



# 2017 State of California Emergency Plan Executive Summary

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The State of California Emergency Plan (SEP) describes how response to natural or human-caused emergencies occurs in California. The plan is a requirement of the California Emergency Services Act (ESA), and describes methods for conducting emergency operations, the process for rendering mutual aid, emergency services of government agencies, how resources are mobilized, how the public is informed, and how continuity of government is maintained during emergency. The SEP further describes hazard mitigation (actions to reduce risk), as well as preparedness and recovery from disasters.

The SEP should be read and understood before an emergency occurs. It outlines activities of all California government and non-governmental organizations working together as a comprehensive, statewide emergency management system.

The residents of California are the primary beneficiaries of the state's emergency management system and the SEP. At the same time, residents play an important role in emergency management by ensuring they and their families are prepared for disasters. Before an emergency, residents can assist the emergency management effort by taking first aid training, maintaining emergency supplies, and being prepared to evacuate or shelter in place for several days. During an emergency, residents should monitor emergency communications and follow direction from authorities. By being prepared residents can better serve their families and communities, and reduce demands on first responders.

## **History of the Plan**

In 1970, the California Emergency Services Act was enacted to supersede the California Disaster Act. The new Act established the Governor's Office of Emergency Services with a Director reporting to the Governor. The Office was charged with coordinating statewide emergency preparedness, post disaster recovery, mitigation efforts, and the development, review, approval, and integration of emergency plans.

- The SEP is a requirement of the ESA. It is defined in Government Code §8560.
- Government Code §8568 discusses the administration of the SEP by each political subdivision of the state. The SEP is in effect in each political subdivision and governing bodies shall take actions necessary to carry out its provisions.
- Government Code §8569 assigns the coordination of the SEP to the Governor's office. The Governor's office shall prepare plans and programs to mitigate the effects of an emergency.

There are three parts to the State of California Emergency Plan: The Basic Plan,



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Functional Annexes, and Appendices.

**Basic Plan:** The Basic Plan describes the fundamental systems, strategies, policies, assumptions, responsibilities, and operational priorities California will use to guide and support emergency management efforts. Essential elements of the Basic Plan include:

- Emergency services provided by governmental agencies and how resources are mobilized;
- Methods to carry out emergency operations and process for mutual aid;
- Overview of the public information system; and
- Continuity planning to ensure uninterrupted government operations.

**Functional Annexes:** The plan defines Emergency Support Functions. These are discipline- specific groups that develop functional annexes to describe goals, objectives, operational concepts, capabilities, organization structures, and related policies and procedures. Functional Annexes are developed and maintained separate from the Basic Plan and reference specific agency and department plans and procedures.

**Appendices:** Mutual aid plans, hazard-specific plans, catastrophic plans, and related procedures are incorporated by reference and maintained separately from the Basic Plan. These supporting plans may be appended to the end of the Basic Plan.

The SEP conforms to California's Standardized Emergency Management System (SEMS), a requirement of Government Code §8607, the National Incident Management System (NIMS), a requirement of Presidential Policy Directive 8, and is compatible with federal emergency planning concepts such as the National Response Framework (NRF) and the California Catastrophic Concept of Operations (CONOPS) developed jointly with the Federal Emergency Management Agency (FEMA).

## **California Hazards and Vulnerabilities**

To provide context, a discussion on hazards and vulnerabilities is included. A hazard is an event or physical condition that can cause fatalities, injuries, property damage, infrastructure damage, agricultural losses, damage to the environment, interruption of business, or other types of harm or loss. Earthquakes, floods, and wildfire hazards historically represent the most frequent events that have led to losses. Vulnerability indicates the level of exposure of human life and property to damage from natural and human-caused hazards. Examples described in the plan include:



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Earthquake	Dam and Levee Failure	Hazardous Materials Emergency
Flood	Severe Weather	Energy Disruption
Fire	Tsunami	Food and Agriculture Emergency
Volcanic Eruption	Civil Unrest	Cyber Attack
Landslide	Pandemic and Epidemic	Terrorist Attack

## The Emergency Management Organization

The Standardized Emergency Management System (SEMS) is the cornerstone of California’s emergency response system and the fundamental construct of emergency management. SEMS is required by law for managing multiagency and multijurisdictional responses to emergencies in California. The system unifies all elements of California’s emergency management community into a single integrated system.

The SEP further describes California’s Emergency Management Organization to include compatibility with the National Incident Management System, or NIMS; activation and staffing levels for Emergency Operations Centers; functions and organization of the State Operations Center and Regional Emergency Operations Centers; and the emergency management community which is comprised of both the public and private sectors.

## Emergency Preparedness

Preparedness includes activities in advance of an emergency to improve response operations. A comprehensive preparedness program includes developing plans and procedures, maintaining prevention programs, managing and maintaining resources, establishing mutual aid agreements, training personnel, and educating the public. Methods to plan, train, exercise, prevention, and protection activities, effectively communicate and manage information, and maintain resources to prepare for emergencies are described.

## Response Concept of Operations

The plan describes the following components which are put into action during response to emergencies:

- Establish response goals, priorities, and strategies to protect life, property and the environment;
- Establish direction, control, and coordination;
- Provide alert and warning to the public;



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- Gather intelligence and provide situation reporting;
- Provide emergency public information;
- Establish the Joint Information System (JIS);
- Coordinate and provide mutual aid under established agreements for fire, law enforcement, public health/medical, and the Emergency Management Assistance Compact (EMAC); and
- Mission task state agencies to provide resources and assistance.

