
Town of Windsor
CALIFORNIA
EMERGENCY
OPERATIONS PLAN
2024
www.townofwindsor.ca.gov

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Promulgation Statement

The preservation of life, property, and the environment is the inherent responsibility of local, state, and federal governments. The Town of Windsor has prepared this Emergency Operations Plan to ensure the most effective, efficient, and economical allocation of resources for the maximum benefit and protection of the Windsor community in times of emergency.

While no plan can completely prevent injury, death, and destruction, effective plans, proven through exercises and actual disaster operations, 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 the coordination of planning efforts of the various emergency staff and service elements as mandated by the National Incident Management System (NIMS) and utilizing the Standardized Emergency Management System (SEMS) procedures, CalOES, and the Federal Emergency Management Agency's (FEMA) standards on emergency operation plan organization for a local government entity.

The objective of this plan is to incorporate and coordinate all the personnel and facilities of the Town, the Town's emergency services partners Windsor Police Department and Sonoma County Fire District, and associated agencies and organizations, into an efficient organization capable of responding to the Whole Community during any emergency.

This Emergency Operation Plan is an extension of the Sonoma County Operational Area Emergency Plan and the State of California Emergency Plan. It will be reviewed, exercised at least annually, and revised as necessary to accommodate changing conditions.

The Town Council pledges its full support to this plan and urges all officials, employees, and citizens, individually or collectively, to do their share in the whole community emergency planning of the Town of Windsor.

The concurrence of this promulgation statement constitutes the adoption of the NIMS/SEMS procedures by the Town of Windsor. This emergency operations plan becomes effective on approval by Town Council.

Approval and Implementation

The Town of Windsor (Town), in coordination with the Windsor Police Department and Sonoma County Fire District (Emergency Services Partners), is dedicated to the principle that the safety and security of its residents is contingent on the continuity of public services before, during, and after an emergency or when a disaster strikes.

Oversight and authority for emergency management within the Town rests with the Town's appointed Coordinator of Emergency Services under the direction of the Town Manager. The Town's Municipal Code provides the Coordinator of Emergency Services authority to direct cooperation and the coordination of services and personnel designated as Disaster Service Workers and resolve questions of authority and responsibility that may arise between them.

Implementation will require collaborative efforts across all cooperative agencies, and the community at large including:

- Training and Exercises: Regularly conduct training sessions and exercises to ensure that all personnel are familiar with their roles and responsibilities outlined in the EOP.
- Resource Allocations: Efficiently allocate resources, both human and material, to support emergency response efforts following the EOP procedures.
- Coordination and Collaborations: Foster seamless coordination and collaboration among emergency response agencies, community organizations, and relevant stakeholders during incidents.
- Public Communications: Effectively communicate emergency information to the public, keeping them informed, reassured, and empowered to take appropriate actions.
- Continuous Improvements: Establish mechanisms for continuous improvement through regular plan reviews, feedback collection, and incorporation of lessons learned from exercises and real incidents.

The Town's EOP and its supporting content supersede all previous versions and other iterations of this plan.

Plan Concurrence

The following representatives of the Town of Windsor, Windsor Police Department, and Sonoma County Fire District concur with the content of the Town of Windsor Emergency Operation Plan.

Jon Davis (Oct 30, 2024 17:10 PDT)	Oct 30, 2024
Jon Davis, Town Manager	Date Signed
	Oct 30, 2024
Irene Camacho-Werby, Town Clerk	Date Signed
Vacant	10/17/2024
NAME, Administrative Services Director	Date Signed
Patrick Streeter	Oct 27, 2024
Patrick Streeter, Community Development Director	Date Signed
	Oct 22, 2024
James Leon, Human Resources Director	Date Signed
Olivia Lemen	Oct 22, 2024
Olivia Lemen, Parks & Recreation Director	Date Signed
	Oct 21, 2024
Shannon Cotulla, Public Works Director	Date Signed
G. Piccinini G. Piccinini (Oct 21, 2024 15:29 PDT)	Oct 21, 2024
Greg Piccinini, Chief of Police (Sonoma County Sheriff's Office)	Date Signed
	10/20/2024
Mark Heine, Fire Chief (Sonoma County Fire District)	Date Signed

Record of Distribution

The distribution of the Town's EOP is a critical aspect of emergency preparedness. Proper dissemination ensures that relevant stakeholders have access to this plan, promoting coordination and effective response during emergencies. The distribution process typically involves sharing this plan with individuals and entities responsible for emergency management and response.

The Town's Coordinator of Emergency Services is responsible for updating, maintaining, and distributing the EOP. The EOP will be posted on the Town of Windsor's website at www.townofwindsor.ca.gov and made available upon request to other external organizations.

Table 1: Record of Distribution

Town Departments	Local Governments	Other Organizations
Mayor	Sonoma County	California Governor's Office of Emergency Services (CalOES)
Town Council	City of Cloverdale	Pacific Gas & Electric
Town Manager	City of Healdsburg	Citizens Organized to Prepare for Emergencies (COPE)
Town Clerk	City of Santa Rosa	Sonoma County Community Organizations Active in Disaster (COAD)
Administrative Services	City of Sebastopol	Nuestra Comunidad (NC)
Community Development	City of Sonoma	Sonoma County Fire District (SCFD)
Human Resources	City of Rohnert Park	Windsor Unified School District (WUSD)
Parks & Recreation	City of Cotati	Portola Systems
Public Works	City of Petaluma	Northern Sonoma County CERT
Windsor Police Department		

Record of Changes

In the dynamic landscape of emergency management, the ability to adapt and evolve is paramount to ensuring the safety and resiliency of our community. The Emergency Operations Plan (EOP) serves as the foundational guide, outlining the strategies and procedures that emphasize the Town of Windsor's (Town) response to crises. However, as the nature of emergencies evolves and the community grows, so must our preparedness measures. This introduction serves to illuminate and embrace the necessity of change within the Town's EOP, emphasizing its role in maintaining relevance, effectiveness, and alignment with emerging challenges.

Table 2: Record of Change

Change No.	Description	Date Entered	Posted By
24-001	Full review, analysis, and revision	10/16/24	Kristina Owens

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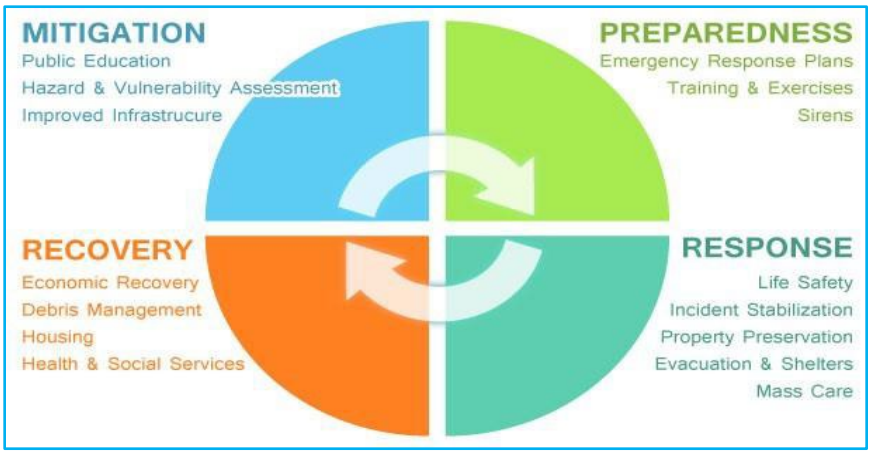
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1. Introduction

The Town of Windsor (Town) is vulnerable to many threats. The Town's Emergency Operation Plan (EOP) serves as a comprehensive framework for coordinating emergency response and recovery efforts within our community. Developed in collaboration with the Town's Emergency Services Partners – Windsor Police Department and Sonoma County Fire District – and key stakeholders, the EOP outlines the strategies, protocols, and resources necessary to effectively mitigate, prepare for, respond to, and recover from a wide range of emergencies and disasters. The EOP addresses each phase of the disaster cycle (mitigation, preparedness, response, and recovery) and aims to improve the capability to understand and act on a holistic approach to the disaster cycle.

Figure 1: Four Phases of Emergency Management



The EOP represents a collaborative effort to enhance the resilience and preparedness of the community in the face of emergencies and disasters. By implementing the strategies and protocols outlined in the EOP, the Town and its Emergency Services Partners can effectively protect lives, property, and the environment, and ensure the swift recovery and restoration of the community following adversity. The EOP is also a living document – adaptable to evolving risk and community needs. The components of the EOP include:

- Purpose and Scope: The EOP establishes the overarching goals and objectives of emergency management, delineates the roles and responsibilities, and outlines the processes for plan activation and implementation. The emergency management organization of the Town and the Town's Emergency Services Partners – Windsor Police Department, and Sonoma County Fire District – is rooted in a *Whole Community* approach ensuring the needs of diverse populations, including those with access and functional needs (AFN) and are integrated into all phases of the disaster cycle (mitigation, preparedness, response, and recovery).

