-making. This Annex assumes that if a major hazardous materials release occurs, a disaster response level will more than likely be required. The CAO or the OES Assistant Director will determine the location and degree of EOC activation.

Hazard Description

For the purposes of this Annex, hazardous materials are defined as any substance which is a physical or health hazard as defined under Occupational Health and Safety Administration (OSHA) 29 Code of



Federal Regulations (CFR) 1919.120 and 1910.1200, and California Health and Safety Code (HSC), Division 20, Chapter 6.5. Regulations adopted from the HSC are found in the California Code of Regulations (CCR), division 4.5, title 22. In addition, radioactive and non-radioactive materials, and explosives in reportable quantities, as well as other chemical hazards, are included as hazardous materials.

As defined per FEMA Emergency Support Function (ESF) #10 Oil and Hazardous Materials Response Annex: Numerous emergencies or disasters have the potential to include a release of hazardous materials. The release of hazardous materials may be the cause for the initial response, or response may be necessary due to a cascading event when the release of a hazardous material is discovered during the response activities. A release could potentially occur at a fixed site or could involve a transportation incident on land or offshore.

A release from a fixed site would typically involve a known substance. Planning documents and anticipated plume modeling may be available to responders. Hazardous waste facilities and vessels are required to develop and maintain emergency response plans, to include evacuation plans and procedures reporting requirements, and site security measures.

The release of a hazardous material in-transit may involve an unknown or un-placarded substance and have a higher potential to affect transportation routes. In-transit events are expected to have no warning and may involve the need for first responders to enter an area before the release is known, causing additional safety concerns on site as well as the potential need for longer term.

Within the County there are several fixed-site facilities reporting hazardous substances. Tuolumne County Environmental Health Division is certified by Cal-EPA as the Certified Unified Program Agency (CUPA) that administers specific hazardous materials and hazardous waste programs for fixed sites. A Hazardous Materials Business Plan (HMBP) is required for any facility that stores materials in quantities greater than 55 gallons for liquids, 500 pounds for solids, or 200 cubic feet for gases.

Three major highways (State Routes 49, 108, 120) cross through Tuolumne County. Any of these highways could be the site of a hazardous materials release due to a transportation accident.

Potential Consequences

The following potential emergencies that may be triggered as a result of a major hazardous materials release impacting Tuolumne County include:

- Command and control issues
- Situation reporting issues
- Effects on schools
- Evacuation
- Animal care
- Effects on utilities
- Effects on the transportation systems
- Need for emergency public information
- Security
- Displaced persons/homeless
- Effects on hospitals
- Public Health



These emergencies are discussed in detail below as a basis for planning and response to a major hazardous materials release. This Annex does not presume to predict the full range and depth of the event consequences. It does, however, attempt to reflect the most accurate estimate of the nature of emergencies resulting from these types of emergencies occurring within Tuolumne County.

Command and Coordination Problems

Commanding and coordinating the emergency response to a major hazardous materials release will put a significant strain on local government and its emergency response organization. Multiple agencies (local, state, and federal) will be involved in the response, as well as private sector owners and operators of the source of the release. Response activities will involve a unified command structure and coordinated public information efforts. While many of these agencies are experienced in working together, some, such as transportation agencies and private sector entities may not, posing challenges to command and coordination.

Situation Reporting

The type and quantities of the hazard material released, the geographic extent of the danger, and the potential effects on the population may not be known at the outset of the emergency, particularly in the case of a transportation accident.

School Disruptions

Should school be in session, it is quite possible that a transportation accident resulting in a hazardous materials release on the County Road system, or a state highway may prevent parents from picking up their children in a timely manner. School bus routes may also be affected. On a short-term basis, schools may be closed. If school facilities are contaminated, schools may be closed for extended periods during remediation, or shut down permanently.

Evacuation

Threatened areas of the County may require evacuation to minimize injury and loss of life, and to allow response and remediation personnel to operate without interference. The IC or EOC Director will need to balance several factors when developing Evacuation Plans. These include severity of threat, location, time of day, and geographic extent of potential risk. Persons without personal transportation may need transportation assistance. Persons with disabilities and access and functional needs will need to be identified, notified, and provided with transportation assistance.

Animal Services

The most effective and efficient way to minimize animal safety risks is for the individuals and responding agencies to be properly prepared to address animal issues well in advance of a disaster. To meet this need, Tuolumne Animal Control has developed an Animal Control Facility and Temporary Animal Shelters Emergency Action Plan that outlines roles and responsibilities regarding support animal welfare and sheltering needs during an emergency.

Effects On Utilities

Water Service

Water supplies and systems may be contaminated, requiring the temporary importation of water from outside sources.

Effects On Transportation Systems



A release resulting from an accident on a major arterial or state highway could create traffic management problems during response and remediation for hours or possibly days.

Need for Emergency Public Information and EAS

Following a major emergency event, it can be anticipated that the public will have a high need for basic emergency public information. This information will be provided by the PIO and distributed through approved press releases, the EAS, or other communication systems.

Security

If the incident is the result of criminal or terrorist activity, response and remediation activities will have to be coordinated with on-scene investigation by County and local law enforcement, as well as the FBI.

Displaced and Homeless Citizens

A hazardous materials release that poses a threat to health, or a potential explosion may require the evacuation of persons from homes and businesses. If extended remediation is required, it may be days or weeks before persons may be permitted to return.

Short-term shelter may be provided by the Red Cross for evacuees displaced by the event. If extended displacement is anticipated evacuees may need assistance with temporary housing. Shelter operations and measures to provide temporary housing should include provision for persons with disabilities or those who have AFN.

FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters" outlines details regarding accommodating the special need of this population. It can be found at: www.fema.gov/pdf/about/odc/fnss_guidance.pdf.

Hospital Disruptions

Hospitals may experience a surge of people suffering from the effects of a hazardous materials release. Depending upon the nature of the material, some patients may require special treatment.

Public Health

A major hazardous materials release may have both short- and long-term adverse effects on public health.

Concept of Operations

Planning Assumptions

Coordinating the emergency response to a major disaster will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial Out-of-County assistance from state, federal, mutual aid and private agencies will may not be able to assist until several hours after the release is so for planning purposes, local governments must presume that they will essentially be on their own during the initial response.

Initial Response

When a release produces hazards, priority will be given to emergency operations to control, remove, prevent, or suppress such hazards. Identification of the type and quantity of the materials involved in an incident is essential to obtain technical assistance to effectively and safely control and eliminate the hazards and to undertake cleanup operations. The identity of the shipper, carrier, or storage facility operator involved is also necessary so that the responsible party can be quickly notified to meet legal obligations to remove the hazard and clean up the spilled material.



The IC will establish perimeters for safe area operations and for the protection of the public and the environment. The IC will also monitor the situation continually to keep abreast of any changes that may cause their perimeters to be changed.

The IC will be responsible for overall implementation in the field of this incident response annex. The Incident Commander will act as the overall field coordinator of the emergency measures carried out by all responding agencies and personnel. The IC will also make requests for resources needed.

Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.
- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with the ICS, SEMS, and NIMS as the emergency organization and the emergency management system for response to all damaging extreme weather events impacting Tuolumne County.

The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity of the potential threat, and available resources. Objectives and typical actions for each phase are described below.

Phase 1: Preparedness

Preparedness Objective

Protect the public from the consequences of the accidental or intentional release of hazardous material that can have adverse effects.

Training and Exercises

County OES develops and maintains an annual comprehensive emergency management training and exercise program, the IPP. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.

Preparedness Actions

The following actions can reduce the chances of a hazardous materials release, or the adverse consequences of a release:

- Implement mitigation measures identified in the Tuolumne County MJHMP.
- Implement the Tuolumne County Comprehensive Hazardous Waste Management Plan to protect life, safety, and property by reducing the potential for future damages and economic losses that result from hazardous materials and hazardous waste.
- Implement the hazard reduction measures as listed in County General Plan.



- Use County code enforcement actions to dangers created by the improper handling, storage, and transportation of hazardous materials.
- Develop procedures to identify, notify, and evacuate residents that may need special assistance.

Phase 2: Response

Response Objectives

- Eliminate or limit the exposure of the public to hazardous materials.
- Safety for first responders.
- Mitigate the potential for long-term adverse public health outcomes through effective clean up and mitigation actions.

Response Actions

Specific response actions will be determined at the time of the incident based upon the quantity, location, and type or material released. The following are typical actions likely to be implemented:

- Activate the EOP and EOC.
- Determine the hazard, emphasizing speed of response and the safety of lives.
- Initiate operations to neutralize the hazard.
- Provide emergency medical treatment to injured persons.
- Establish an assembly point a safe distance from the scene, where all persons evacuated from the scene should be gathered for identification, interviewing, and medical treatment.
- Arrange for transport of persons needing immediate hospital treatments.
- Establish a perimeter around the site and assembly point, and staff this perimeter to prevent unauthorized entry or exit.
- Evacuate nearby properties if necessary.
- Provide traffic control around the site to keep the public a safe distance away and provide clear access for first responders.
- Notify members of the public about the incident, emphasizing keeping the public informed as to the status of the emergency/disaster.
- Determine the need for additional, specialized capabilities and resources.
- Coordinate response activities with the OES Regional EOC and neighboring jurisdictions.
- Issue an emergency proclamation to facilitate response.
- Identify facilities such as retirement and nursing homes and other facilities housing persons who may need special assistance.
- Consult with the Public Health Officer and issue appropriate health warnings due to release of hazardous materials.

Evacuation Actions

Incident Command will determine if evacuation is required and issue evacuation orders. The EOC may support the evacuation by implementing the following actions as needed:

- Coordinate with Dial-A-Ride and other applicable agencies to identify and evacuate vulnerable households, including persons with disabilities and others with access and functional needs.
- Identify, secure, and publicize evacuation routes.



- Implement traffic management measures to facilitate evacuation and emergency vehicle access.
- Establish a FAC, phone bank, or other means to facilitate family reunification and to provide information to victims and families.
- Support the safe evacuation and sheltering of pets and livestock as necessary.
- Coordinate with the American Red Cross and Salvation Army for the feeding and sheltering of evacuees.
- Arrange for transportation for persons needing assistance, or without personal vehicles.
- Establish and publicize pick up points for ambulatory persons needing transportation.

Phase 3: Demobilization and Recovery

Planning for demobilization and recovery should commence as soon as possible. If there are extensive fatalities, personal injuries, or physical damage, a recovery team should be organized to coordinate recovery to include utilities, financial institutions, physical and mental health providers, schools, faith-based organizations, and County departments.

Recovery Objectives

- Return the site to a safe condition.
- Participating County departments and agencies resume normal operations.
- Damaged or contaminated County facilities decontaminated, repaired, or replaced.
- Assist the community to recover and return to normal.

Recovery Actions

Once the immediate hazard has been eliminated the County should take the following actions:

- Conduct hot washes with EOC staff and first responders.
- Consult with the Public Health Officer regarding the existence of ground or groundwater contamination.
- Remediate the site by eliminating and properly disposing of hazardous and contaminated materials.
- Establish reentry procedures and checkpoints for residents reentering their properties.
- Identify and secure any areas deemed unsafe for reentry.
- Notify the public when it is safe to reenter, and of any areas deemed unsafe.
- Conduct and document a damage assessment of County buildings and infrastructure, including dollar cost estimates.
- If a federally declared disaster occurs:
 - Work with the OES Region to document damage and losses for potential state and FEMA reimbursement.
 - Review FEMA and state disaster cost recovery policies and procedures and apply for reimbursement eligible costs and losses.
 - Coordinate with state and federal agencies to stand up a LAC where residents and business owners can obtain assistance, grants and loans and publicize location and hours of operation.
 - Inventory any damage or loss of mutual aid equipment provided by other agencies.



- Provide mental health support services for first responders and other County staff who may have experienced emotional trauma during the response.
- Prepare comprehensive AAR/IP.

Roles and Responsibilities

The consequences of a hazardous materials incident could include a wide range of events including but not limited to the need to evacuate persons from dangerous areas, fires, short- and long-term threats to public health, personal injuries, and loss of life. The specific agency roles will be determined by IC and the EOC according to the situation.