The Response Concept of Operations further describes the sequence of events and actions at each stage of response:

Pre Impact >> Disaster Impact >> Sustained Response Operations >>  
Transition to Recovery >> Emergency Proclamations

## California Emergency Support Functions

The plan establishes the California Emergency Support Functions (CA-ESFs). The CA-ESFs are 18 disciplines essential to address emergency management needs. CA-ESFs are each led by a state agency and represent an alliance of state government and other stakeholders with similar functional responsibilities.

CA EMERGENCY SUPPORT FUNCTIONS	LEAD STATE AGENCY
CA-ESF 1 Transportation	CA Transportation Agency
CA-ESF 2 Communication	Governor's Office of Emergency Services
CA-ESF 3 Construction and Engineering	Government Operations Agency
CA-ESF 4 Fire and Rescue	Governor's Office of Emergency Services
CA-ESF 5 Management	Governor's Office of Emergency Services
CA-ESF 6 Care and Shelter	CA Health and Human Services Agency
CA-ESF 7 Resources	Government Operations Agency
CA-ESF 8 Public Health and Medical	CA Health and Human Services Agency
CA-ESF 9 Search and Rescue	Merged with ESF 13 Law Enforcement and ESF 4 Fire.
CA-ESF 10 Hazardous Materials	CA Environmental Protection Agency
CA-ESF 11 Food and Agriculture	CA Department of Food and Agriculture
CA-ESF 12 Utilities	CA Natural Resources Agency
CA-ESF 13 Law Enforcement	Governor's Office of Emergency Services
CA-ESF 14 Recovery	Governor's Office of Emergency Services
CA-ESF 15 Public Information	Governor's Office of Emergency Services
CA-ESF 16 Evacuation	Merged with CA-ESF 13/Law Enforcement
CA-ESF 17 Volunteer/Donations Mgmt.	California Volunteers
CA-ESF 18 Cybersecurity	Governor's Office of Emergency Services



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CA-ESFs require a coordinated approach between all members. The lead state agency, with support and coordination from Cal OES, brings together supporting state agencies, departments, and stakeholders from the public and private sector to develop and maintain a Functional Annex to the SEP. The Functional Annex contains the concept of operations with protocols and procedures for each CA-ESF.

## **State Agency and Department Roles and Responsibilities**

In addition to the CA-ESFs, the Governor may call upon the services, resources, and capabilities of the 125 state agencies, departments, offices, boards, commissions, councils, and authorities in times of emergency. The plan describes key agencies and departments that have primary or support roles in an emergency. Even those state agencies not specifically listed in the plan may be called upon to carry out activities necessary to mitigate the effects of an emergency.

## **SEP Implementation**

Implementation begins when Governor Brown signs the promulgation letter for the SEP. The plan will be shared with the 58 counties, 482 cities, and the many non-governmental partners that support California during emergency preparedness and response. The SEP is used to support local government resource, communications, and planning during response and recovery activities. California citizens and the public can access the SEP and its supporting documents through Cal OES' website.

While the SEP is a high level, strategic document for the entire state, key elements of the plan are used and tested on a regular basis in response to different events and emergencies such as the 2017 state-wide winter storms and the Oroville Dam Auxiliary Spillway incident. The State's response and support to local government needs demonstrated the effectiveness of the SEP as a vital document for emergency response and recovery. The SEP through its mutual aid and resource management systems identified state agency and department resources to be used to assist local governments in evacuating 188,000 people, providing meals and shelter for almost 10,000 people and aided the sharing of information and coordination of activities from the field level to state government response.

Additional implementation of the plan includes training and exercising components of the plan at regular intervals, and continued development of the CA-ESF annexes. Cal OES and other state agencies provide guidance and support to cities and counties in the development of emergency operations or response plans that are consistent with the SEP. In addition, state agencies and departments continue to improve response and



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recovery capabilities.

## **2017 Plan - The Update Process**

The current revision of the SEP began in the summer of 2014. The update began with a review of the basic document and identification of current considerations including emergency planning for people with disabilities and access and functional needs as required by AB 918. From 2014- 2016 seventy-nine state agencies were contacted to update or develop new language under State Agency Roles and Responsibilities. The public comment period was from October through December, 2016. During that time Cal OES received nearly 400 comments.

Cal OES reviews the SEP, supporting annexes and plans on a three year cycle. Revised drafts of future SEPs will be completed in coordination with State agencies, local governments, and relevant stakeholders as needed.

## **Key Areas Updated**

The Forward includes expanded California emergency management history, the future of emergency management, and recent international, national and local events that have shaped emergency management for California and the entire country.

Integration of planning for people with disabilities and access or functional needs is further expanded and included throughout the document.

The hazards and vulnerabilities statistics and information were updated to reflect current considerations such as cyberattacks. A new Emergency Support Function for cyber security was added.

In an effort to further align California's emergency management structure and systems with national practices and standards, the Emergency Operations Center activation levels were changed to follow the levels used by the FEMA. This allows the State Operations Center to integrate easier with FEMA to support local government emergency response.

The California Emergency Functions (CA-EF) were renamed the California Emergency Support Functions (CA-ESF) to also align with the federal naming convention used by FEMA.

State government organization, agency names, and emergency responsibilities were updated to reflect the most current organization and structure of state government.