- Situation: Through a thorough assessment of hazards and risks specific to the community,[1] the EOP identifies potential threats, vulnerabilities, and consequences, allowing for targeted planning and resource allocation.
- Resource Management: A critical aspect of the EOP is the identification, procurement, and allocation of resources necessary for effective response and recovery operations, including personnel, equipment, facilities, and mutual aid agreements.
- Alert and Warning: Effective communication with the public is paramount during emergencies. The EOP outlines strategies for disseminating timely and accurate information to residents, businesses, the community at large, and the media to promote public safety and awareness.
- Recovery and Continuity of Government: Following the response phase, the EOP guides the recovery and restoration of critical infrastructure, services, and community functions, as well as measures to ensure the continuity of essential operations.
- Training and Exercises: To ensure the readiness of emergency responders and stakeholders, the EOP includes provisions for regular training, drills, and exercises to test and validate emergency plans, procedures, and capabilities.
- Plan Maintenance and Updates: The EOP is a dynamic document that requires regular review, updating, and maintenance to reflect changes in hazards, resources, regulations, and lessons learned from exercises and real-world events.

1.1 Purpose

The Town's EOP provides a comprehensive and organized framework that guides the coordinated response of individuals, organizations, and agencies during emergencies and disasters. This plan outlines the strategies, protocols, and responsibilities necessary to effectively mitigate, prepare for, respond to, and recover from a wide range of incidents, ensuring the safety and well-being of the community, preserving essential functions, and promoting a swift return to normalcy. The EOP serves as a vital tool for fostering resilience, enhancing communication, and facilitating a collaborative and efficient response to emergencies, ultimately safeguarding lives, property, and the overall continuity of the affected community.

The EOP will serve as the primary guide for all emergency operations within the Town. The EOP addresses the response to and short-term recovery from an incident, emergency, disaster, or unplanned/planned event and provides an overview for each phase of the disaster cycle (mitigation, preparedness, response, and recovery) and aims to improve the capability of the Town to understand and act on a holistic approach to the disaster cycle.

1 https://www.townofwindsor.com/1065/Windsor-Hazard-Mitigation-Plan

Additionally, this EOP describes the basic emergency response organization and assigns responsibilities for various emergency tasks and is intended to provide a legal and conceptual framework for more specific functional appendices that describe the chronology, practices, and personnel employed in performing emergency functions. This EOP satisfies the following emergency management program goals and requirements for the Town:

- Describe the principles and methods to be applied in carrying out emergency operations or rendering mutual aid during emergencies.
- A state requirement to create and maintain an EOP as described in the California Emergency Services Act.[2]
- Provide information on the Town's emergency management structure and how the Town's Emergency Operations Center is activated.
- Specify policies, roles, resources, and practices of the Town, Windsor Police Department, Sonoma County Fire District, and partner agencies as they conduct work before, during, and after an emergency or disaster.
- Sets forth lines of authority and organizational relationships and shows how actions will be coordinated.
- Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency or disaster.
- Acknowledgment of the Town's EOP complies with California's Standardized Emergency Management System (SEMS)[3], Incident Command System (ICS)[4], and National Incident Management System (NIMS) structure.[5]
- Deliver preparedness, planning, response, and recovery resources that serve the access and functional needs (AFN) community and their specific needs.
- Provide inclusive and culturally competent response and recovery services to ensure equity for diverse populations.[6]

This EOP accomplishes the following:

- Establishes the emergency management organization necessary for response to any incident, emergency, disaster, or unplanned/planned event exceeding the capability of normal resources, affecting the Town.

2 www.caloes.cal.gov/LegalAffairssite/Documents/Cal%20Yellow%20Book.pdf

3 www.caloes.ca.gov/cal-0ss-divsions/planning-prepardness/standardized-emergency-managment-system

4 https://training.fema.gov/emiweb/is/icsresource/assets/ics%20review%20document.pdf

5 www.fema.gov/emegency-managers/nims

6 https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=8593.3.&lawCode=GOV

- Establishes the overall operational concepts associated with the management of emergencies or disasters.
- Provides a flexible platform for planning and response to all hazards and emergencies that are likely to impact the Town.

1.2 Scope

The EOP defines and guides emergency management activities before, during, and after an incident, emergency, disaster, or unplanned/planned event for all involved individuals and agencies within the Town. This EOP is designed to be flexible, scalable, and adaptable based on the size and complexity of an incident, emergency, disaster, or planned/unplanned event.

This EOP incorporates and complies with the principles and requirements found in state and federal laws, regulations, and guidelines. It incorporates the California State Emergency Plan and Federal Emergency Management Agency (FEMA) Comprehensive Preparedness Guide (CPG) 101.[7] It is designed to conform to the requirements of SEMS, as defined in the Government Code of the State of California Section 8607(a)[8] and Title 19, California Code of Regulations (CCR), Division 2, Chapter 1, and the National Incident Management System (NIMS).

1.3 Whole Community, Equity, and Cultural Competency

The foundation of effective emergency management lies in recognizing the diverse needs, perspectives, and strengths within our community. This section outlines our commitment to inclusivity, equity, and engagement with all segments of society in preparing for, responding to, and recovering from emergencies and disasters. While every person is vulnerable to the impacts of an emergency or a disaster, individuals from diverse populations and those with access and functional needs (AFN) are often disproportionately more vulnerable and may be at a higher risk of the impacts of emergencies or disasters. By utilizing a Whole Community Approach[9] to emergency management, the Town's EOP and all associated appendices are intended to ensure policies, program services, and communications that equitably serve all individuals, and all diverse and disproportionately impacted populations who reside in, work in, or visit the Town. In addition to meeting the California Governor's Office of Emergency Services (Cal OES) requirements and rising to federal best practices[10], a rigorous Whole Community planning process strengthens community relationships within the Town.

7 https://www.fema.gov/sites/default/files/2020-05/CPG_101_V2_30NOV2010_FINAL_508.pdf

8 https://leginfo.legislature.ca.gov

9 https://www.fema.gov/sites/default/files/2020-07/whole_community_dec2011__2.pdf

10 https://www.caloes.ca.gov/office-of-the-director/operations/planning-preparedness-prevention/planning-preparedness/community-planning/

Whole Community is a means by which residents, organizational and community leaders, and emergency management and government officials can collectively and collaboratively understand and assess the needs of their respective communities, and then determine the best ways to organize and strengthen their assets, capacities, and interests. The Whole Community approach is not only reflected in the planning and review process for the Town's EOP (for more information on the EOP planning and review process, see the Plan Development and Maintenance Section) but also in the operational approaches and communications strategies found within the document itself. The EOP and corresponding appendices reflect the following considerations:

- Integration of cultural competency into emergency communications, emergency planning and preparedness, mitigation, prevention, response, and recovery activities.[11] Considerations for populations with access and functional needs (AFN) into emergency planning and outreach, response, and recovery activities.[12] [13]
- All personnel carrying out federal major disaster or emergency assistance functions, including the distribution of supplies, the processing of applications, and other relief and assistance activities, should perform their work equitably and impartially, without discrimination on the grounds of race, religion, sex, color, age, economic status, physical and sensory limitations, or national origin.[14]
- The CMIST (Communication, Maintaining Health, Independence, Services and Support, Transportation) Framework is a recommended, flexible, cross-cutting approach to defining at-risk individuals to address a broad set of common access and functional needs irrespective of specific diagnoses, status, or labels (e.g., pregnant women, children, and elderly).[15] The Town will utilize the CMIST Framework when planning for the Whole Community in response and recovery operations.
- In 2021, FEMA released its first-ever Equity Action Plan, developed by the Office of Equal Rights in collaboration with FEMA program offices. The Equity Action Plan aims to support not only FEMA but state and local partners in increasing equity through Public Assistance and Individual Assistance programs by directing resources to eliminate disparities in outcomes following a disaster.[16]
- The California Animal Response Emergency System (CARES) was developed in 2006 and established a system for state support and

11 https://leginfo.legislature.ca.gov/faces/billNavClient.xhtml?bill_id=201920200SB160

12 https://leginfo.legislature.ca.gov/faces/codes_displaySection.xhtml?sectionNum=8593.3.5.&lawCode=GOV

13 https://www.ada.gov/pubs/adastatute08.htm

14 https://www.law.cornell.edu/cfr/text/44/206.11

15 https://www.phe.gov/Preparedness/planning/abc/Pages/at-risk.aspx

16 https://www.fema.gov/sites/default/files/documents/fema_equity-action-plan.pdf

operational guidance for the evacuation and sheltering of livestock and companion animals.[17] The Pet Evacuation and Transportation Standards (PETS) Act of 2006 amended the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that state and local government EOPs address the needs of individuals with household pets and service animals after a disaster. The PETS Act is operational when a federal disaster declaration is made and can provide reimbursement for allowable, documented services used in the declared emergency. Eligible costs related to pet evacuations and sheltering are in FEMA's Public Assistance Program and Policy Guide (PAPPG). Costs related to the evacuation and sheltering of companion animals may also be eligible for reimbursement under the California Disaster Assistance Act (CDAA).[18]

Cultural Competency is the ability to understand, value, communicate with, and effectively interact with people across cultures to ensure the needs of all community members are addressed.[19] Fostering a Whole Community approach not only establishes relationships that facilitate more effective mitigation, preparedness, response, and recovery activities but will lead to increased individual and collective preparedness.