General roles and responsibilities are described in the table below:

Table 48: Hazardous Materials General Roles and Responsibilities

Emergency Problem	Lead Agency	ICS Position
Command and Coordination	OES, Fire Departments, Sheriff's Office, and CDD	Incident Commander
Situation Reporting	Sheriff, Fire Departments	Law Branch/Situation Unit
Building Collapse/Rescue	Fire Departments, CDD/Building Division	Fire Branch
Medical/Mass Injuries	Ambulance and Fire	Medical Group
Hospital Disruption	Individual Hospital/Medical Center	Liaison
School Disruptions	School Districts	Liaison
Hazardous Materials Releases	Fire Departments, Environmental Health	Technology Specialist Unit
Major Fires	Fire Departments	Fire Branch
Dam or Levee Failures/Flooding	OES, CDD	Public Works Branch
Evacuation Operations	OES and Sheriff	Law Branch
Utility Disruptions – Propane	Private Companies and Fire Departments	Utilities Group
Utility Disruptions – Electricity	PG&E	Utilities Group
Utility Disruptions – Water	Water Districts	Utilities Group
Utility Disruptions – Sanitation	City Utilities Departments	Utilities Group
Highway/Street Disruptions	Caltrans, CDD – Roads, CHP	Public Works Branch
Traffic Disruptions Management	CHP, Caltrans, and Sheriff	Traffic Group
Communications Disruptions	County Radio Tech	Communications Unit
Emergency Public Information	OES, Command Staff + Agency PIO's	Information Officer, PIOs
Security	Sheriff, Sonora Police Department, and Private Security Companies	Law Branch
Emergency Logistical Support	Command Staff, OES	Logistics Section
Displaced/Homeless	American Red Cross, Community Social Services, Salvation Army, Homeless Coordinator, HHSA	Shelter and Welfare Group
Building Inspection	CTA/Building Division	Technology Specialist Unit
Disease/Health Hazards	HHSA, Public Health	Technology Specialist Unit
Temporary Morgue	County Sheriff-Coroner	Morgue Group



Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- National Response Framework 4th Edition: Roles and Responsibilities – Local Government pp. 25 – 30, U.S. Department of Homeland Security, October 28, 2019.
- Local Mitigation Planning and Policy Guide, April 19, 2022, Effective April 19, 2023, FEMA.
- Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review Guide (FEMA).
- Comprehensive Preparedness Guide (CPM 201) 3rd Edition 2018, U.S. Department of Homeland Security.
- Developing and Maintaining Emergency Operations Plans - Comprehensive Preparedness Guide (CPG 101), FEMA, September 2022, Version 3.0.
- Improving Public Messaging for Evacuation and Shelter in Place Findings and Recommendation for Emergency Managers from Peer Reviewed Research, April 2021, FEMA.
- Hazardous Material Incidents, Guidance for State, Local, Tribal and Private Sector Partners, August 2019, FEMA.
- Pre-Disaster Recovery Planning Guide for Local Governments, February 2017, FEMA.
- Hazardous Material Incident Contingency Plan, January 1991, Cal OES.
- Hazardous Materials Tool Kit, Revised January 2014, Cal OES.
- Local Evacuation and Mass Care Handbook, Michigan Department of State Police Emergency Management and Homeland Security, March 2013.
- State of California Emergency Plan, October 1, 2017.
- Emergency Operations Plan Crosswalk for Local Government Agencies, Cal OES.
- State of California Best Practices for County Emergency Plans – First Edition, November 2021, Cal OES.
- Integrating Access and Functional Needs Within the Emergency Planning Process – Best Practices for Stakeholder Inclusion, June 2020, Cal OES.
- Emergency Support Function #10 – Oil and Hazardous Materials Annex, FEMA, June 2016.
- New York State Emergency Plan, Hazardous Materials Annex, March 2023.
- Emergency Support Function #4 – Firefighting Annex, FEMA, June 2016.
- Tuolumne County Integrated Preparedness Plan (IPP), January 1 2023 – December 31 2023, Tuolumne County Office of Emergency Services.
- Mutual Aid Agreement, Tuolumne County – Tuolumne County Utilities District, April 4, 2023.
- Transportation Operations Emergency Plan, Tuolumne County Transit Agency (November 2012).



Terrorism/Civil Disturbance

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to respond to the damaging effects of a terrorist act or largescale civil disturbance impacting Tuolumne County.

The first priority when responding to any major emergency shall be to minimize the loss of life. Although focusing primarily on the County response, this Annex also identifies other local, state, federal and private sector responsibilities. The Annex is designed to unify all response agencies under ICS in order to best utilize joint resources and more effectively minimize damage to life and property caused by the effects of the event.

Quick Checklist of Emergency Actions

Table 49: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and Hazard-Specific Plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex is intended to serve as contingency response plan for all consequences associated with a terrorist act or largescale civil disturbance. The Annex supplements the policies and procedures contained in the EOP Base Plan and assumes the EOP and EOC will be activated. Procedures within this Annex solely address emergency response and short-term recovery. Response to a validated event prediction shall be based on policies as stated herein, and upon specific guidance or plans as provided by the County OES and Cal OES. This Annex is compatible with other city, County and state emergency response plans. The Annex does not address law enforcement tactics and procedures, nor fire suppression and containment actions. These actions fall under the purview of County Sheriff and Fire departments.

It should be noted that this Annex is specifically designed to deal with major incidents and the multiple emergencies (including fires, damage to structures, mass casualties, etc.) that may be simultaneously triggered by an event of this nature (cascading effects). As a result, this Annex should take precedence for such multiple events.

It is recognized that if a major terrorist act or largescale civil disturbance impacts the County and is regional in nature, the County Sheriff will take the lead role in coordinating the multi-jurisdictional response under the provisions of this Annex, until additional assistance from the state and federal government becomes available.



A small-scale terrorist act or civil disturbance with minimal impact, preparation and response activities fall under the scope of the County Sheriff and Fire Departments with assistance from other departments as needed. These responders will act independently within their normal operating procedures until such time as lead for response and investigation activities are assumed by higher authority.

For a large-scale terrorist act or civil disturbance with major impacts to County operations, the local population, public or private infrastructure, private business, the EOC will be activated to provide support for field operations, provide overall guidance for response and recovery, and to coordinate with affected jurisdictions, state, and federal agencies.

Policies

The following pre-event policies apply to the applicable County departments referenced in this Annex. They are intended to provide guidance and information, before the event, that will expedite the initial alerting, mobilization, and response to a damaging event when it occurs or ahead of time if an event is predicted. Questions or clarifications should be directed to County OES beforehand.

It shall be the policy of this County that a terrorist act or largescale civil disturbance, as referenced in this Annex, is defined as an event that causes any one of the following within Tuolumne County:

- One or more deaths;
- Six or more injuries;
- Threats to, or actual destruction of multiple structures;
- Threats to, or destruction of critical infrastructure or facilities;
- Any significant failure of communication, transportation, or utility systems; and/or
- Any other significant damage that in the opinion of the County Administrator or County OES Assistant Director (or their designees) warrants activation of this Plan.

It shall be the policy of the County that on the occurrence of a terrorist act or largescale civil disturbance, all on-duty departments referenced in this Annex should attempt to take the following initial actions:

- Protect or relocate critical vehicles, supplies and equipment.
- Survey the status of resources (including numbers of personnel, vehicles, and equipment still available/or assigned to action/or out of service) and give a quick report of same to dispatch center or department headquarters.

It shall be the policy of the various County departments referenced in this Annex to have on file a current policy memo specific to each department and consistent with this Annex. The policy memo will outline for department employees the following information pertinent to a major emergency event:

- The departments' general role or assignment during the event.
- Identify key staff (with alternates) and their anticipated role.
- Reporting locations.
- Specific support materials needed to carry out their assigned responsibilities and how to obtain these support materials.

Situation Overview

The emergency response level is utilized to manage requests for service as a result of a No Damage or Light Damage civil disturbance that is not life or real property threatening, or any credible terrorist threat. On-duty crews will be able to handle the incident with existing resources.



The disaster response level is deemed most appropriate for any confirmed or suspected terrorist act, or a large-scale civil disturbance because of the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision making. This Annex assumes that if a large-scale terrorist act or civil disturbance occurs and if significant damage is anticipated or confirmed, a disaster response level will be required. The CAO or OES Assistant Director will determine the location and degree of EOC activation.

Hazard Description

For planning purposes these two types of events have been combined. Since these events are crime scenes, they are initially the primary responsibility of Sheriff until it can be determined if federal laws have been violated. When that is the case, the FBI assumes responsibility. Given the variety of events that could occur, it is difficult to predict the extent of the emergency and the impact on the local community.

Civil Disturbance

The spontaneous disruption of normal, orderly conduct and activities, or an outbreak of rioting or violence that is of a large nature is referred to as civil disturbance or disorder. Civil disturbance is a demonstration of popular unrest that may manifest itself in acts of violence and destruction against property and human life. Civil disorder can be spurred by specific events, such as large sporting events or criminal trials, or can be the result of long-term disfavor with authority. The threat to law enforcement and safety personnel can be severe and bold in nature. Securing of essential facilities and services is necessary. Looting and fires can take place as a result of perceived or actual non-intervention by authorities.

High-density event-oriented populations occur at various times throughout the year. They are events that attract large numbers of people such as school events, parades, and festivals. Additionally, several high-density residential complexes exist within Tuolumne County, which are potential sources for civil unrest.

The Sheriff's Department assumes the primary role in the management of a Civil Disturbance Emergency.

Terrorism

Terrorism involves a struggle between competing principles and ideologies below the level of conventional war. Principal targets include military personnel and facilities, commercial establishments, government buildings and property, or any location where large numbers of people congregate.

The effects of terrorist activities can vary significantly, depending upon the type, severity, scope, and duration of the activity. Results may include the disruption of utility services, property damage, injuries, and the loss of life.

Tuolumne County has a multitude of natural and manmade assets that are potential targets of terrorist activity. However, the County, when compared with major metropolitan areas, has a relatively low population with moderate population density, and therefore a lower terrorist risk. The highway routes, numerous dams, and water system infrastructure are all potential targets for terrorist activity. Terrorist actions may include biological, chemical incendiary, explosive, nuclear/radiological, and/or electronic (e.g., software system) attacks.

Potential Consequences

The following potential emergencies or problems that may be triggered as a result of a terrorist act or largescale civil impacting Tuolumne County include:

- Command and control issues
- Situation reporting issues



- Effects on schools
- Evacuation
- Animal care
- Effects on utilities
- Effects on the transportation systems
- Effects on communication systems
- Need for emergency public information
- Security
- Emergency logistics support
- Displaced persons/homeless
- Effects on hospitals
- Release of hazardous materials
- Structure fires
- Public Health

These emergencies are discussed in detail below as a basis for planning and responding to a large-scale terrorist attack or civil disturbance. This Annex does not presume to predict the full range and depth of the event consequences. It does, however, attempt to reflect the most accurate estimate of the nature of emergencies resulting from these types of emergencies occurring within Tuolumne County.

Command And Coordination Problems

Commanding and coordinating the emergency response to a terrorist act or large-scale civil disturbance can put a significant strain on the County and its emergency response organization. Multiple agencies (local, state, and federal) will be involved in the response activities. Response activities may involve multiple teams dispersed in the field engaged in law enforcement, crowd control, or fire suppression activities. Support facilities will be needed for one or more staging areas for mutual aid, state and federal responders, unified command structure, coordinated public information efforts, and logistical support.

Situation Reporting

A large-scale civil disturbance may trigger many different types of emergencies and damages simultaneously over a widespread area. A terrorist act may include simultaneous actions at various locations, or a sequence of actions designed to inhibit response, precluding the traditional direct response to each emergency. Normal means for reporting emergencies via a 911 phone dependent system will probably be lost to the public. An overall assessment and prioritization of emergencies through a centralized means of situation reporting will be one of the first critical issues to be addressed by the County. On-duty radio-equipped units may be the only means available to provide an initial survey of field areas and report status information back to the County's Dispatch Center and EOC. An initial overloading of radio nets can be expected. Strict radio discipline must be enforced by dispatchers and may somewhat reduce the overload problem. Due to several factors (e.g., massive damage, limited personnel, transportation disruptions, communications overload, etc.), a complete situation report may take several hours to several days.

School Disruptions

Schools may be targets of civil disturbance or terrorist acts or may be affected by such incidents forcing lockdowns or temporary closures resulting in damage to facilities. Schools may also be closed as a precautionary measure.



Evacuation

Affected areas of the County may require evacuation to minimize injury and loss of life, and to allow responders to operate without interference. Evacuations could be hindered due to the poor roadway circulation system, communications problems, or the loss of good judgment by some segments of the public (e.g., hysteria). The IC or EOC Director will need to balance several factors when developing Evacuation Plans. These include severity of threat, location, time of day, and the availability of emergency workers. Persons without personal transportation may attempt to evacuate on foot and may need transportation assistance. Persons with disabilities and access and functional needs will need to be identified, notified, and provided with transportation assistance. Evacuation routes will likely be highly congested, slowing evacuation times and interfering with emergency vehicle access. Disabled vehicles may further impede evacuations.

Animal Services

The most effective and efficient way to minimize human and animal safety risks is for the individuals and responding agencies to be properly prepared to address animal issues well in advance of a disaster. To meet this need, Tuolumne Animal Control has developed an Animal Control Facility and Temporary Animal Shelters Emergency Action Plan that outlines roles and responsibilities regarding support animal welfare and sheltering needs during an emergency.

Effects on Utilities

Utilities could be targets or disrupted due to cascading events such as fires or destruction of infrastructure.

Electric Power

The destruction, incapacitation, or damage to electrical generation or transmission facilities may have significant impacts on the electrical distribution system. Most structures in Tuolumne County do not have emergency generator capabilities and could experience power loss for several hours or more. In addition, short-term service of these standby units can be expected due to inadequate fuel supplies.

Water Service

Terrorist actors could target water supplies by destruction of facilities or by the introduction of contaminants into the water supply system. The importation of water from outside sources may be required.

Effects On Transportation Systems

Transportation facilities could be a target for terrorist or civil disturbance events, or could be disrupted due to extreme congestion, causing severe traffic management problems as well as delays to response, evacuation, and logistical support. The Columbia and Pine Mountain Lake Airports could be impacted by such activity. It is anticipated that air traffic will increase due to an influx of federal and state resources and/or news media. Air space restrictions may be required.

Effects On Communications

Telephone System

As with other critical infrastructure, landline and cellular systems could be impacted directly, or as a result of terrorist acts or largescale civil unrest. Telephone equipment, both hard-wired and cell sites, could be damaged and adversely affected by overloading.

Radio Communications



One of the major factors reducing radio efficiency during any major emergency event is the inundation of non-essential radio traffic and lack of radio discipline. Due to the topography in Tuolumne County, the use of mountain-top repeaters is necessary. Terrorist activity or a largescale civil disturbance could result in damage these essential facilities.

In a major emergency event, effective radio communications may require the augmentation of RACES personnel and/or the use of "car to car" relay systems. In the absence of emergency power to some agency base stations, portable radios may be the only available means of radio communications. However, portable radios have limited reach and the life of their batteries is only four to six hours. A runner system may be the last resort means of reliable communications but will cause inherent delays.

Note: RACES personnel and equipment are co-located in the County EOC located at 18440 Striker Court, Sonora, California 95370.

Need For Emergency Public Information and EAS

It can be anticipated that the public will have a high need for basic emergency public information. This information will be provided by the PIO and distributed through approved press releases, the EAS or other communication systems. It would likely be necessary to establish a JIC to coordinate public information activities among the various responding jurisdictions.

Security

Looting could be a major problem associated with a large-scale civil disturbance. Security to control access into and out of impacted areas, enforcement activities, and crime prevention will be major considerations for law enforcement agencies in addition to crowd control and crime scene investigations. Law enforcement may be required to curtail or prioritize routine law enforcement activities while dealing with the event.

Emergency Logistical Support

Support will likely be requested from the state and federal governments as well as through law and fire mutual aid. The rapid influx of large numbers of responders from multiple jurisdictions will create challenges to supply, feed, and house personnel. Secure supply depots may need to be created in addition to command and criminal investigation facilities.

Displaced and Homeless Citizens

Congregate Care residents and homeless persons may be displaced by these events. Most will probably be self-sufficient in nature (e.g., tenting in front yard, temporarily living with relatives or neighbors, etc.). An estimated 20% of the displaced and homeless will require public sheltering as provided by the American Red Cross and will require significant logistical support.

AFN

Emergency managers and shelter planners will need to respond to the logistical requirements of providing the resources necessary to set up and operate a general population shelter that includes consideration of those who have AFN. Once established, shelter staffing should include individuals who are knowledgeable in access and functional support needs.

FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters" outlines details regarding accommodating the special need of this population. It can be found at: www.fema.gov/pdf/about/odc/fnss_guidance.pdf



Hospital Disruptions

Hospitals may experience an influx of a large number of people suffering from injuries sustained by the event. This will result in an immediate surge in injured persons transported to hospital facilities, and a large number of walking wounded presenting to healthcare facilities for treatment. It is also possible that hospital facilities may be threatened or actually damaged and require evacuation or enhanced protection from law enforcement or fire crews. Hospitals will need to operate in accordance with their internal emergency plans.

Hazardous Materials Releases

It is possible that a terrorist incident leads to intended or collateral damage and destruction of facilities and vehicles could result in the release of hazardous materials on the surface, in the air, or in waterways. The most common hazardous materials release would likely result from damaged storage tanks, pipelines, or transport vehicles.

Spills or releases can be anticipated at facilities such as petroleum pumping and storage stations, school and hospital laboratories, water and waste treatment plants (raw sewage and chlorine leaks), retail stores, and other fixed facilities storing or using chemicals.

Structure Fires

Structure fires are a highly likely consequence of terrorist acts or largescale civil disturbances. The water supply system may be disrupted or unavailable due to intended acts or consequences. Modern, built-in fire protection systems to structures (e.g., sprinklers, detectors, etc.) may be ineffective because of reliance on structural integrity, water supply, and power.

In the event of multiple fires, suppression will need to be prioritized based on the life-safety threat, availability of water, and availability of firefighting resources. Due to the potential for a large number of fires and other life-threatening situations drawing down fire suppression resources, normal firefighting operations may have to be altered. This could include defensive firefighting strategies that sacrifice certain structures to save others.

Public Health

Water, air, or food contamination may be the intended or collateral result of terrorist activity or largescale civil disturbance. Public health authorities will need to be consulted to assess and design appropriate response strategies.

Concept of Operations

Planning Assumptions

Coordinating the emergency response to a terrorist act or civil disturbance will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial Out-of-County assistance from state, federal, mutual aid and private agencies will probably not occur for several hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local resources, for 24 hours.

Certain types of events may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15%, primarily should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.



Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and/or mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.
- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with ICS, SEMS, and the NIMS as the emergency organization and the emergency management system for response to all damaging extreme weather events impacting Tuolumne County.

The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity and location of the actual or potential threats and available resources. Objectives and typical actions for each phase are described in the following sections.

Phase 1: Preparedness

Preparedness Objectives

- Maintain readiness to quickly deploy response resources.
- Coordinate with other local, state, and federal law agencies to share intelligence regarding potential terrorist activity or civil disturbance.

Training and Exercises

County OES develops and maintains an annual comprehensive emergency management training and exercise program, the IPP. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.

Typical Preparedness Actions

A terrorist attack may occur without warning. However, the County may be alerted of the potential for a criminal threat via several sources, including but not limited to fellow law enforcement, through local intelligence sources, Cal OES, the public media, or the National Terrorist Alert System (NTAS).

- NTAS Alerts will be issued through state, local and tribal partners, the news media, and directly to the public via the following channels:
- Official DHS NTAS webpage – <http://www.dhs.gov/alerts>
- E-mail sign-up at – <http://www.dhs.gov/alerts>
- Facebook – <http://facebook.com/NTASAlerts>
- Twitter – <http://www.twitter.com/NTASAlerts>
- Data feeds, web widgets, and graphics - <http://www.dhs.gov/alerts>

Civil disturbances are usually triggered by an event such as a criminal trial, an officer-involved shooting or other event that triggers a passionate response within the community. When such events occur the Sheriff and other local law authorities may place forces on a higher level of alert.



The following preparedness actions can be taken to potentially reduce threats to life and property damage due to terrorist act or civil disturbance:

- Conduct regular training and exercises to prepare for a terrorist attack or large-scale civil disturbance, including coordination with local and neighboring law enforcement jurisdictions.
- Monitor social media.
- Increased Readiness Actions.

Upon receipt of information of a credible threat of criminal terrorist activity in or affecting the County, the EOC will be activated to continue evaluating the threat and to coordinate with external agencies, including state and federal authorities. Based on the threat, the Sheriff, in consultation with the Policy Group, will determine the appropriate protective measures to implement. These may include:

- Increase patrols and security at critical facilities.
- Establish security checkpoints.
- Restrict vehicle movement and parking (e.g., hardened barricades).
- Move and secure emergency response vehicles.
- Close selected building(s) to public access.
- Close portions of building or departments (e.g., courts) to public access.
- Maintain clear fire lanes and access to threatened areas.
- Adjust staffing schedules as necessary.
- Cancel vacations and training.
- Place facilities in lockdown.
- Place emergency services on alert or stand-by.
- Review response plans and procedures.

Phase 2: Response

The Incident Commander will be responsible for overall implementation in the field of this Annex. The Incident Commander will act as the overall field coordinator of the emergency measures carried out by all responding agencies and personnel. The Incident Commander will also make requests for resources needed.

Response Objectives

- Save lives.
- Protect critical infrastructure and other County facilities.
- Effectively deploy County resources.

Response Actions

Tactical response actions will be determined by the Sheriff, fire, and other responding agencies at the time of the event depending on the size and location of the event and the availability of response resources. The following are typical response actions that can be taken to provide support to field operations:

- Activate the EOP and EOC.
- Coordinate response activities with local and neighboring jurisdictions.



- Issue emergency proclamation to facilitate response.
- Establish curfews.
- Provide logistics support for law enforcement and fire suppression operations to include supplies, food services, and other support, including support for mutual aid personnel and equipment.
- Maintain time and material records to support potential FEMA reimbursements, and mutual aid costs.
- Consult with the Public Health Officer and issue health warnings if required due to smoke and/or release of hazardous materials.
- Dispatch County crews inspect and document damage to County facilities and develop preliminary damage estimates to support state and federal emergency declarations.

Evacuation Actions

Incident Command will determine if evacuation is required and issue evacuation orders. The EOC may support the evacuation by implementing the following actions as needed:

- Coordinate with applicable agencies to identify and evacuate vulnerable households, including persons with disabilities and others with access and functional needs.
- Identify, secure, and publicize evacuation routes.
- Implement traffic management measures to facilitate evacuation and emergency vehicle access.
- If there are multiple serious injuries and/or fatalities establish a FAC, phone bank, or other means to facilitate family reunification and to provide information to victims and families.
- Support the safe evacuation and sheltering of pets and livestock as necessary.
- Coordinate with the American Red Cross and Salvation Army for the feeding and sheltering of evacuees.
- Arrange for transportation for persons needing assistance, or without personal vehicles.
- Establish and publicize pick up points for ambulatory persons needing transportation.

Phase 3: Demobilization and Recovery

Planning for demobilization and recovery should commence as soon as possible. If there are extensive fatalities, injuries, or physical damage, a Recovery Team should be organized to coordinate recovery efforts. The team should include utilities, financial institutions, physical and mental health providers, schools, faith-based organizations, and County departments.

Recovery Objectives

- All County departments and agencies resume normal operations.
- Damaged and Destroyed County facilities repaired or replaced.
- Assist the community to recover and return to normal.

Recovery Actions

Once the immediate response actions are complete, the County should take the following actions:

- Conduct hot washes with EOC staff and first responders.
- Identify and secure any areas or facilities deemed unsafe for reentry.
- Notify the public of the situation status.