1.4 Assumptions

The following assumptions were deemed necessary during the development of the EOP:

- Any extraordinary set of circumstances that meets the definition of "State of Emergency" under state law is referred to in the EOP as an "emergency." The terms "disaster" and "emergency" are considered synonymous. These terms are not meant to replace the formal definitions of "emergency," "major disaster," and "catastrophic incident" as defined by federal doctrine. Additional definitions can be referenced in the Glossary of Terms section (Appendix B).
- "Planned event" includes large events or mass gatherings within the Town which may require additional surge resources to manage the safety and security needs of the event. Examples of planned events may include fairs, music festivals/concerts, elections, or parades.
- The Town, Windsor Police Department, and Sonoma County Fire District (Emergency Services Partners) are primarily responsible for emergency actions and will strive to commit available resources to save lives, relieve human suffering, sustain survivors, restore services, protect property and the environment, and preserve local culture and heritage.

17 https://www.caloes.ca.gov/cal-oes-divisions/planning-preparedness/california-animal-response-emergency-system

18 https://www.fema.gov/pdf/conferences/iaconference/2010/wednesday_830am_household_pets_intro_1.pdf

19 https://leginfo.legislature.ca.gov/faces/billTextClient.xhtml?bill_id=201920200SB160

- Normal systems of public health and safety response will respond according to their respective standard operating procedures. The focus of this plan is to provide a high-level framework that governs all emergency operations within the Town.
- A major disaster can occur at any time or place. Dissemination of warnings to the public and the implementation of readiness measures may be possible. However, emergencies may develop with little or no warning.
- All agencies, personnel, and external jurisdictions and special districts responding to an incident, emergency, disaster, or planned/unplanned event will do so in a manner consistent with SEMS and NIMS and all response will occur at the lowest possible level of government.
- The Town will lead responses to emergencies that occur within the Town and the County of Sonoma will lead responses in unincorporated areas of the County of Sonoma.
- The Town will participate in the Sonoma County Operational Area (Sonoma County OA) coordination of emergency management activities.
- The Town, Windsor Police Department, and Sonoma County Fire District (Emergency Services Partners) will exhaust the resources available to them before asking for outside assistance.
- Mutual aid will be requested when an emergency, disaster response, and/or recovery requirements exceed the Town and Emergency Services Partner's ability to meet them.
- The Town recognizes that policies and plans can have unintended or adverse impacts. It is the goal of this EOP to limit impacts and strive to create a culture that allows for diversity, equity, and inclusion through all aspects of emergency management in the Town.
- The response to an incident, emergency, or unplanned/planned event must be supported by the participation of diverse communities during the preparedness and response phases.

2. Situation Overview

Understanding the "situation" and taking into consideration the many unique elements of our community are essential, early steps in developing an effective emergency plan. The situation is framed by the assessment of the Town's character, risks, vulnerabilities, and capabilities. The situation also includes the Town's climate, geography, economic activity, and community demographics. A complete understanding of the situation enables the Town to determine which capabilities are necessary to effectively respond and recover.

The Town of Windsor Local Hazard Mitigation Plan (LHMP) includes a detailed and historical analysis of these elements, including hazard maps, historical occurrences, and relevant supporting data, providing a comprehensive description of the Town's situation and overall ranking. As described in detail in Volume 1 of the LHMP, the

ranking process involves an assessment of the likelihood of occurrence for each hazard, along with its potential impacts on people, property, and the economy.

2.1 Town of Windsor Profile

The Town's boundaries extend from Sotoyome Creek, Arata Lane, and Foothill Regional Park in the north, Windsor Road and Starr Road to the west, and Shiloh Road to the South, encompassing an area of 7.4 square miles. An additional 0.1 square miles is located outside of Town limits and within the Town's Urban Growth Boundary.[20] There are approximately 27,589 residents.[21] The population and demographics within Windsor include a population under the age of 5 (4.6%), under the age of 18 (23.2%), 65 years and older (15.9%), and females (50.3%). Residents include White (66.7%), Black or African American (0.9%) American Indian and Alaska Native (3.7%), Asian (2.6%), Native Hawaiian (0.4%), and Hispanic or Latino (32.1%). The median household income is $128,114. Persons in poverty (4.2%). The Town has approximately 26 unhoused citizens.[22]

2.2 Hazard Assessment

The Town has identified vulnerabilities to several hazards, all of which have the potential to disrupt the community, cause casualties, and damage or destroy public or private property. For each hazard, a profile has been established describing the hazard in general for purposes of the EOP, as well as details specific to Windsor. For the hazards included a lengthier description will be found in the Multi-Jurisdictional Local Hazard Mitigation Plan, Volume 2 – Planning Partner Annexes, Town of Windsor.

2.3 Mitigation

Mitigation efforts include actions taken to reduce personal injury, loss of life, property damage, and response and recovery costs resulting from natural disasters, emergencies, and hazards. The Federal Disaster Mitigation Act of 2000 (DMA 2000), Public Law 106-390,[23] requires jurisdictions to develop and adopt hazard mitigation plans that incorporate a risk analysis of natural hazards, identification of mitigation strategies, and, where appropriate, the incorporation of mitigation strategies into general plans, capital improvement plans, zoning and building codes, and other planning mechanisms. Maintaining a Federal Emergency Management Agency (FEMA) approved hazard mitigation plan is an eligibility requirement for various pre- and post-disaster grants that fund mitigation projects and community aid.

In 2021, the Sonoma County Department of Emergency Management (DEM), in conjunction with the Sonoma County Local Hazard Mitigation Team, composed of municipalities and special district partners, coordinated the preparation and

20 Town of Windsor Planning Department

21 United States Census Bureau (https://www.census.gov/quickfacts/windsortowncalifornia)

22 Sonoma County 2022 Point-In-Time Count Results (ASR)

23 www.fema.gov/sites/default/files/020-11/fema_disster-mitigation-act-of-2000_10-30-2000.pdf

publication of the Sonoma County Multi-Jurisdictional Local Hazard Mitigation Plan (SCMJLHMP). Developed following the requirements of the DMA 2000, the SCMJLHMP assesses risks posed by natural hazards and identifies a mitigation strategy for reducing the County's risks of natural disasters and hazards.

2.3.1 Ongoing Mitigation Projects

Mitigation activities can be developed, planned, and implemented before or after an emergency or a disaster. Hazard mitigation planning in the Town can reduce vulnerability to hazards through smart construction and proper planning of future development and critical infrastructure. A complete list of the Town's mitigation projects can be found in the Town's General Plan 2040. Examples of ongoing mitigation goals are summarized in Table 3: Town of Windsor Ongoing Hazard Mitigation Programs below.

Table 3: Town of Windsor Ongoing Hazard Mitigation Programs

Hazard Type	Description
Dam Failure	• The Town is establishing protocols for regular communications with the owners/operators of dams that have the potential to impact Windsor, request current emergency response plans, and maintain communication consistent with these protocols. The Town will be developing a public outreach plan to educate residents on dam failure and response.
Earthquake	• Require new development in a seismic hazard area, or an area of extreme or heavy ground shaking, to prepare a geotechnical hazard report and to implement earthquake seismic safety measures as appropriate. • The Town's Building Code requires water heaters to be strapped down to address seismic hazards. • Since water heaters last approximately 10 years, water heaters in Windsor are likely consistent with this requirement. • Due to the above, retrofits would likely be cost-prohibitive.
Wildfire	• The Town of Windsor 2040 General Plan Health and Safety Element includes policies that address wildfires. The Town's Local Hazard Mitigation Plan includes mitigation measures for Wildfire. • The Town and Sonoma County Fire Protection District prepared the Riparian Corridor Wildfire Fuel Management Plan which was accepted by the Town Council in June 2020. The County of Sonoma is preparing a Community Wildfire Protection Plan. • The Town's Building Code requires certain fire-resistive building materials and methods for all new construction, including additions, to meet the intent of Chapter 7A (fire-resistive construction standards).