- Conduct and document a damage assessment of County buildings and infrastructure, including dollar cost estimates.
- Work with the OES Region to document damage and losses for potential state and FEMA reimbursement.
- Review FEMA and state disaster cost recovery policies and procedures and apply for reimbursement for eligible costs and losses.
- If multiple community members have suffered losses to business, homes, or other structures, coordinate with state and federal agencies to stand up a Local Assistance Center (LAC) where residents and business owners can obtain assistance, grants and loans and publicize location and hours of operation.
- Inventory any damage or loss of mutual aid equipment provided by other agencies.
- Provide mental health support services for first responders and other County staff who may have experienced emotional trauma during the response.
- Establish a public/private/NGO task force to coordinate long-term recovery.
- Prepare AAR/IP.

Roles and Responsibilities

According to the State of California Emergency Plan, local government has the primary responsibility for protecting public health and safety in any incident. More specifically, in a terrorism incident or civil disturbance, local responders will manage all aspects of the event until the FBI assumes command, by virtue of its legal authority, of the law enforcement aspects relating to identifying, apprehending, and neutralizing the terrorists and their weapons. Local and state authorities always maintain control of their response resources and continue to operate utilizing SEMS.

Federal, state, and local law enforcement agencies will detect, monitor, and investigate matters of national security that have a nexus to International and Domestic terrorism. Local law enforcement or fire agencies will initially serve as the lead agency during any land-based terrorist incident, until such time the FBI can assume the lead role for the investigation process. Local jurisdictions will retain control of the response effort.

If the terrorist incident involves an environmental hazard, the Environmental Protection Agency is likely to be involved in coordinating the response. For any terrorist incident impacting the maritime environment (e.g., oil spill, chemical leak, etc.) the United States Coast Guard Captain of the Port will be the Incident Commander in charge of Response until a Unified Command can be established. The federal government may designate a Principal Federal Official for events of national significance.

When the terrorist incident is confined to one of the military bases within the OA, the Department of Defense (DoD) will serve as the lead agency, with support from other federal agencies, and state and local agencies as necessary. If the incident extends beyond the confines of the military base, the DoD will likely initiate a Unified Command structure with the affected jurisdictions.

All other agencies play a supporting role in the response to a terrorist incident and may be a part of a Unified Command. Supporting agencies and organizations are designated as such based on their ability to provide equipment, personnel, and expertise in support of functional tasks.

Organization

A Unified Command structure is commonly utilized for a coordinated response to any terrorist incident or civil disturbance. The Unified Command provides the platform for an effective response by allowing individual agencies to carry out their own jurisdictional responsibilities. Whether supporting the lead



agency directly, or supporting a Unified Command structure, OES will work with law partners in implementing a coordinated region-wide response effort. OES and other responding agencies will respond under the established structure and direction of the lead agency. The OA EOC and jurisdictional EOCs within the OA will all work together to support the federal response under NIMS.

Assignment of Responsibilities

All agencies are responsible for the following:

- Assist with fulfilling intrastate and interstate mutual aid when possible.
- Provide situational and operational status reports in accordance with existing procedures.
- and/or as requested by the primary agency.
- Support and coordinate services for people with disabilities and access and functional needs.
- Capture costs associated with response.

For specific agency responsibilities, refer to standard operating procedures (SOPs) and other supporting plans of each individual support agency.

Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- State of California Emergency Plan, (October 1, 2017).
- Emergency Support Function #13 – Public Safety and Security Annex, FEMA (June 2016).
- National Response Framework 4th Edition, Roles and Responsibilities – Local Government pp. 25 – 30, U.S. Department of Homeland Security (October 28, 2019).
- Developing and Maintaining Emergency Operations Plans - Comprehensive Preparedness Guide (CPG 101), FEMA, September 2022, Version 3.0.
- Improving Public Messaging for Evacuation and Shelter in Place, Findings and Recommendation for Emergency Managers from Peer Reviewed Research, FEMA (April 2021).
- Pre-Disaster Recovery Planning Guide for Local Governments, FEMA (February 2017).
- Local Evacuation and Mass Care Handbook, Michigan Department of State Police Emergency Management and Homeland Security (March 2013).
- Emergency Operations Plan Crosswalk for Local Government Agencies, Cal OES.
- State of California Best Practices for County Emergency Plans – First Edition, Cal OES (November 2021).
- Integrating Access and Functional Needs Within the Emergency Planning Process - Best Practices for Stakeholder Inclusion, OES (June 2020).
- Tuolumne County Integrated Preparedness Plan (IPP), January 1 2023 – December 31 2023, Tuolumne County Office of Emergency Services.
- Mutual Aid Agreement, Tuolumne County – Tuolumne County Utilities District, April 4, 2023.
- Transportation Operations Emergency Plan, Tuolumne County Transit Agency, (November 2012).



— Transportation Accident/Multi-Casualty Incident —

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to prepare for and respond to a transportation accident and multi-casualty incident (MCI) in Tuolumne County.

The first priority when responding to any major emergency shall be to minimize the loss of life. Although focusing primarily on the County response, this Annex also identifies other local, state, federal and private sector responsibilities. The Annex is designed to unify all response agencies under ICS to best utilize joint resources and more effectively minimize damage to life and property caused by the effects of the event.

Quick Checklist of Emergency Actions

Table 50: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and Hazard-Specific Plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex is intended to serve as contingency response plan for all consequences associated with a transportation accident and multi-casualty incident. The Annex supplements the policies and procedures contained in the EOP Base Plan and assumes the EOP and EOC will be activated. Procedures within this Annex solely address emergency response and short-term recovery. Response shall be based on policies as stated herein, and upon specific guidance and plans as provided by the County OES and Cal OES. This Annex is compatible with other city, County, and state emergency response plans.

It is recognized that a transportation accident resulting in multiple casualties will require a multi-agency response. However, the County will take the lead role in coordinating response and short-term recovery under the provisions of this Annex, until additional assistance from the state and federal government becomes available.

IC responsibility will rest with the agency having the responsibility to investigate the incident. Transportation accidents on State Highways will be the responsibility of the California Highway Patrol with the Sheriff's Department assuming responsibility on County roads. Events occurring off roadways are a Sheriff's Department responsibility. Commercial airline, railway, and commercial bus accidents are managed by the National Transportation Safety Board (NTSB). Given the wide range of potential agency involvement, Joint Command is common in the management of these events. The immediate priority for these types of events is medical care for the injured, which is an EMS responsibility.



Policies

The following policies apply to the applicable County departments referenced in this Annex. They are intended to provide guidance and information, before the event, that will expedite the initial alerting, mobilization, and response to a transportation accident resulting in multiple casualties.

It shall be the policy of this County that a transportation accident as referenced in this Annex, is defined as an accident that results in any one of the following within Tuolumne County:

- Impacts that significantly exceed daily operations or have significant impact to the EMS system as designated by the MHOAC.
- Any other significant impact that in the opinion of the County Administrator or County OES Assistant Director (or their designees) warrants activation of this Annex.

It shall be the policy of the various County departments referenced in this Annex to have, on file, a current policy memo specific to each department and consistent with this Annex. The policy memo will outline for department employees the following information pertinent to a transportation accident resulting in multiple casualties:

- The departments' general role or assignment during the event.
- Identify key staff (with alternates) and their anticipated role.
- Reporting locations.
- Specific support materials needed to carry out their assigned responsibilities and how to obtain these support materials.

It shall be the policy of this County that a multi-casualty event, as referenced in this Annex, is defined as one which involves a sufficient number of injured persons to overwhelm the first responding medical resources.

Situation Overview

The emergency response level is utilized to manage incidents that on-duty crews will be able to handle within existing resources.

The disaster response level is deemed most appropriate for a transportation accident and multi-casualty incident meeting the criteria above due to the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision making. This Annex assumes that if a transportation accident resulting in multiple casualties occurs a disaster response level will more than likely be required. The CAO or the OES Assistant Director will determine the location and degree of EOC activation.

Hazard Description

Transportation – Highway

There are three east-west state highways in the County: Highway 108, Highway 120, and Highway 132. State Highway 49 is the only north-south highway in the County. The majority of the towns exist on or near these transportation corridors. Highways 120, 49 and 108 are the major transportation routes through this County. In addition to normal vehicular traffic, tour buses frequently use these highways to access nearby recreation and tourist destinations.

- State Route 120 (SR 120), in northern California, runs between the Central Valley near Manteca, through Yosemite National Park, and ends at U.S. Route 6 in Mono County. SR 120 begins as a freeway intersecting Interstate 5 to extend Interstate 205 through Manteca. In east



Manteca, the freeway ends at SR 99 and becomes a highway which continues to head east through Escalon, Oakdale, and other various small towns.

- State Route 49 (SR 49) is a north–south state highway that begins at Oakhurst, Madera County, in the Sierra Nevada Mountains, where it diverges from State Route 41. It continues in a generally northwest direction, weaving through the communities of Goldside and Ahwahnee, before crossing into Mariposa County. State Route 49 then continues northward through the counties of Tuolumne, Calaveras, Amador, El Dorado, Placer, Nevada, Yuba, Sierra, and Plumas, where it reaches its northern terminus at State Route 70, in Vinton.
- State Route 108, also known as Highway 108, is a numbered state highway in California. SR 108 runs generally northeast across central California from downtown Modesto near the SR 99/SR 132 interchange, crossing the Sierra Nevada at Sonora Pass, to U.S. Route 395 near the Nevada state line.
- State Route 132 (SR 132) is a two-lane road important to recreational travelers en route to Modesto Reservoir, Turlock Reservoir, Don Pedro Reservoir, and the Sierra Nevada foothills.

Transportation – Transit

Multiple transportation providers serve the County. Tuolumne County Transit Agency provides both fixed route and Dial-A-Ride services. Other transportation providers include colleges, faith-based organizations, taxi companies, the City of Sonora, and various social service organizations. Any of these services are subject to a potential transit accident involving multiple casualties. Under the leadership of Tuolumne County Transportation Agency with the participation of additional transportation providers in the County, have developed a Transportation Emergency Plan to enable transportation providers to more effectively prevent, respond and recover from transportation accidents and other emergencies.

Transportation – Aviation

Pine Mountain Lake Airport is a public use airport with a residential airpark surrounding the airport. It is located three miles (4.8 km) northeast of the most Northern route to Yosemite National Park. The airport is used mostly for general aviation aircraft. Pine Mountain Lake Airport covers 52 acres and has one runway. The runway (9/27) is 3,625 x 50 ft (1,105 x 15 m) and has an asphalt surface.

Columbia Airport covers an area of 356 acres which contains two runways. The first runway (17/35) is paved asphalt and measures 4,670 x 75 ft (1,423 x 23 m) and the second runway is turf (11/29) measuring 2,600 x 100 ft (792 x 30 m). There are about 25,000 aircraft operations per year at this airport. General Aviation Aircraft make up about 96% of the flight operations, about 4% air taxi, and 1% military aircraft. There are over 200 aircraft based at this airport: 95% single engine, 2% multi- engine, 2% helicopters, and 1% ultra-light aircraft.

The beauty of the Yosemite Valley and surrounding High Sierra mountains attracts a significant amount of both private and commercial aircraft in “high fly-over” visitor air traffic. A major air crash that occurs in the populated areas of the County can result in considerable loss of life and property. The impact of a disabled aircraft as it strikes the ground creates the likely potential for multiple explosions, resulting in intense fires. Regardless of where the crash occurs, the resulting explosions and fires have the potential to cause injuries, fatalities, and the destruction of property at and adjacent to the impact point. The time of day when the crash occurs may have a profound effect on the number of dead and injured.

The responsibility for overall management of a transportation event will be contingent upon the type of event that has occurred and the location. The immediate priority for these types of events is for the medical care of the injured, which will be an EMS responsibility.



Potential Consequences

The following potential emergencies that may be triggered as a result of a transportation accident and mass casualty event include:

- Command and control
- Situation reporting
- Effects on transportation systems
- Need for emergency public information and EAS
- Security
- Displaced citizens
- Hospital disruptions

These emergencies are discussed in detail below as a basis for planning and response to a transportation accident and mass casualty incident (MCI). This Annex does not presume to predict the full range and depth of the event consequences. It does, however, attempt to reflect the most accurate estimate of the nature of emergencies resulting from a transportation accident and mass-casualty incident occurring within Tuolumne County.