	• Fire mitigation measures for fencing and land landscaping being integrated into Zoning Ordinance Update[24] • Implement action items identified for Windsor in the current Sonoma County-Wide Community Wildfire Protection Plan (CWPP). • Articulate and promote the concept of land use planning related to fire risk and individual landowner objectives and responsibilities. • Coordinate with county and local government staff to integrate Firewise approaches into planning documents and ordinances. • Consider the creation of transition zones (areas between developed residential areas and open space areas) where additional defensible space clearance is needed. • Continue inter-agency coordination with the Sonoma County fire service community and other partners to maintain a community presence and to develop and distribute public information regarding fuel reduction efforts throughout the county. • Creation of Sonoma County's current conditions risk assessment document to support Evacuation Planning. • Implemented building codes that meet WUI standards throughout the Town. • Work to reduce regulatory barriers that limit hazardous fuels reduction activities (e.g., tree removal process).
Severe Weather	• The Town is considering improvements to the wastewater system to ensure adequate sizing to prevent overflow during severe weather or flooding. • Document impacts of severe weather impacts and damage for future planning.
Flooding	• Create a comprehensive computerized model of Sonoma's basins and produce maps to aid the Clean Storm Water program by completing the Storm Drainage Master Plan. • In conjunction with Sonoma County Flood Control District the GIS database will work to monitor flow at key location(s) within the Town's network of storm drains.
Drought	• The Town's Drought Contingency Ordinance is the Town's water shortage contingency plan for reduction of water use. • Expanding opportunities to use recycled water and greywater and expand the use of xeriscaping or drought-tolerant native plants in Town-maintained landscaped areas to the extent possible.

24 Town of Windsor 2040 General Plan

2.3.2 Continuity of Government

The California Emergency Services Act provides the authority and procedures to ensure the continued functioning of government within the State of California.[25] It provides for the succession of government officers and procedures to ensure the continued functioning of government when the governing body, including standby officers, is unavailable to serve.

The Town is developing Continuity of Operations Plan (COOP)/Continuity of Government (COG) plans that include the following information:

- Delegations of Authority and Orders of Succession.
- A list of vital records and a strategy for preserving and maintaining access to vital records and databases.
- A list of essential services and corresponding strategies to mitigate interruptions of essential services.
- Definition of a continuity team for the department with assignments for each member.
- Devolution and reconstitution procedures.
- A record of training and exercises performed to maintain department plans.

The Town will maintain the COOP/COG plans following the California Emergency Services Act and internal operating procedures.

3. Concept of Operations

The Concept of Operations describes how the Town's emergency response organization accomplishes its mission. It includes roles and responsibilities, the organizational element of the overall emergency management program, EOC activation levels, and a description of control, direction, and coordination mechanisms essential for effective emergency management.

3.1 Preparedness

Preparedness in an emergency operation plan (EOP) is paramount for its effectiveness and success in mitigating crises. It entails meticulous attention to detail, clear communication channels, and well-defined roles and responsibilities. Every aspect of the EOP, from initial assessment to post-event evaluation, must adhere to established protocols and standards. This includes ensuring the availability of necessary resources, such as personnel, equipment, and facilities, as well as considering potential risks and contingencies. Moreover, preparedness involves regular training, exercises, and drills to maintain readiness and familiarity with the EOP among all stakeholders. By upholding preparedness in an EOP, organizations

25https://leginfo.legislature.ca.gov/faces/codes_displayexpandedbranch.xhtml?lawCode=GOV&division=1.&title=2.&part=&chapter=7.&article=3&goUp=Y

can enhance their ability to respond swiftly, efficiently, and effectively to any crisis, ultimately safeguarding lives and minimizing damage.

3.1.1 Emergency Organization

Emergency Organization establishes a clear framework for coordination, communication, and decision-making among key stakeholders, ranging from emergency management personnel to public safety agencies, healthcare providers, and community organizations. By delineating lines of authority, establishing command structures, and defining operational protocols, the Emergency Organization section ensures a swift, effective, and coordinated response to any crisis or disaster scenario.

3.1.2 Planning Process

The preparedness cycle identified in Figure 2 below, helps the Town, Windsor Police Department, and Sonoma County Fire District (Emergency Services Partners) improve emergency and disaster readiness and ultimately improve overall resiliency. Key elements of emergency and disaster readiness include inclusive all-hazard planning for the Whole Community, in-depth and just-in-time training for responders, periodic and consistent exercising of those response skills, and management of preparedness and outreach programs to increase general community readiness.

Figure 2: Preparedness Cycle



The Town and Emergency Services Partners will maintain responsibility for developing, updating, and maintaining plans specific to emergency operations for the Town EOP. The Town, Emergency Services Partners, special districts, and external agencies (Agencies) are responsible for plan management functions concerning their organization. Agencies that have roles and responsibilities identified by this EOP are encouraged to develop EOPs, detailed standard operating procedures (SOPs), and

emergency response checklists based on the provisions of this EOP.

The Town will serve as the coordinating body for mitigation and response planning within the Town. The Town will adhere to the planning process outlined in the Federal Emergency Management Agency (FEMA) Comprehensive Planning Guide (CPG) 101 including:[26]

- Conducting community-based planning that engages the whole community by using a planning process that represents the actual population in the community and involves community leaders and the private sector in the planning process.
- Ensuring plans are developed through an analysis of risk.
- Identifying operational assumptions and resource demands.
- Integrating and synchronizing efforts across all levels of government.

The Town will coordinate with the Sonoma County Department of Emergency Management (DEM) to ensure that emergency response plans and mutual-aid agreements are in alignment with guiding plans for the entire Sonoma County Operational Area. The Town will be dedicated to maintaining a planning process that considers the needs of the Whole Community, including those with access and functional needs (AFN). This means that separate plans are not created to support AFN populations or other diverse groups, but that considerations for these populations are woven into all plans, such as the Town's EOP and local jurisdiction response plans.

3.1.3 Town of Windsor Emergency Council

The Town's Emergency Council (according to Windsor Town Code, Section 3-19-135) is empowered to study, revise, and recommend to the Town Council for adoption of the Town's EOP. The Council also reviews and recommends action upon all proposed mutual aid agreements. Additionally, the Council may recommend resolutions, rules, and regulations necessary to implement the Town's EOP or any mutual aid agreement entered according to the EOP.

The Emergency Council consists of the following members (as outlined in Windsor Town Code, Section 3-19-130): The Mayor or designee, Director (Town Manager) or designee, Chief of Police or designee, Director of Public Works or designee, Fire Chief or designee, a member of the each of the public utility companies providing power, gas, telephone or other critical public utilities to the town, the Superintendent of each school district in the town, and a member of the public who has been appointed by the Director (Town Manager) on an annual basis for such a purpose. The Emergency Council agrees to meet at least once per year as outlined in Windsor Town Code, Section 3-19-135(e).

26 https://www.fema.gov/sites/default/files/2020-05/CPG_101_V2_30NOV2010_FINAL_508.pdf

3.1.4 Training and Exercises

Training and exercises stand as the cornerstone of emergency and disaster preparedness and resiliency. Within the framework of an Emergency Operations Plan EOP, this plan serves as a dynamic mechanism for honing the skills, coordination, and response capabilities of individuals and teams entrusted with safeguarding communities. Through simulations, comprehensive drills, and targeted educational initiatives, the EOP cultivates a culture of readiness and fosters adaptability in the face of evolving challenges.