Command and Coordination

Commanding and coordinating the emergency response to a transportation accident and an MCI will put a significant strain on local government and its emergency response organization. Multiple agencies, local, state, and federal, will likely to be involved in the response and may assume incident command if the incident falls under their jurisdiction. Local resources (e.g., Sheriff, fire, EMS), as well as the private sector, will be primarily responsible for the immediate response. While many of these agencies are experienced in working together, some, such as transportation agencies and private sector entities may not, posing challenges to command and coordination.

Situation Reporting

Situation reporting will have to be coordinated among the various responding agencies. The coordination of situation reporting may be complicated if state or federal agencies assume command while there are County resources on scene responding.

Effects on Transportation Systems

An accident on a major arterial or state highway could create traffic management problems during response operations requiring the rerouting of traffic, and possibly extended delays. An aviation accident at or near one of the local airports could result in a temporary closure to air traffic. A transit accident could involve multiple casualties and create traffic delays or the necessity to reroute traffic around the incident.

Need for Emergency Public Information and EAS

It can be anticipated that the public will have a high need for basic emergency public information, complicated by the possibility that victims are not from the area, including the possibility of out-of-state and foreign residents. Information release will have to be coordinated among the various responding agencies. This information will be provided by the PIO and distributed through approved press releases, the EAS or other communication systems.

Security

If the incident is the result of criminal or terrorist activity, response and remediation activities will have to be coordinated with on-scene investigation by County and local law enforcement as well as the FBI. If



there are fatalities, the scene will have to be secured until all human remains have been recovered and transported.

Displaced Citizens

In the case of a tour bus accident, uninjured survivors will have to be provided with temporary care. Short-term meals and shelter may be provided by the Red Cross. Out-of-state survivors may need assistance in transportation back to their places of residence. Planning efforts should consist of those with AFN.

FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters" outlines details regarding accommodating the special need of this population. It can be found at: www.fema.gov/pdf/about/odc/fnss_guidance.pdf

Hospital Disruptions

Hospitals may experience a surge of people with both minor and life-threatening injuries. Depending upon the nature of the event, some patients may require special treatment.

Concept of Operations

Planning Assumptions

Initial Response

Initial response is likely to be by local fire, Sheriff, and EMS resources with the County assuming command responsibility. If the incident falls under the jurisdiction of another agency, the County will transfer command authority to the agency having jurisdiction. However, County resources will likely remain at the incident scene until the incident is resolved. If multiple agencies are on site a Unified Command may be established.

The IC will establish perimeters for safe area operations and for the protection of the public and the environment. The IC will also monitor the situation continually to keep abreast of any changes that may cause their perimeters to be changed.

The IC will be responsible for overall implementation in the field of this Annex. The IC will act as the overall field coordinator of the emergency measures carried out by all responding agencies and personnel. The IC will also make requests for resources needed.

Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.
- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with ICS, SEMS, and NIMS as the emergency organization and the emergency management system for response to all multi-casualty incidents impacting Tuolumne County.



The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity of the potential threat, and available resources. Objectives and typical actions for each phase are described below.

Phase 1: Preparedness

Preparedness Objective

Maintain the capability to respond to a transportation incident and mass casualty event with fire, Sheriff, and EMS resources.

Training and Exercises

County OES develops and maintains an annual comprehensive emergency management training and exercise program, the IPP. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.

Preparedness Actions

The following action can reduce the chances of a transportation accident and mass casualty events:

- Work with responsible transportation jurisdictions (e.g., CHP, Caltrans, airports) to develop appropriate response protocols.

Phase 2: Response

Response Objectives

- Ensure that injured persons receive appropriate medical care.
- Recover and transport deceased human remains with dignity.

Response Actions

Specific response actions will be determined at the time of the incident based upon the nature of the event. The following are typical actions likely to be implemented:

- Activate the EOP and EOC.
- Determine the number of injured and deceased.
- Provide emergency medical treatment to injured persons.
- Establish an assembly point a safe distance from the scene, where survivors can be gathered for identification, interviewing, and medical treatment.
- Arrange for transport of persons needed immediate hospital treatments.
- Transport uninjured survivors to a shelter or other appropriate location.
- Establish a perimeter around the site and assembly point, and staff this perimeter to prevent unauthorized entry or exit.
- Provide traffic control around the site to keep the public a safe distance away and provide clear access for first responders.
- Determine the need for additional, specialized capabilities and resources.
- Coordinate response activities with the OES Regional EOC and neighboring jurisdictions.
- Issue emergency proclamation if required to facilitate response.
- Establish a Family Reunification Center to provide information to friends and family of victims.



Phase 3: Demobilization and Recovery

Planning for demobilization and recovery should commence as soon as possible. If there are extensive fatalities, injuries, or physical damage, a recovery team should be organized to coordinate recovery to include social service, mental health providers, and faith-based organizations in addition to County departments.

Demobilization

When the IC or OES Director determines that the event has entered into the recovery phase, the Command Staff should develop a formal Demobilization Plan. Priority should be given to releasing mutual aid and response agencies no longer needed first. Consideration should also be given to assigning appropriate agencies to conduct short-term recovery operations (e.g., debris removal, restoration of facilities, and tending to the needs of survivors).

The County EOC should be downgraded or shut down as soon as emergency operations cease. It is desirable to attempt to restore agencies to their normal working routine and environment as soon as possible. However, it is not uncommon for the Command Staff, as well as other County agencies to be heavily involved in short and long-term recovery operations for an extended period of time.

Final Report and Activity Log

The Command Staff and Section Chiefs will be required to complete a narrative report and a master activity log. The narrative report briefly describes the primary responsibility, the protective action missions performed, and the total staff hours of involvement by the agency during the emergency phase of the event. The master activity log documents names and times of agency personnel involved in a particular mission, equipment and supplies used, and any contracts with a private vendor to support emergency operations. Most of this information can be extrapolated from individual activity logs used by team leaders during the emergency (ICS 214, EOC messages, EOC activity logs). A copy of the narrative report and master activity log should be forwarded to the OES Director as soon as possible and will be part of the official record of the disaster response for the County.

Recovery Objectives

- Ensure that injured and non-injured survivors receive needed services.
- Recover and identify deceased victims and their personal effects in a sensitive manner and return to families as soon as possible.
- Return affected transportation facilities to normal operations.

Recovery Actions

- Once the immediate response actions have been completed, the County should take the following actions.
- Conduct hot washes with EOC staff, first responders and participating personnel from other jurisdictions.
- Notify the public when facilities reopen.
- Conduct and document a damage assessment of County buildings and infrastructure, including dollar cost estimates.
- If a federally declared disaster:
 - Work with the OES Region to document damage and losses for potential state and FEMA reimbursement.



- Review FEMA and state disaster cost recovery policies and procedures and apply for reimbursement eligible costs and losses.
- Coordinate with state and federal agencies to stand up a LAC where residents and business owners can obtain assistance, grants and loans and publicize location and hours of operation.
- Inventory any damage or loss of mutual aid equipment provided by other agencies.
- Provide mental health support services for first responders and other County staff who may have experienced emotional trauma during the response.
- Demobilize FAC, if activated.
- Prepare comprehensive AAR/IP.

Roles and Responsibilities

At the scene of an MCI, the responsibility for on-scene management falls under the jurisdiction of the local department best qualified to conduct the rescue, recovery, evacuation, and control operations. The local jurisdiction lead may delegate authority according to situational needs:

- A Unified or Area Command structure may be utilized during complex operations involving law, fire, hazardous material, and medical responses.
- Various agencies and departments will conduct emergency operations with the support of the OA EOC.
- In the absence of approved local policy for MCIs, the operation is accomplished in accordance with California FIRESCOPE, Field Operations Guide (ICS 420-1).
- The OA EOC, City EOCs, County agencies and agencies providing emergency medical services response utilize SEMS, NIMS, and ICS trained personnel.

Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- The California Health and Safety Code, Division 2.5, Chapter 4 – Local Administration.
- Within the Public Health and Medical System, coordinating functions exist at the level of the OA, Mutual Aid Region, and state.
- The Medical Health Operational Area Coordinator (MHOAC) program coordinates the functions identified in statute under the Health & Safety Code §1797.153. Within the Mutual Aid Region, the Regional Disaster Medical Health Coordinator (RDMHC) program coordinates the functions identified in Health and Safety Code §1797.152.
- National Disaster Medical System (NDMS) MOA between hospitals and Navy.
- National Response Framework 4th Edition: Roles and Responsibilities – Local Government pp. 25 – 30 U.S. Department of Homeland Security, October 28, 2019.
- Improving Public Messaging for Evacuation and Shelter in Place: Findings and Recommendation for Emergency Managers from Peer Reviewed Research (April 2021), FEMA.
- State of California Emergency Plan, October 1, 2017.
- The Massachusetts Emergency Services Mass Casualty Incident (MCI) Plan, Massachusetts Department of Public Health (2016).



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

- Emergency Support Function #6 – Mass Care, Emergency Assistance, Temporary Housing and Human Services Annex, FEMA (June 2016).
- California Mass Fatality Management Guide, Cal OES (September 2019).
- Planning for Mass Casualty Events – Emergency Treatment and Privacy Concern, American Bar Association (October 15, 2019)
- Tuolumne County Integrated Preparedness Plan (IPP) (January 1 – December 31, 2023).
- Mutual Aid Agreement, Tuolumne County – Tuolumne County Utilities District.



Wildland Fire

Purpose

The purpose of this Annex is to establish and outline the response organization, command authority, responsibilities, functions, and interactions required to mitigate the damaging effects of a large scale or major wildland fire event impacting Tuolumne County.

The first priority when responding to any major emergency shall be to minimize the loss of life. Although focusing primarily on the County response, this Annex also identifies other local, state, federal and private sector responsibilities. The Annex is designed to unify all response agencies under ICS to best utilize joint resources and more effectively minimize damage to life and property caused by the effects of the event.

Quick Checklist of Emergency Actions

Table 51: Quick Checklist of Emergency Actions

ACTION ITEM	✓
Ensure Departments Activate Standard Operating Procedures and Initial Actions	
Review Potential Consequences and Concept of Operations Section	
Activate EOC and Hazard-Specific Plan	
Alert CAO and Department Heads	
Initiate Situation Reporting	
Develop Incident Action Plan	
Review Protective Action Missions	
Request Mutual Aid	

Scope

This Annex is intended to serve as a contingency response plan for all consequences associated with a largescale wildland fire. The Annex supplements the policies and procedures contained in the EOP Base Plan and assumes the EOP and EOC will be activated. Procedures within this Annex solely address emergency response and short-term recovery. Response to a validated event prediction shall be based on policies as stated herein, and upon specific guidance or plans as provided by the County OES and Cal OES. This Annex is compatible with other city, County and state emergency response plans. The Annex does not address fire suppression and containment actions, these actions fall under the purview of fire departments and agencies.

It should be noted that this Annex is specifically designed to deal with major incidents and the multiple emergencies (including damage to structures, hazardous materials release, etc.) that may be simultaneously triggered by an event of this nature (cascading effects). As a result, this Annex should take precedence for such multiple events.

It is recognized that if a major emergency event impacts the County and is regional in nature, the County will take the lead role in coordinating the multi-jurisdictional response under the provisions of this Annex, until additional assistance from the state and federal government becomes available.



Policies

The following pre-event policies apply to the applicable County departments referenced in this Annex. They are intended to provide guidance and information, before the event, that will expedite the initial alerting, mobilization, and response to a damaging event when it occurs or ahead of time if an event is predicted. Questions or clarifications should be directed to the County OES beforehand.

It shall be the policy of this County that a large-scale wildland fire, as referenced in this Annex, is defined as an event that causes any one of the following within Tuolumne County:

- One or more deaths
- Six or more injuries
- Threats to, or actual destruction of multiple structures.
- Threats to, or destruction of critical infrastructure or facilities.
- Any significant failure of communication, transportation, or utility systems.
- Any other significant damage that in the opinion of the County Administrator or County OES Assistant Director (or their designees) warrants activation of this Plan.

It shall be the policy of the County that on the occurrence of a major wildland fire, all on-duty departments referenced in this Plan should attempt to take the following initial actions:

- Protect or relocate critical vehicles, supplies, and equipment.
- Survey the status of resources (including numbers of personnel, vehicles and equipment still available/or assigned to action/or out of service) and give a quick report of same to dispatch center or department headquarters.

It shall be the policy of the various County departments referenced in this Annex to have on file a current policy memo specific to each department and consistent with this Annex. The policy memo will outline for department employees the following information pertinent to a wildland fire:

- The departments' general role or assignment during the event.
- Identify key staff (with alternates) and their anticipated role.
- Reporting locations.
- Specific support materials needed to carry out their assigned responsibilities and how to obtain these support materials.

Situation Overview

The emergency response level is utilized to manage requests for service as a result of a No Damage or Light Damage from a wildland fire that is not life or real property threatening. On-duty crews will be able to handle the call volume with existing resources.

The disaster response level is deemed most appropriate for major wildland fire because of the immediate inherent need for consolidated situation reporting, coordination, logistical support, and major policy decision making. This Annex assumes that if a major wildland fire occurs and if significant damage is anticipated or confirmed, a disaster response level will more than likely be required. The CAO or the OES Assistant Director will determine the location and degree of EOC activation.

Hazard Description

Wildfires occur routinely during Tuolumne County's dry season threatening human life, wildlife, and property. Over 38% of the California Department of Forestry and federal lands are covered with high



hazard fuels (brush and timber). The local topography contains rugged terrain including many steep canyons, some of which are inaccessible. Severe fire weather occurs on 35% of the days during the fire season in much of the County. This, coupled with the rugged terrain and the high hazard fuels, increases the probability that damaging fires will occur.

Tuolumne County has a multitude of natural and manmade assets that are at risk when major wildfires occur. Fires can wreak havoc not only on homes, recreational and commercial values, but also on nature by destroying fragile habitat and threatening rare and endangered species. Commercial and residential property is destroyed by wildfires within the County each year. Wildland fires can cause a considerable reduction in air quality engendering a significant public health hazard. Water, telephone, and power utility companies have lost millions of dollars through both the direct and indirect effects of forest fires. Wildfires also cause damage to scenic and aesthetic values in rural areas.

Almost every community in the County has been threatened by wildfire. The greatest hazard in the County, based on the fuels, weather and topography, exists on the east side of the Highway 49 corridor.

Potential Consequences

The following potential emergencies that may be triggered as a result of a major wildland fire impacting Tuolumne County include:

- Command and control
- Situation reporting
- School disruptions
- Evacuation
- Animal services
- Effects on utilities
- Effects on transportation systems
- Effects on communication systems
- Need for emergency public information and EAS
- Security
- Emergency logistical support
- Displaced and homeless citizens
- Hospital disruptions
- Release of hazardous materials
- Structure fires
- Public Health

These emergencies are discussed in detail below as a basis for planning and response to a major wildland fire. This Annex does not presume to predict the full range and depth of the event consequences. It does, however, attempt to reflect the most accurate estimate of the nature of emergencies resulting from Wildland Fires occurring within Tuolumne County.

Command and Coordination

Commanding and coordinating the emergency response to a major wildland fire will put a significant strain on local government and its emergency response organization. Multiple agencies (local, state, and federal) will be involved in the response, and response activities will involve multiple teams dispersed in the field engaged in fire suppression, large-scale support facilities including one or more base camps,



possible aerial operations, unified command structure, coordinated public information efforts, and logistical support. While many of these agencies are experienced in working together, multi-agency operations over extended geographic areas always present challenges to command and coordination.

Situation Reporting

A large-scale wildland fire event may trigger many different types of emergencies and damages simultaneously over a widespread area. This will overwhelm emergency resources and preclude the traditional direct response to each emergency. Normal means for reporting emergencies via a 911 phone dependent system will probably be lost to the general public. An overall assessment and prioritization of emergencies through a centralized means of situation reporting will be one of the first critical actions taken by local government. On-duty radio-equipped Public Safety and Public Works units may be the only means available to provide an initial survey of field areas and report damage information back to the County's Dispatch Center. An initial overloading of radio nets can be expected. Strict radio discipline must be enforced by dispatchers and may somewhat reduce the overload problem. Due to several factors (e.g., massive damage, limited personnel, transportation disruptions, communications overload, etc.), a complete situation report may take several hours to several days.

School Disruptions

Most public schools within Tuolumne County have the potential to be impacted by a large-scale wildland fire. Should school be in session, it is quite possible that fire impacts on the County road system may prevent parents from picking up their children in a timely manner. School bus routes may also be affected. On a short-term basis, schools may be closed.

Evacuation

Threatened areas of the County may require evacuation to minimize injury and loss of life, and to allow suppression forces to operate without interference from civilian traffic. Voluntary evacuation will be hampered due to the poor roadway circulation system, communication problems, loss of good judgment by some segments of the public (due to hysteria), and the tendency of some people to want to stay and defend their homes (e.g., watering of roofs, fighting the fire, etc.). The IC or EOC Director will need to balance several factors when developing evacuation plans. These include severity of threat, location, time of day, type of fuels, and the availability of emergency workers. Persons without personal transportation may attempt to evacuate on foot and may need transportation assistance. Persons with AFN will need to be identified, notified, and provided with transportation assistance. Evacuation routes will likely be highly congested, slowing evacuation times and interfering with emergency vehicle access. Disabled vehicles may further impede evacuations.

Animal Services

The most effective and efficient way to minimize animal safety risks is for the individuals and responding agencies to be properly prepared to address animal issues well in advance of a disaster. To meet this need Tuolumne Animal Control has developed an animal control plan for disaster situations.

Effects On Utilities

Electric Power

Wildland fires can be expected to have significant impacts on the electrical distribution system. Most structures in Tuolumne County do not have emergency generator capabilities and can expect to be without electrical power for several hours to several days. In addition, short-term service of these standby units can be expected due to inadequate fuel supplies.

Water Service



Wildland fires may cause damage to the County's historic flume distribution system, pump stations, and storage facilities. Water contamination must be expected and will require purification of all available sources. The importation of water from outside sources may be required.

Effects on Transportation Systems

A major wildland fire could disrupt normal transportation systems, causing severe traffic management problems as well as delays to response, evacuation, and logistical support for up to six to twelve hours. The primary cause of surface transportation failure would be from fire and smoke, downed trees and power lines, fire caused rock falls, and the loss of guard rails and safety systems (e.g., signs and signals).

The Columbia and Pine Mountain Lake Airports could be impacted by smoke. It is anticipated that air traffic will increase due to an influx of news media and fire suppression or support activity. Air space restrictions may be required.

Effects on Communication Systems

Telephone System

Fires may have significant impacts on portions of the telephone system. Telephone equipment, both hard-wired and cell sites, could be damaged and adversely affected by overloading.

Radio Communications

One of the major factors reducing radio efficiency during any major emergency event is the inundation of non-essential radio traffic and lack of radio discipline.

Due to the topography in Tuolumne County, the use of mountain-top repeaters is necessary. Wildland fire may damage these essential facilities.

In a major emergency event, effective radio communications may require the augmentation of RACES personnel and the use of "car to car" relay systems. In the absence of emergency power to some agency base stations, portable radios may be the only available means of radio communications. However, portable radios have limited reach and the life of their batteries is only four to six hours. A runner system may be the last resort means of reliable communications but will cause inherent delays.

Note: RACES personnel and equipment are co-located in the County EOC located at 18440 Striker Court, Sonora, California 95370.

Need for Emergency Public Information and EAS

Following an emergency, it can be anticipated that the public will have a high need for basic emergency public information. This information will be provided by the PIO and distributed through approved press releases, the EAS or other communication systems.

Security

Looting is not anticipated to be a major problem for wildland fires in Tuolumne County. However, security to control access into and out of fire impacted areas will be a major consideration for law enforcement agencies.

Emergency Logistical Support

The procuring, stockpiling, and distribution of essential supplies for the general public and emergency workers (food, water, fuel, shelters, etc.) will be necessary both during and after a major wildland fire. It is anticipated that large numbers of the surviving public within the area will offer volunteer assistance and donations of food, clothing, shelters, etc. The Capital Region Chapter of the American Red Cross may provide assistance in receiving, registering, and organizing offers for volunteer assistance and shelters.



The local Salvation Army may provide assistance in receiving, stockpiling, and distributing volunteer donations of food, clothing, water, etc. Self-sufficiency information will be provided over the EAS or various communication resources. Additional support will be requested from the state and federal governments.

Displaced and Homeless Citizens

Sheltering

A significant number of displaced or homeless citizens can be anticipated after a wildland fire. A considerable number of these will probably be self-sufficient in nature (e.g., tenting in front yard, temporarily living with relatives or neighbors, etc.). An estimated 20% of the displaced and homeless will require public sheltering as provided by the American Red Cross and will require significant logistical support. Long-term "tent" or "mobile home" cities for a majority of the displaced and homeless may be a consideration.

AFN

Emergency managers and shelter planners should include in the planning process people with expertise and experience in dealing with the logistical requirements of providing shelter for individuals with AFN. Once established, shelter staffing should include individuals who are knowledgeable in AFN.

FEMA's "Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters" outlines details regarding accommodating the special need of this population. It can be found at: www.fema.gov/pdf/about/odc/fnss_guidance.pdf

Hospital Disruptions

Hospitals may experience a surge of people suffering from smoke inhalation, burns, or physical trauma resulting from escaping or evacuating from threatened areas. This will likely cause immediate overloading for several hours. It is also possible that hospital facilities may be threatened by the fire itself, and require evacuation, or enhanced protection from fire crews. Hospitals will need to operate in accordance with their internal emergency plans.

Release of Hazardous Materials

It is possible that damage or destruction of facilities, vehicles, or structures could result in a release of hazardous materials on the surface, in the air, or in waterways. The most common hazardous materials release would likely result from damaged storage tanks, pipelines, or transport vehicles.

Spills or releases can be anticipated at facilities such as petroleum pumping and storage stations, school and hospital laboratories, water and waste treatment plants (raw sewage and chlorine leaks), retail stores, and other fixed facilities storing or using chemicals.

Structure Fires

In addition to structures in the burn area, structures in great distances may be threatened due to high winds and airborne embers. Additionally, the water supply system may be disrupted or unavailable for both domestic use and firefighting. Out-of-County mutual aid may be severely delayed if nearby jurisdictions are also affected. Modern, built-in fire protection systems to structures (e.g., sprinklers, detectors, etc.) may be ineffective because of reliance on structural integrity, water supply and power.

Therefore, suppression of major fires will need to be prioritized based on the life-safety threat, availability of water, and availability of firefighting resources. Of primary importance will be alerting of the public via the EAS to shut off gas and electric service if gas leaks are suspected.



Due to the potential for a large number of fires and other life-threatening situations drawing down fire suppression resources normal firefighting operations may have to be altered. This could include defensive firefighting strategies that sacrifice certain structures to save others.

Public Health

During and after a major wildland fire, the health care system will likely encounter a surge of patients with physical injuries sustained during the incident in addition to psychological trauma. Smoke creates further trouble by causing eye and respiratory-tract irritation which can quickly hamper rescue and clean-up operations if full-face respirators are not used.

Concept of Operations

Planning Assumptions

Coordinating the emergency response to a major disaster will put a significant strain on local government and its emergency response organization. The response may initially be overwhelming until the situation can be brought under control. Initial Out-of-County assistance from state, federal, mutual aid and private agencies will probably not occur before the first 24 hours. Full assistance from those agencies may not arrive until well after the first 72 hours. For planning purposes, local governments must presume that they will essentially be on their own, with only local surviving resources, for 72 hours. Also, for planning purposes, it is estimated that full mobilization of local government personnel will be impossible due to internal casualties, transportation disruptions, and family status concerns.

Certain types of events may impact the immediate availability of on-duty government staff to respond to the emergency. Staff reductions of up to 15% should be anticipated. It is further estimated that only 50% of off-duty staff called back will arrive in the first 12 hours.