Training: The Town and Emergency Services Partners will participate in the Sonoma County Department Emergency Management (DEM) comprehensive training and exercise program based on preparedness, training needs of response personnel, and Federal Emergency Management Agency Threat and Hazard Identification and Risk Assessment (THIRA) gaps. Training is managed in conjunction with DEM, Town and Emergency Services Partners and their stakeholders, and emergency response agencies, to incorporate methods including formal and informal classroom training, online training, seminars, exercises, and workshops. Training may come from a variety of resources:

Table 4: Training Resources

Resource	Description
Local	May be provided by the Town's Police Department, and Sonoma County Fire District or DEM staff, or by various county departments, or other local partners. These trainings are not only specific to department emergency roles and responsibilities but to the Sonoma County Operational Area (OA) community and are designed to improve local response capabilities.
Regional	With the Sonoma County OA as a member of the Bay Area Urban Areas Security Initiative (UASI), the Town and the Emergency Services Partners will have access to regional planning and training sources. The Bay Area Training and Exercise Program (BATEP) allows the Town and Emergency Services Partners responders to receive training and exercises to build and sustain public safety and preparedness capabilities. In addition, training provided by the Northern California Regional Intelligence Center (NCRIC) will provide the expertise to protect the community by supporting public safety from human-

	made threats and major hazards.
State	The California Governor's Office of Emergency Services (Cal OES) has a significant roster of available training. Training through Cal OES is managed by the California Specialized Training Institute (CSTI). CSTI provides training in all phases of emergency management as well as basic and advanced training in specific topic areas. The Town and Emergency Services Partners will work with Cal OES via the DEM to provide training most relevant to responders at the time of the event. Training may be specific to working with the state emergency response systems or may incorporate subject matter experts to improve local response capabilities.
Federal	The Town and Emergency Services Partners will receive support from Federal Emergency Management Agency (FEMA) sponsored training through their Emergency Management Institute (EMI), which is utilized to close gaps and increase skills and expertise. The FEMA EMI programs provide national best practices through its standardized Independent Study online courses and in-person courses at the National Emergency Training Center.

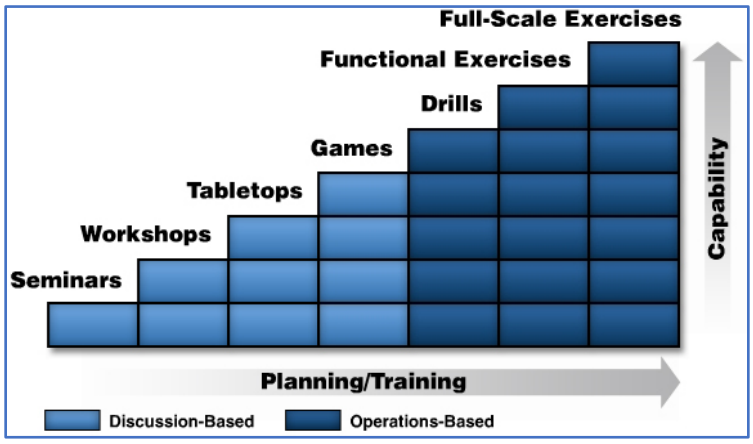
Exercises: The Town and Emergency Services Partners will participate in the multi-year exercise program for the Sonoma County Operational Area managed by the Sonoma County Department of Emergency Management. This exercise program provides an opportunity for collaboration with response and recovery stakeholders across the entire Sonoma County OA, including local jurisdictions, special districts, and private partners. Exercises can be used to validate plans and allow emergency responders to become familiar with the procedures, facilities, systems, and partners that will be used in incidents, emergencies, disasters, or unplanned/planned events.

Exercises are conducted regularly to maintain readiness and include as many Sonoma County OA member entities as possible and incorporate participants from the Whole Community. Exercise programs are developed and managed using Homeland Security's Exercise and Evaluation Program (HSEEP). HSEEP provides a systematic approach to exercise development, evaluation, execution, and post-improvement planning.[44] Exercises may range in complexity from a workshop to a multi-agency/multi-jurisdictional event involving the actual deployment of resources.

The continuum of exercises is depicted in Figure 3: Exercise Progression Spectrum. The Town and Emergency Services Partners may choose to document participation in

area-wide exercises by conducting a SWOT analysis of the strengths, weaknesses, opportunities, and threats or areas for improvement from the exercise, and using the information obtained to complete an After-Action Report/Improvement Plan (AAR/IP). See the After-Action Review section for more information on the AAR/IP process.

Figure 3: Exercise Progression Spectrum



3.1.5 Outreach Programs

The Town and Emergency Services Partners use a Whole Community approach to preparedness and public readiness to reduce risk and increase overall community resiliency. The focus on increasing public awareness of hazards and how residents and visitors can mitigate and prepare for emergencies and disasters has been consistent in communities across the Town and Sonoma County. The agencies and programs listed in Table 16: Emergency Preparedness and Public Readiness Agencies and Programs are provided through various public campaigns or on agency websites, reference Section 4.6.2 Volunteer and Community-Based Organizations. These programs constitute an ongoing commitment to public education and awareness for the Whole Community, including specific outreach to those with access and functional needs, a critical foundation for the mitigation of hazards, and increased preparedness in the community.

3.2 Response

In the event of an emergency or disaster, effective coordination and response are paramount to mitigating risks and ensuring the safety and well-being of individuals and the Windsor community. The response section of the Emergency Operations Plan (EOP) serves as a comprehensive framework outlining the actions and procedures to be followed by emergency responders, stakeholders, and personnel tasked with managing the crisis.

3.2.1 Emergency Proclamations

Declaring State and Federal Proclamations and Declarations involves a formal process typically initiated by government authorities at the state or federal level. A proclamation of local emergency is a critical first step in response to an incident,

emergency, disaster, or unplanned/planned event as it activates the appropriate aspects of applicable multijurisdictional mutual aid plans and provides the framework for post-disaster financial assistance. Under the provisions of the California Emergency Services Act (CESA), local jurisdictions are encouraged to make a local proclamation of emergency or disaster when it appears that resources from outside the jurisdiction may be necessary to adequately support response efforts.[27]

3.2.1.1 Local Proclamation

A local emergency proclamation and/or Governor's Proclamation is not a prerequisite for mutual aid assistance, American Red Cross assistance, the federal Fire Management Assistance Grant Program, or disaster loan programs authorized by the Small Business Administration and the U.S. Department of Agriculture.

Proclamations of local emergencies may be issued by the Town Manager or the Town Council. Irrespective of the method of proclamation, the following deadlines apply:

Table 5: Emergency or Disaster Proclamation Timeline

Action	Description
Issuance	Within 10 days of the occurrence of a disaster, the Town of Windsor is to qualify for assistance from the California Disaster Assistance Act (CDAA).[28]
Review	Must be renewed by the Windsor Town Council at least every 30 days until terminated.
Termination	The Town Council shall proclaim the termination as soon as conditions warrant.

Under the Standardized Emergency Management System (SEMS), cities or towns should send their local proclamations to the California Governor's Office of Emergency Services (Cal OES) through their county operational area coordinator.[29] A city or town does not need to proclaim an emergency if the County of Sonoma (County) proclaims an emergency for the entire county area, however, if the Town is affected by a disaster a local emergency proclamation is encouraged to show conformity with the County.

Any local government that ratifies a proclamation of local emergency should notify the Sonoma County Operational Area (OA) Emergency Operations Center (EOC) of the proclamation and provide a copy to the Sonoma County DEM. The Sonoma County OA EOC is responsible for coordinating any information sharing and requests for assistance between the Cal OES Coastal Regional and the affected Sonoma County jurisdiction(s).

27 https://www.caloes.ca.gov/wp-content/uploads/Legal-Affairs/Cal-OES-Yellow-Book.pdf

28 https://www.caloes.ca.gov/wp-content/uploads/Legal-Affairs/Cal-OES-Yellow-Book.pdf

29 The California Code of Regulations Title 19 Division 2 Chapter 6 (§ 2970)

When emergency or disaster conditions exceed, or have the potential to exceed, local resources and capabilities, the OA would (or at times, the Town would) request state assistance from the Governor of California (Governor). The Governor may also request a Presidential emergency declaration or declaration of major disaster through the Federal Emergency Management Agency (FEMA). The CDAA provides for the reimbursement of local government costs associated with certain emergency or disaster activities undertaken in response to a state of emergency proclaimed by the Governor, as well as cost-sharing to jurisdictions provided federal awards after a Presidential declaration of emergency or major disaster. Local jurisdictions should submit their proclamation of local emergency via Cal OES along with the request for state assistance through the OA EOC. For more information on Disaster Assistance and the California Disaster Assistance Act see the Recovery section.

Table 6: State and Federal Emergency or Disaster Support Roles

Authority	Support Roles
Governor's State of Emergency	Supports emergency activities and authorizes the Cal OES Director to provide financial relief for emergency actions, such as debris removal and emergency protective measures, in addition to funding for the repair, restoration, or replacement of public facilities owned or operated by an eligible local government. A Governor's proclamation of a state of emergency is typically a prerequisite when the state requests a Presidential declaration of a major emergency or disaster. The local emergency proclamation must be completed within 10 days of the incident occurrence and application for assistance must be submitted to Cal OES within 60 days of proclamation ratification to qualify for CDAA assistance. Also permits the Governor to exercise police power, direct all state agencies to utilize and employ personnel, equipment, and facilities, and make, amend, or rescind orders and regulations as deemed necessary to prevent or alleviate actual and threatened damage due to the emergency.