Organizational Structure

There are multiple fire departments and agencies in the County, including the Tuolumne County Fire Department, five Fire Protection Districts (FPDs), two Community Service District fire departments, one Tribal Fire Department, and several local and municipal agencies. In addition to these agencies CAL FIRE, the U.S. Forest Service and Yosemite National Park, and CDCR Sierra Center also have fire department resources in the County. Each agency has primary responsibility for their respective boundaries; however, local fire departments may assist CAL FIRE in responding to wildland fires within its jurisdictional area, and vice versa.

The CAL FIRE Tuolumne-Calaveras Unit (TCU) area of responsibility includes 2.9 million acres of private, federal, and tribal lands in the two counties. Working with stakeholders in the two counties, TCU has developed a Strategic Fire Plan for the area designed to provide a comprehensive framework of how they will address wildland fire risks in the area.

Operational Phases

Operations are divided into three phases to include preparedness, response, demobilization, and recovery.

- **Phase 1:** Preparedness includes those activities that can reasonably be implemented prior to a disaster to improve readiness and/or mitigate consequences.
- **Phase 2:** Response includes those activities conducted during the disaster to protect life and property. The response phase is complete when the disaster no longer poses an immediate threat to life and property. For a major disaster the response will likely include resources from multiple agencies and be conducted under a Unified Command.



- **Phase 3:** Demobilization and Recovery includes those activities required to resume normal operations and to return the community to normal. Full recovery from a major disaster may take months and years.

Preparedness, response, demobilization, and recovery operations will be conducted in accordance with ICS, SEMS, and NIMS as the emergency organization and the emergency management system for response to all wildland fire events impacting Tuolumne County.

The specific preparedness, response, demobilization, and recovery actions will be determined based on the severity of the potential threat, and available resources. Objectives and typical actions for each phase are described below.

Phase 1: Preparedness

Preparedness Objectives

- Protect public facilities and infrastructure.
- Involve and educate the public on measures to reduce hazards from wildland fires.

The County has taken a proactive role in preparing citizens for wildland fires, including preparation and widespread distribution of brochures and other information. The County has also developed and distributed specific information for 19 communities within the County with maps and instructions for evacuation routes and safe refuge areas.

In addition, utilizing federal funds through a grant through the California Department of Housing and Community Development, funded the construction of two Community Resilience Centers (CRCs) as evacuation centers, including animal boarding, Wi-Fi, and additional services.

Training and Exercises

County OES develops and maintains annual comprehensive emergency management training and exercise program, the IPP. The purpose of the plan is to strengthen existing capabilities and develop new ones to improve emergency preparedness.

Typical Preparedness Actions

The following preparedness actions can be taken to potentially reduce threats to life and property damage due to wildland fires:

- Implement mitigation measures identified in the Tuolumne County MJHMP. The Plan identifies mitigation measures that, if implemented, can potentially reduce damage to County facilities and private property due to wildfires.
- Educate residents and business owners about the threat of wildfire and urge them to implement mitigation measures to protect their own properties. These educational actions can include information posted on the County website and Facebook page; handout information at County facilities (e.g., libraries, recreation centers, etc.); presentations faith-based organizations and civic groups; and participation in emergency preparedness events.
- Conduct aggressive brush clearance enforcement policies.
- Encourage Neighborhood Watch groups and other neighborhood associations to develop neighborhood disaster preparedness plans.
- Facilitate and encourage residents to take CERT training, both initial and ongoing.
- Educate business owners on the importance of having Business Continuity Plans (BCPs) to be able to get back in business as quickly as possible following a wildfire or other disaster.



- Use County code enforcement actions to ensure that new development and renovations to existing structures incorporate fire resistant designs, materials, and landscaping.
- Develop procedures to identify, notify, and evacuate residents that may need special assistance.

Phase 2: Response

The IC will be responsible for overall implementation in the field of this Annex. The IC will act as the overall field coordinator of the emergency measures carried out by all responding agencies and personnel. The IC will also make requests for resources needed.

Response Objectives

- Save lives.
- Protect critical infrastructure and other County facilities.
- Effectively deploy County resources to support fire suppression and containment operations.

Response Actions

The specific response actions will be determined at the time of the event depending on the size, intensity, and location of a wildland fire, and the availability of response resources. The following are response actions likely to be taken:

- Activate the EOP and EOC.
- Coordinate response activities with the OES Regional EOC and neighboring jurisdictions.
- Issue an emergency proclamation to facilitate response.
- Identify facilities such as retirement and nursing homes and other facilities housing persons who may need special assistance.
- Obtain lists of residents, if power is lost, with electric-powered durable medical devices by contacting electrical power providers.
- Provide logistics support for fire suppression operations to include supplies, food services, and other support, including support for mutual aid personnel and equipment.
- Identify location and provide support for base camp(s) if required.
- Maintain time and material records to support potential FEMA reimbursements, and mutual aid costs.
- Identify and secure ingress and egress routes for fire personnel and equipment.
- Consult with the Public Health Officer and issue health warnings due to smoke and release of hazardous materials.
- Dispatch County crews inspect and document damage to County facilities.
- Develop preliminary damage estimates to support state and federal emergency declarations.

Evacuation Actions

IC will determine if evacuation is required and issue evacuation orders. The EOC may support the evacuation by implementing the following actions as needed:

- Coordinate with Dial-A-Ride and other applicable agencies to identify and evacuate vulnerable households, including persons with disabilities and others with access and functional needs.
- Identify, secure, and publicize evacuation routes, safe refuge areas, and CRC locations
- Implement traffic management measures to facilitate evacuation and emergency vehicle access.



- Establish a FAC, phone bank, or other means to facilitate family reunification and to provide information to victims and families.
- Support the safe evacuation and sheltering of pets and livestock as necessary.
- Coordinate with the American Red Cross and Salvation Army for the feeding and sheltering of evacuees.
- Arrange for transportation for persons needing assistance, or without personal vehicles.
- Establish and publicize pick-up points for ambulatory persons needing transportation.

Phase 3: Demobilization and Recovery

Planning for demobilization and recovery should commence as soon as possible. If there are extensive fatalities, injuries, or physical damage a Recovery Team should be organized to coordinate recovery. The team should include representatives from utilities, financial institutions, physical and mental health providers, schools, faith-based organizations, and County departments.

Recovery Objectives

- All County departments and agencies resume normal operations.
- Damaged and Destroyed County facilities repaired or replaced.
- Assist the community to recover and return to normal.

Recovery Actions

Once the immediate fires have been extinguished the County should take the following actions:

- Conduct hot washes with EOC staff and first responders.
- Consult with the Public Health Officer regarding the existence of ground or groundwater contamination resulting from the fire and initiate remediation actions.
- Establish reentry procedures and checkpoints for residents reentering their properties.
- Identify and secure any areas deemed unsafe for reentry.
- Notify the public when it is safe to reenter, and of any areas deemed unsafe.
- Conduct and document a damage assessment of County buildings and infrastructure, including dollar cost estimates.
- Work with the OES Region to document damage and losses for potential state and FEMA reimbursement.
- Review FEMA and state disaster cost recovery policies and procedures and apply for reimbursement for eligible costs and losses.
- Coordinate with state and federal agencies to stand up a LAC where residents and business owners can obtain assistance, grants and loans and publicize location and hours of operation.
- Inventory any damage or loss of mutual aid equipment provided by other agencies.
- Provide mental health support services for first responders and other County staff who may have experienced emotional trauma during the response.
- Establish a public/private/NGO task force to coordinate long-term recovery.
- Prepare comprehensive AAR/IP.



Roles and Responsibilities

The consequences of wildland fires include a wide range of events including but not limited to need to evacuate persons from dangerous areas, need to establish emergency shelters, widespread damage and destruction of structures, damage to critical infrastructure, release of hazardous material, water contamination, personal injuries, and loss of life. The specific agency roles will be determined by Incident Command and the EOC according to the situation.

General roles and responsibilities are described in the table below:

Table 52: Wildland Fire General Roles and Responsibilities

Emergency Problem	Lead Agency	ICS Position
Command and Coordination	Fire Departments, Sheriff's Office, and CDD	Incident Commander
Situation Reporting	Sheriff, Fire Departments	Law Branch/Situation Unit
Building Collapse/Rescue	Fire Departments, CDD/Building Division	Fire Branch
Medical/Mass Injuries	Ambulance and Fire	Medical Group
Hospital Disruption	Individual Hospital/Medical Center	Liaison
School Disruptions	School Districts	Liaison
Hazardous Materials Releases	Fire Departments, Environmental Health	Technology Specialist Unit
Major Fires	Fire Departments	Fire Branch
Dam or Levee Failures/Flooding	OES, CDD	Public Works Branch
Evacuation Operations	OES and Sheriff	Law Branch
Utility Disruptions – Propane	Private Companies and Fire Departments	Utilities Group
Utility Disruptions – Electricity	PG&E	Utilities Group
Utility Disruptions – Water	Water Districts	Utilities Group
Utility Disruptions – Sanitation	City Utilities Departments	Utilities Group
Highway/Street Disruptions	Caltrans, Public Works – Roads, CHP	Public Works Branch
Traffic Disruptions Management	CHP, Caltrans, and Sheriff	Traffic Group
Communications Disruptions	County Radio Tech	Communications Unit
Emergency Public Information	OES, Command Staff + Agency PIO's	Information Officer, PIOs
Security	Sheriff, Sonora Police Department, and Private Security Companies	Law Branch
Emergency Logistical Support	Command Staff, OES	Logistics Section
Displaced/Homeless	American Red Cross, Community Social Services, Salvation Army, Homeless Coordinator, HHSA	Shelter and Welfare Group
Building Inspection	CTA/Building Division	Technology Specialist Unit
Disease/Health Hazards	HHSA and Public Health	Technology Specialist Unit
Temporary Morgue	County Sheriff-Coroner	Morgue Group

Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.



Tuolumne County
Emergency Operations Plan
Base Plan and Annexes

- National Response Framework 4th Edition, Roles and Responsibilities – Local Government pp. 25 – 30, U.S. Department of Homeland Security, October 28, 2019.
- Threat and Hazard Identification and Risk Assessment (THIRA) and Stakeholder Preparedness Review Guide.
- Comprehensive Preparedness Guide (CPM 201) 3rd Edition 2018, U.S. Department of Homeland Security.
- Developing and Maintaining Emergency Operations Plans - Comprehensive Preparedness Guide (CPG 101), FEMA, September 2022, Version 3.0.
- Improving Public Messaging for Evacuation and Shelter in Place, Findings and Recommendation for Emergency Managers from Peer Reviewed Research, April 2021, FEMA.
- Hazardous Material Incidents, Guidance for State, Local, Tribal and Private Sector Partners, August 2019, FEMA.
- Pre-Disaster Recovery Planning Guide for Local Governments, February 2017, FEMA.
- Local Evacuation and Mass Care Handbook, Michigan Department of State Police, Emergency Management and Homeland Security, March 2013.
- State of California Emergency Plan, October 1, 2017.
- Emergency Operations Plan Crosswalk for Local Government Agencies, Cal OES.
- State of California, Best Practices for County Emergency Plans – First Edition, November 2021, Cal OES.
- Integrating Access and Functional Needs Within the Emergency Planning Process – Best Practices for Stakeholder Inclusion, June 2020, Cal OES.
- Emergency Support Function #4 – Firefighting Annex, FEMA, June 2016.
- Tuolumne County Integrated Preparedness Plan (IPP), January 1 2023 – December 31 2023, Tuolumne County Office of Emergency Services.
- Mutual Aid Agreement, Tuolumne County – Tuolumne County Utilities District, April 4, 2023.
- 2022 Strategic Plan, CAL FIRE, Tuolumne-Calaveras Unit.
- Tuolumne County Community Resilience Center Facility Emergency Utilization Plans, July 2022.
- Citizen Evacuation Guide, Tuolumne County Communities, Tuolumne Emergency Services, 2022.
- Tuolumne County Wildland Fire Evacuation (pamphlet), Tuolumne County Office of Emergency Services.



Functional Annex

Debris Removal

Purpose

The purpose of the Debris Removal Functional Annex is to facilitate and coordinate debris removal, collection, and disposal following an emergency within Tuolumne County. The goal is to facilitate efficient debris removal to expedite recovery efforts and improve the health, safety, and welfare of residents. This Annex is designed to be used in conjunction with the Tuolumne County EOP.