Presidential Emergency Declaration	Supports response activities and authorizes federal agencies to provide "essential" assistance, including debris removal, temporary housing, and the distribution of medicine, food, and other consumable supplies under the authority of the Robert T. Stafford Disaster Relief and Emergency Assistance Act, as amended.[30] A Presidential Emergency Declaration can be made in advance of an imminent impact that threatens destruction. Funding is typically limited to $5 million for a single incident, this threshold may be adjusted by the President. The governor must request within five (5) days after the need for federal emergency assistance is apparent. CDAA matching fund assistance that may be made available for cost-sharing required by federal disaster assistance programs is provided automatically without additional actions being taken to qualify.
Presidential Declaration of a Major Disaster	Supports response and recovery activities and authorizes implementation of some or all Stafford Act federal recovery programs, including public assistance, individual assistance, hazard mitigation, and other assistance to state and local governments, certain private nonprofit organizations, and individuals. A Presidential Declaration of Major Disaster can only be made post-impact with the state unable to aid. Non-Stafford Act federal assistance such as for the Small Business Association (SBA) or United States Department of Agriculture (USDA) disaster loan programs, the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA) Emergency Relief (ER) programs, may also be requested and included as part of a major disaster declaration, or implemented separately under their legal authority. The governor must request within thirty (30) days of the start of the disaster or incident or disaster. CDAA matching fund assistance that may be made available for cost-sharing required by the federal disaster. Assistance programs are provided automatically without additional actions being taken to qualify.

30 Stafford Act -- https://www.fema.gov/sites/default/files/documents/fema_stafford_act_2021_vol1.pdf

3.2.2 SEMS and NIMS Compliance

In the realm of emergency response and crisis management, the Incident Command System (ICS), State Emergency Management System (SEMS), and National Incident Management System (NIMS) play pivotal roles in ensuring effective coordination and response to various incidents. These systems provide a structured framework that enables seamless collaboration among different levels of government, agencies, and organizations, aiming to enhance preparedness, response, recovery, and mitigation efforts. The Town of Windsor Emergency Operations Center (EOC) operates in a manner consistent with the ICS, SEMS, and NIMS.

- Incident Command System (ICS): A standardized approach to the command, control, and coordination of on-scene incident management that provides a common hierarchy within which personnel from multiple organizations can be effective. ICS specifies an organizational structure for incident management that integrates and coordinates a combination of procedures, personnel, equipment, facilities, and communications.

- Standardized Emergency Management System (SEMS): Utilized by emergency response agencies throughout California, the SEMS) complements NIMS by providing a framework tailored to the specific needs and resources of individual states. SEMS outlines the organizational structure, roles, and responsibilities within the state government to effectively manage emergencies. SEMS's five operational levels are the cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. The system unifies all elements of California's emergency management community into a single integrated system and standardizes key elements such as ICS, mutual aid, interagency coordination, and the OA and regional concepts. The SEMS concept is depicted in the graphic below.

Table 7: The 5 Levels of SEMS Response Roles

Structure	Response Role
Field (IC)	• Field Incident Command (IC) • Emergency responders carry out tactical decisions and activities in direct response to an emergency, threat, or event. • The Incident Command System (ICS) is used to manage the response. • Incident is generally managed on scene.
Local Government /City	• Includes towns, cities, and special districts. • Manages and coordinates overall emergency response and recovery activities in its jurisdiction. • Incident is generally managed in a Town/Town Emergency Operation Center.

Operational Area/County	• Encompasses the county and all political subdivisions in the county including special districts. • Manages and coordinates information, resources, and priorities for local government. • Incident is generally managed in a County managed Emergency Operation Center
OES Region	• Manages and coordinates resources amongst operational areas. • Coordinates information sharing between operational area and state level. • Oversees state support for emergency response activities within the region. • Incidents are generally managed in a State Emergency Operation Center or remote command post.
State	• Manages state resources to meet the needs of other levels. • Coordinates mutual aid among regions and between regional and state levels. • Serves as commutations between state and federal response systems. • Incidents are generally managed in a State Emergency Operation Center or remote command post.

- National Incident Management System (NIMS): A comprehensive, nationwide, systematic approach to incident management that is flexible and scalable to all incident types, including the command and coordination of incidents, resource management, and information management.

The Town, Windsor Police Department, and Sonoma County Fire District (Emergency Services Partners) will respond to incidents, emergencies, disasters, or unplanned/planned events within the SEMS framework, i.e., the response is managed at the lowest possible organizational level, and ascending levels are activated only as needed. The complexity of the incident ultimately determines the response capabilities that are needed. Operating in the SEMS structure, which utilizes standardized NIMS and ICS principles, allows response agencies both within the Town and within the Sonoma County Department of Emergency Management to seamlessly integrate with other local, regional, and state partners to provide the most successful response for the Whole Community and the entire Town. The SEMS structure will allow the Town and Emergency Services Partners responders to cohesively integrate into other municipalities' response structures if they are called upon to provide mutual aid for another jurisdiction.

3.2.3 Field Response

The field response level is where emergency response personnel and resources carry out tactical decisions and activities in direct response to an incident, emergency, disaster, or unplanned/planned event or threat. Field response activities are managed by an Incident Commander (IC) or by a Unified Command (UC) at an Incident Command Post (ICP). The IC is the first responding officer on the scene of an incident or disaster and is then selected from the agency with primary control over the incident. UC may need to be established if more than one agency has authority or if the incident crosses jurisdictional boundaries. In the case of UC, multiple agencies will work together to form a common set of objectives and strategies at the ICP. Generally, if day-to-day field activities from emergency personnel can resolve an incident, the response will remain at the field level.

3.2.4 Emergency Operation Center

An Emergency Operation Center (EOC) serves as a central location where key decision-makers and response personnel gather to coordinate resources, information, and actions to effectively manage and respond to a wide array of incidents.[31] This dedicated facility is designed to facilitate communication, collaboration, and strategic decision-making, ensuring a swift and organized response to emergencies, disasters, or unforeseen events. During an incident, emergency, disaster, or unplanned/planned event, the Town EOC may activate to support response operations, coordinate mutual aid resources, and meet with local, state, and federal officials.

The Town EOC operates using SEMS functions and principles to facilitate objectives including the following:

- Overall management and coordination of emergency operations.
- Strategic policy and priority setting for response and recovery.
- Resource prioritization and coordination, including mutual aid resources.
- Coordination and liaison with appropriate federal, state, tribal, county, and other local government agencies, community-based organizations, and private sector resources.
- Collection, evaluation, and dissemination of generalized situational awareness and common operating picture information to key response partners.
- Coordination of public information.

The Town EOC will communicate with both field responders at the ICP, other jurisdictions' EOCs, and Department Operations Centers (DOCs) continuously with established reporting periods throughout the incident through established communication pathways. For more information on communication methods, see the Communications section. The Town EOC can be activated within one to two hours of incident notification and upon the request of the Town Manager (or his/her designee).

31 https://www.fema.gov/sites/default/files/documents/fema_eoc-references-resources-tool_factsheet.pdf

3.2.4.1 Emergency Operation Center Location

The Town Emergency Operation Center (EOC) is located at Sonoma County Fire District Fire Station 1, 8200 Old Redwood Highway, Windsor. The Town's DOC is located at Public Works Corporation Yard, 8400 Windsor Road, Windsor. EOC location specifics along with the facility contact person, are listed in Table 8: Emergency Operation Center Locations below.

Table 8: Emergency Operation Center Locations

Location	Address	Contact Information
Primary EOC	Fire Station 1, 8200 Old Redwood Highway, Windsor	Contact: Deputy Chief Administration O (707) 838-1170 C (707) 696-7502
Mobile EOC Supply Trailer	Public Works Corporation Yard 8400 Windsor Road, Windsor	Contact: Superintendent of Parks & Facilities O (707) 838-5397 C (707) 236-2022
DOC	Public Works Corporation Yard 8400 Windsor Road, Windsor	Contact: Deputy Director of Operations O (707) 838-5309 C (707) 217-8623

The EOC is also capable of functioning virtually, through a variety of web-based software and platforms. The location, size, severity, and complexity of a disaster will determine the need to transfer operations to an alternate EOC location or to utilize a virtual EOC. When choosing an alternate site, considerations are made for which responding support agencies will need to participate, the distance from the location of the incident, and the potential length of the activation.

3.2.4.2 Emergency Operation Center Activation Procedures

The Town Emergency Operation Center (EOC) shall be activated within one to two hours of incident notification and upon the request of the Town Manager (or his/her designee). However, initial staffing should begin to assemble within 30 minutes to one hour. The Town EOC can be activated in several ways. These activation methods include:

- Notification from dispatch or local first response agencies of any disaster that has the potential to require broad public communication, evacuation, or sheltering.
- Decision to activate due to a significant incident, emergency, disaster, or unplanned/planned event occurring in the Town, the Sonoma County Department of Emergency Management, or neighboring jurisdictions that may require a large commitment of resources and/or multijurisdictional coordination.

The decision to activate the EOC is authorized by the Town Manager and/or his/her designee. The Town Manager and the Town's Emergency Service Partners, Chief of Police and Fire Chief, and/or their designees shall consult on timing, determine the level of activation (refer to Table 9: Levels of Emergency Operation Center (EOC) or Department Operation Center (DOC) Activation) below, and other factors. Upon the decision to activate for an emergency incident (as opposed to a planned event), the Town shall release a prerecorded CodeRED or equivalent communication to Town staff prompting staff to call the Town's internal Emergency Hotline. The Emergency Hotline will identify the level of the EOC activation and the steps to be taken.

3.2.4.3 Emergency Operation Center Activation Levels

The activation of an Emergency Operation Center (EOC) hinges on several trigger points designed to swiftly mobilize resources and coordinate responses. These trigger points are often activated in the face of imminent or ongoing emergencies such as natural disasters, pandemics, or large-scale accidents. Key indicators for activating an EOC include the severity and scale of the incident, the potential impact on public safety and infrastructure, and the need for multi-agency coordination. Additionally, the activation criteria may involve specific thresholds in terms of casualties, property damage, or disruption to essential services. Once these trigger points are met, the EOC serves as a central hub for decision-making, information dissemination, resource allocation, and communication among various stakeholders, ensuring a unified and effective response. The level of the Town EOC activation will be determined by the complexity and nature of the emergency or disaster. Activation levels for the Town EOC are shown in Table 9 below.

Table 9: Levels of Emergency Operation Center (EOC) or Department Operation Center (DOC) Activation, Triggers, Staffing, and Activity[32]

EOC and/or DOC Activation Levels	Staffing, Conditions (Triggers), and Activity
LEVEL 1 **Full Activation**	Full Staffing – This level of activation requires all EOC positions to be filled including the Town's Emergency Services Partners. An incident or impinging incident that has or may have a significant impact on the Town of Windsor. The Town EOC is open and alternate EOC teams have been assembled for 12-hour multi-day activation. Incident Action Plans are required for each operational period. The Town DOC is open and staffed for 12-hour multi-day activation. Incident Action Plans are required for each operational period.

32 Ref: CAL OES

LEVEL 2 **Partial Activation**	Partial Staffing – Command staff are activated. Additional specific staffing is determined by the EOC Director (Town Manager or his/her designee). This level of activation typically involves the assignment of General Section Chiefs that includes the Town's Emergency Services Partners or specific staffing for the event. An incident or impinging incident that has or may have a moderate impact on the Town of Windsor. The Town EOC is open, and staffing plans have been established. Incident action plans are required for each operational period. The Town DOC is open, and staffing plans have been established. Incident action plans are required for each operational period.
LEVEL 3 **Active Monitor**	Minimum or Remote Staffing – Staffing is determined by the EOC Director (Town Manager or his/her designee) which may include the Town's Emergency Services Partners. An incident is smaller, planned, or unplanned pending confirmation which may impact the Town. The Town EOC is open but not staffed. Incident action plans are recommended (optional). The Town DOC is pending activation and not staffed. Incident action plans are recommended (optional).
Steady State **Normal Monitoring**	No staffing – The Town and Emergency Services Partners are both operating in normal status. No incidents are occurring or predicted that will impact the Town of Windsor. Neither the Town EOC nor the Town DOC is open or staffed but is in a state of readiness.[33] No action plans are needed.

3.2.4.4 Emergency Operation Center Organization Structure

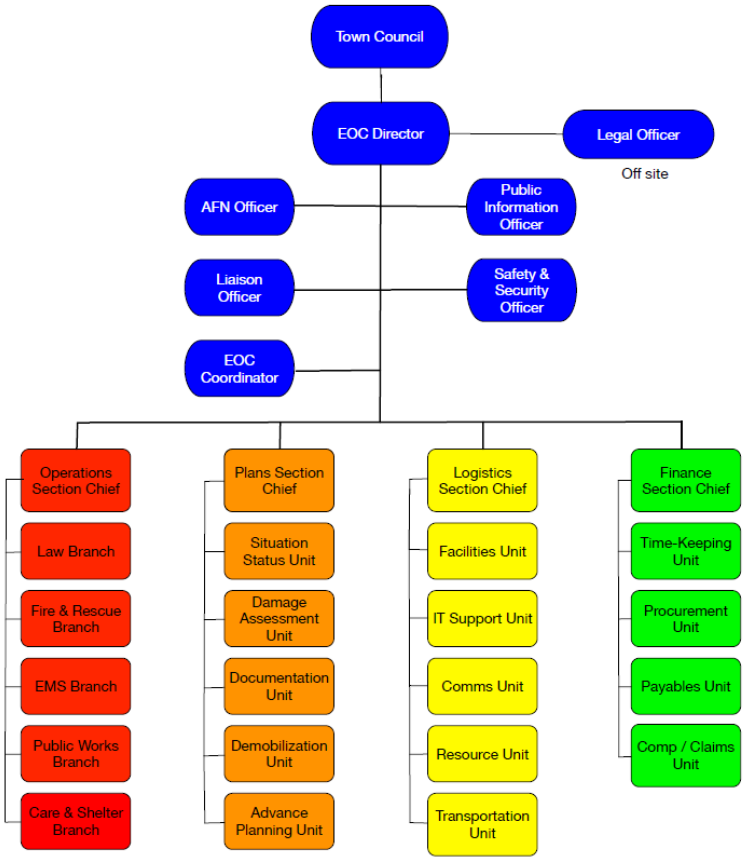
33 State of readiness defined: Room is in useable condition, stocked with office supplies, EOC grab-and-go bag, tables and chairs, etc.

The staffing of an Emergency Operation Center (EOC) is illustrated in an organizational chart (chart) representing the hierarchical structure within the EOC, identifying the roles and responsibilities of key personnel involved in emergency or disaster response. This chart serves as a valuable tool for ensuring efficient communication, decision-making, and resource allocation during critical situations. The Town EOC is organized according to the five (5) SEMS functional sections and is designed to be scalable and flexible.

The five (5) EOC sections are Management (Command Staff), Operations, Planning, Logistics, and Finance / Administration (General Staff). Each section has sub-sections, branches, and/or additional staff. Figure 4: Emergency Operation Center Organizational Structure outlines EOC staffing configurations (also known as staffing emergency recall). Staffing decisions for the Town EOC will be driven by the nature and scope of the emergency, based on the determined Town EOC activation level. Staffing may be composed of Town, Windsor Police Department, and Sonoma County Fire District (Emergency Services Partners) personnel, responders from partner agencies or organizations, community-based organizations, and volunteers.

The Town Manager is initially assigned as the EOC Director and will identify which EOC sections, branches, and functions will be activated to support response operations. This flexible response structure corresponds to Incident Command System principles where only the functional elements that are required to meet the current objectives of the incident or event are activated and staffed. Any responsibilities of unstaffed positions are assumed by the appointment of staff by the EOC Director.

Figure 4 – Emergency Operation Center Organizational Structure (chart)



3.2.4.5 Emergency Operation Center Position-Specific Roles and Responsibilities

Staffing decisions for the Town EOC will be driven by the nature and scope of the emergency, based on the determined Town EOC activation level. Staffing may be composed of Town, Windsor Police Department, and Sonoma County Fire District (Emergency Services Partners) personnel, responders from partner agencies or organizations, community-based organizations, and volunteers. The Town Manager is initially assigned as the EOC Director and will identify which EOC sections, branches, and functions will be activated to support response operations. This flexible response structure corresponds to Incident Command System principles where only the functional elements that are required to meet the current objectives of the incident or event are activated and staffed. Any responsibilities of unstaffed positions are assumed by the appointment of staff by the EOC Director.