Scope

The Debris Removal Functional Annex is intended to guide debris removal operations within Tuolumne County, as well as coordinate with tribal, state, federal, and private sector partners.

Policies

It is the policy of Tuolumne County to develop plans that incorporate concepts of ICS, SEMS, and NIMS. Debris management will be conducted in a prioritized phased approach incorporating ICS, SEMS, and NIMS concepts throughout. Debris operations will be initiated promptly and in an effective manner to protect the health and safety within Tuolumne County. Tuolumne County has the authority to coordinate and delegate debris operations. A full list of related authorities can be found in the Authorities, Legislative Requirements, and References Appendix to the EOP Base Plan.

Situation Overview

Tuolumne County is comprised of 2,220.91 square miles and located in eastern California. The County is home to two major rivers, several lakes and reservoirs, Indian reservations, and federal lands. The geographic makeup of Tuolumne County presents the potential for hazards that could affect all or part of the County. The potential hazards could generate a significant amount of debris and impact the existing waste collection and disposal systems. In addition, debris could block road systems, disrupt emergency response services, and damage physical infrastructure. Debris operations are time consuming, expensive, and may exhaust County resources.

The following debris removal planning assumptions should be considered:

- Primary consideration is given to the preservation of life.
- County OES is responsible for training staff who may be involved with debris operations.
- Tuolumne County will contract additional resources, when needed, to assist in debris removal.
- In the event a State of Emergency has been declared, state resources can assist in debris operations. If County and state resources are exceeded, the governor will request a Presidential Disaster Declaration. Federal resources can then be requested to assist in debris operations.
- Vital infrastructure (e.g., communications, power, transportation, water, sewer, etc.) could be damaged, and re-establishment will be considered critical.
- Redundant communication systems should be used throughout operations to prevent any loss of communication with decision makers.
- A debris-causing emergency or disaster could occur at any time.
- Residents could be displaced requiring short- and long-term sheltering.



- Many residential, commercial, and institutional structures could be damaged requiring search and rescue mobilization.
- The EOC may not be activated in support of debris operations. If the EOC is not activated, requests should go through proper agency channels.
- During debris operations many issues will arise that are not specifically mentioned in this Annex. Unexpected issues will be assigned and resolved efficiently.

Hazard Description

Tuolumne County is prone to a variety of hazards that will generate a significant amount of varying debris. The Tuolumne County MJHMP discusses those hazards (including the probability and locations) in more detail. For the purpose of this Annex, a list of potential hazards, debris generation potential, and expected debris types is provided below.

Table 53: Hazard and Debris Potential/Types

Hazard	Debris Generation Potential	Expected Debris Types
Earthquake	Low to Medium	• Construction Debris • Contaminated Debris • Household Debris • Hazardous Waste • Vegetative Debris
Flooding	Medium	• Construction Debris • Contaminated Debris • Household Debris • Vegetative Debris • Putrescent Debris • Vessels and Boats • Sand, Mud, and Soil • Sandbags
Landslides and Sinkholes	Low to Medium	• Construction Debris • Contaminated Debris • Household Debris • Vegetative Debris • Vehicles • Sand, Mud, and Soil • Sandbags
Volcano	Low	• Vegetation Debris • Ash
Wildfire	Medium to High	• Construction Debris • Contaminated Soil/Water • Vegetation Debris • Putrescent Debris • Household Debris
Extreme Weather	Low	• Construction Debris • Vegetation Debris • Putrescent Debris • Household Debris
Transportation Accidents	Medium to High	• Vehicles • Hazardous Waste



		• Metal Debris
Terrorism and Civil Unrest	Low to Medium	• Property Damage • Household Debris • Hazardous Waste • Infectious Waste

Potential Consequences

The quantity and type of debris generated, the location, and the size of the area impacted with debris from any emergency or disaster, impacts the overall management of debris removal. Debris operations must consider the collection and disposal methods, associated costs, and how quickly debris can be removed. Depending on the severity of the emergency or disaster, agencies will have difficulty locating staff, equipment, and funds to devote to debris removal. Local landfills and waste disposal may be inadequate to deal with large amounts of debris and alternate methods may be necessary. Residents will assist in removing debris from their homes and businesses but will need assistance in disposal. Agencies will utilize Tuolumne County resources to the greatest degree possible. In the event Tuolumne County resources are insufficient, requests should be made through the EOC for debris assistance.

Concept of Operations

When a debris generating emergency or disaster occurs within Tuolumne County, officials will determine the level of damage and the assistance required. Tuolumne County OES should provide an initial summary of damages for review. An assessment of the debris situation will include estimates as reported and other problems to be provided to officials as needed. Temporary debris sites may be needed but should be accessible and not require extensive preparation. Activation of temporary sites should be determined by Tuolumne County OES as needed.

Tuolumne County OES is the lead agency responsible for a systematic and coordinated approach to emergencies and disasters within Tuolumne County. During and immediately following an emergency or disaster, first responders will be focused on preventing the loss of life, protecting public health and safety, and minimizing immediate threats. Immediate removal or containment of debris may be necessary to assist first responders. Tuolumne County OES will be the lead agency providing debris removal operations during the recovery phase. The following are general responsibilities for the main agencies responsible for debris removal operations. Additional agencies may be needed and will be assigned responsibilities by Tuolumne County OES.

Preparedness

A critical process when managing a successful debris removal operation is to be prepared. Preparedness efforts before a debris-generating emergency or disaster occurs allows for safe and timely management of debris. Tuolumne County will engage in the following preparedness efforts:

- **Public Education and Information:** It is important to educate Tuolumne County residents and business owners on what they can do to help minimize debris from an emergency or disaster. Residents and business owners should also be aware of what kind of debris can go on the curb and how to separate debris for collection. Tuolumne County OES will take the lead on public information efforts and provide residents and businesses the education and tools they need to successfully prepare.
- **Pre-Approval for Temporary Sites:** Tuolumne County will select areas within the County that would be suitable for temporary staging of debris and obtain pre-approval before the sites are needed. There may be a need for a shared agreement with a neighboring jurisdiction.



- **Identify Debris Resources:** Tuolumne County will identify additional debris resources for use when County resources are insufficient. This may include completing standby contracts to initiate after an emergency or disaster.
- **Estimate Quantity of Debris:** Tuolumne County will estimate the amount of debris generated early during an emergency or disaster before the recovery and debris removal operations phase. Estimations will be developed through ground measurements, photographs of areas before and after, computer models, and resources from FEMA and the U.S. Army Corps of Engineers (USACE).
- **Training:** Tuolumne County OES will ensure all staff that will assist with debris removal operations as properly trained and educated on the Debris Removal Functional Annex.

Response

Tuolumne County will immediately respond to debris removal needs within the County. Regardless of the size of the emergency or disaster all responses will have Tuolumne County OES facilitating a debris management plan and coordination with personnel to document costs, coordinate resources, establish priorities, identify debris sites, address debris removal issues, and keep the public informed.

Tuolumne County may manage and prioritize debris response operations through a generalized phased approach described below:

- **Phase One:** Emergency debris removal to open access for emergency response vehicles, necessary traffic, hospitals, and medical facilities.
- **Phase Two:** Debris removal to assist with health and safety, those with access and functional needs, removal of dangerous debris, and removal of contaminated debris.
- **Phase Three:** Other debris removal actions for health and safety. This would include public safety announcements, public debris removal policies, debris pick-up schedules, and pest control activities.
- **Phase Four:** Completion of all remaining debris removal actions to restore the County to pre-event conditions.

Demobilization and Recovery

When the IC or OES Director determines that the emergency or disaster has entered into the recovery phase, the Command Staff will develop a formal Demobilization Plan. Priority should be given to releasing partners and response agencies not needed first. Consideration should also be given to assigning appropriate agencies to conduct long-term recovery operations. The Tuolumne County EOC should be downgraded or shut down as soon as emergency operations cease. It is desirable to attempt to restore agencies to their normal working routine as soon as possible, however County agencies will be heavily involved in recovery operations for an extended period of time.

Cleanup, rehabilitation, and restoration after an emergency or disaster will take considerable time, sometimes years. It will also take coordination between partners and strain resources. The Tuolumne County EOC command staff should recommend to the County Administrator and Board of Supervisors the appropriate methods for long-term recovery. Consideration should be given as follows:

- Long-term health services may include inoculations, water purification, and sanitation.
- Large outside areas may be needed as temporary communities for sheltering displaced families. Outside relief supplies will need to be stockpiled and distributed as available. Distribution of food stamps may be necessary. A task force should be developed to coordinate these recovery efforts.



- In the event a declaration was made, County OES will assist the impacted agencies in completing necessary forms required for state and federal disaster assistance.
- Large reconstruction projects and damaged critical facilities will need to be approved and initiated as soon as possible with joint concurrence from the County, state, and federal governments. State and federal agencies may establish a Disaster Field Office, with a State Coordinating Officer, to conduct their own independent damage survey.
- Long-term cleanup of debris on public property and repair of roads should be supervised and coordinated by the Community Resources Agency. Assistance may be provided by partnering agencies.
- Upon completion of the debris removal mission, Tuolumne County should close out debris storage and reduction sites by developing and implementing the necessary site remediation and restoration actions.

Roles and Responsibilities

Tuolumne County OES or EOC Command Staff – Consult with the County Administrator and the Board of Supervisors to initiate debris management options. Responsible for overall debris removal operations to include notifying the health department of any health hazards, compiling field data, coordinating public information, and organizing volunteer groups and assistance from additional outside agencies.

- **First Responders:** Coordinate immediate removal or containment of debris as needed.
- **Law Enforcement:** Provide personnel to protect people by conducting debris removal on roads and coordinate security for temporary debris storage sites.
- **Tuolumne County Health Department:** Identify possible health issues, surveillance and response to infectious disease, and provide public information regarding health risks and safety procedures.
- **Tuolumne County Environmental Health:** Inspect and coordinate with restaurants and grocery stores in addressing contaminated or spoiled food removal.
- **Tuolumne County Public Works:** Coordinate the surveying and cleanup of debris from priority transportation routes and work with State Highway for state transportation routes. This includes identifying damaged locations, relaying damage information, estimating repair time, and initiating repairs.
- **Community Resources Agency:** Coordinate cleanup of debris on public property and repair public roads.
- **Contractors:** Approved contractors will assist Tuolumne County in providing debris removal, collection, and disposal services in a cost-effective, timely, and environmentally-sound manner. Contractors will be considered based on their capabilities to facilitate the needs of Tuolumne County.
- **State and Federal Agencies:** Provide assistance within Tuolumne County when county resources are insufficient.
- **Volunteer Organizations:** May provide assistance for debris removal from property. Volunteer organizations must coordinate through the EOC Command Staff or Tuolumne County OES.
- **Tuolumne County Residents:** Residents will be responsible for following guidance for separation, drop-off, and collection of debris. Residents should report downed power and utilities to the utility companies, fire department, or the police as appropriate. Residents can provide assistance to neighbors and those with access and functional needs as they see fit.



Resources and References

This section lists various resources and references that can be used in preparedness, response, demobilization, or recovery activities. These references also include helpful and supporting materials to aid in hazard- or threat-specific planning efforts.

- California Disaster Debris Recovery Operations [Disaster Debris Recovery Operations - Cal Recycle Home Page](#)
- Cal OES Debris Management [Debris Management | California Governor's Office of Emergency Services](#)
- Cal OES Debris Removal Guideline [DebrisRemovalProgram11-1-17.pdf \(ca.gov\)](#)
- FEMA Public Assistance Debris Monitoring Guide [FEMA Debris Monitoring Guide \(March 2021\)](#)
- FEMA EMI IS-632 Introduction to Debris Operations (virtual course) [FEMA - Emergency Management Institute \(EMI\) Course | IS-632.A: Introduction to Debris Operations](#)
- FEMA EMI IS-633 Debris Management Plan Development (virtual course) [FEMA - Emergency Management Institute \(EMI\) Course | IS-633: Debris Management Plan Development](#)
- United States Environmental Protection Agency Disaster Debris Recovery Tools [Disaster Debris Recovery Tool | US EPA](#)