The Town EOC is organized according to the five (5) SEMS functional sections and is designed to be scalable and flexible. The five (5) EOC sections are Management, Operations, Planning, Logistics, and Finance / Administration (Command Staff). Each section has sub-sections, branches, and/or additional staff. The roles and responsibilities for each functional section are provided in Table 10: Emergency Operation Center Command Staff Roles and Responsibilities below.

Table 10: Emergency Operation Center Command Staff Roles and Responsibilities.[34]

EOC Section	Roles and Responsibilities
Management Section *Town Manager* *Town Clerk* *Human Resources*	The Management Section is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations. The Management Section also handles public information, often via the Joint Information Center (JIC). The Management Section sets operational intent, policy, and objectives. The Management Section is responsible for overall emergency policy coordination throughout the lifecycle of the incident. This will include managing the overall emergency response effort as well as overseeing and managing all the sections within the EOC utilizing NIMS and ICS principles. The Management Section may also include additional positions such as: ● Safety Officer ● Public Information Officer (PIO) ● Liaison Officer ● Access and Functional Needs (AFN) Officer ● Legal Officer ● AFN
Operations Section *Fire* *Police* *Public Works*	The EOC Operations Section is responsible for coordinating all operations in support of the emergency response through the implementation of the EOC Action Plan. The Operations Section is responsible for all operational support and coordination of disaster response assets and controls the activity of agencies/departments with direct responsibility for the management, stabilization, and resolution of the emergency. In some circumstances, Area Command may be run from the Operations Section. It is the responsibility of the Operations Section to determine and evaluate tactical priorities throughout the response. The Operations Section is led by an assigned Operations Section Chief. The Operations Section may activate additional support branches as necessary to support the needs of the response and the responsibilities of the EOC. The Operations Section may also include additional positions such as: ● Fire and Rescue ● Law Enforcement ● Utilities ● Public Works

34 https://www.fema.gov/sites/default/files/documents/fema_eoc-quick-reference-guide.pdf

Planning Section *Community Development*	The Planning Section is responsible for all planning activities relating to intelligence, response, recovery, and demobilization operations of the EOC. This includes gathering timely, accurate, accessible, and consistent information during the ongoing operations and using this intelligence to prepare situational reports to create a common operating picture for all response organizations. The Planning Section is led by an assigned Planning Section Chief, who assists in the development of the EOC Action Plan. The Planning Section may activate additional support functions as necessary to support the needs of the response and the responsibilities of the EOC. Technical Specialists assigned to the EOC will initially be part of the Planning Section and may be shifted to alternate sections or branches as necessary depending on the specific response. Areas of expertise may include geology, hydrology, fire behavior, FOBS and HAZMAT. The Planning Section may also include additional positions such as: ● Situation Status ● Damage Assessment ● Documentation ● Resource Status ● Advanced Planning ● Demobilization ● Intelligence
Logistics Section *Parks & Recreation*	The Logistics Section is responsible for providing facilities, services, personnel, equipment, care and shelter, and materials for incident response. The Logistics Section is responsible for providing material support and other support services to response partners and internal EOC functions. This may be in the form of facilitating the acquisition of resources, personnel, and transportation services, care and shelter, providing communication methods, resource tracking, or arranging for food, lodging, and other services as necessary. The Logistics Section is led by an assigned Logistics Section Chief and may activate additional support functions as necessary to support the needs of the response and the responsibilities of the EOC. The Logistics Section may also include additional positions such as: ● Communications ● Resources - Supplies ● Personnel ● Facilities ● Fleet ● Care and Shelter ● IT Support Unit Leader ● Transportation Unit Leader

	• Resource Unit Leader • Facilities Unit Leader
Finance Section *Administrative Services*	The Finance Section is responsible for financial activities and other administrative aspects of the incident. The Finance/Administration Section is responsible for all monetary, financial, and administrative functions of the emergency. The Finance Section ensures that all financial records are preserved about the incident and maintains staff timesheets. The Finance Section is led by an assigned Finance Section Chief. The Finance Section may activate additional support functions as necessary to support the needs of the response and the responsibilities of the Windsor Joint EOC. The Finance Section may also include additional positions such as: • Payables • Timekeeping • Procurement

3.2.4.6 Emergency Operation Center Deactivation Procedures (Demobilization)

Properly performed Emergency Operation Center (EOC) deactivation procedures are paramount in orchestrating the systematic stand-down of operations and transitioning from emergency response to recovery (up-staffing to routine staffing, as the case may be). This procedural framework is designed to ensure that the immediate threat has been effectively managed, resources are appropriately demobilized, and communication channels convey accurate information to both internal and external stakeholders. The EOC can begin demobilization when the incident no longer benefits from the support and coordination functions provided by the EOC, and when those functions can be, for the most part, provided by normal operations.

Demobilization planning occurs in the Demobilization function of the Planning Section and includes the creation of a written demobilization plan. EOC staff are demobilized under the Demobilization Plan and as circumstances allow, the Town EOC returns to its steady state operations. Below is a deactivation checklist.

Table 11: EOC Deactivation Procedures (Minimum Check List)

Action	Description
Situation Assessment	The Incident Commander should check in with EOC staff and assess the current situation to ensure the incident has sufficiently been resolved or the incident can, for the most part, be managed under routine (daily) operations.
Notification	Notifications should go out to staff still active in the incident (battalion chiefs, an example) of impending deactivation with a specific timeline or

	notification of changes in EOC activation status. (See Activation Levels, Table 9 above)
Documentation (Documentation Unit under Planning Section)	Ensure that all activities, decisions, resources, and expenses accrued during the incident are accurately documented and that form ICS-214 has been completed for each operational period. File all documents with the documentation unit. ● Ensure all incident costs are finalized, coded, and forwarded to the EOC Finance Section. ● Ensure ICS-214 forms are completed by all reporting staff, personnel, and volunteers, and returned to the EOC Finance Section.
Facility clean-up and restock	Conduct a thorough clean-up of the EOC facility, and ensure all areas are left clean and organized. Restock office supplies, charts, and other items.

3.2.5 Direction, Control, and Coordination

In times of crisis, the effectiveness of emergency response operations hinges on a well-structured and meticulously executed *Direction, Control, and Coordination* framework within an EOC. The heart of this section lies in the orchestration of key leadership roles, strategic decision-making, and seamless collaboration among various sections. As the linchpin of the EOC, the Direction, Control, and Coordination Section ensures that response efforts are directed with precision, operations are controlled with agility, and coordination is achieved across diverse functions.

Depending on the size and severity of the incident, emergency, disaster, or unplanned/planned event, the Town EOC supports response efforts in the field, while on-scene responders organize through an Incident Command Post (ICP). The Incident Commander or other functional elements at the field level will coordinate with the Windsor EOC, or a Department Operations Center (DOC), depending on the situation. If activated, a DOC may provide direct support to field operations as necessary and coordinate efforts with the corresponding EOC. This practice supports increased situational awareness and facilitates communication between responding agencies. Once activated, the Town EOC notifies the Sonoma County Operational Area (Sonoma County OA) of activation via the Sonoma County Department of Emergency Services (DEM). The Sonoma County OA notifies the California State Warning Center (CSWC) and the Cal OES Coastal Region of its activation. When requested, available, and assigned, a Cal OES Emergency Services Coordinator will work with, or in, the Sonoma County OA EOC as the Cal OES Coastal Region liaison to help facilitate resources and other support.

Coordination and communications should be established between activated local government EOCs, the Sonoma County OA EOC, and various ICPs across the affected jurisdictions. If activated, the Sonoma County OA EOC will perform this

function. For more information on multijurisdictional coordination, see the Mutual Aid and Multijurisdictional Coordination section.

3.2.6 Ongoing Operations

The Town EOC operates following the State Emergency Management System using an Incident Command System (ICS) functional process and coordinates with other jurisdictions and partners to manage the incident in a single, integrated structure. As required by the nature of the incident, emergency, disaster, or unplanned/planned event, the Town EOC operations may include resource management; information collection, analysis, and dissemination; communications, and public alert and warning.

3.2.7 Resource Management

The Town's EOC will work to broker resource requests in support of the Town. The Town EOC may request resources from other governmental entities, including other local jurisdictions, the DEM, the state or federal government, or private sector organizations.

3.2.7.1 Resource Typing

Resource typing is the categorization and description of response resources that are commonly exchanged in disasters, typically through mutual aid agreements. Accurate resource typing enhances emergency readiness and response at all levels of government by providing responders with the information they need to ensure they request and receive the most appropriate resources during a disaster. Standard resource typing definitions provide a common terminology to support identifying, locating, requesting, ordering, deploying, and tracking resources. The Town will use the NIMS resource typing guidelines.

3.2.7.2 Resource Prioritization

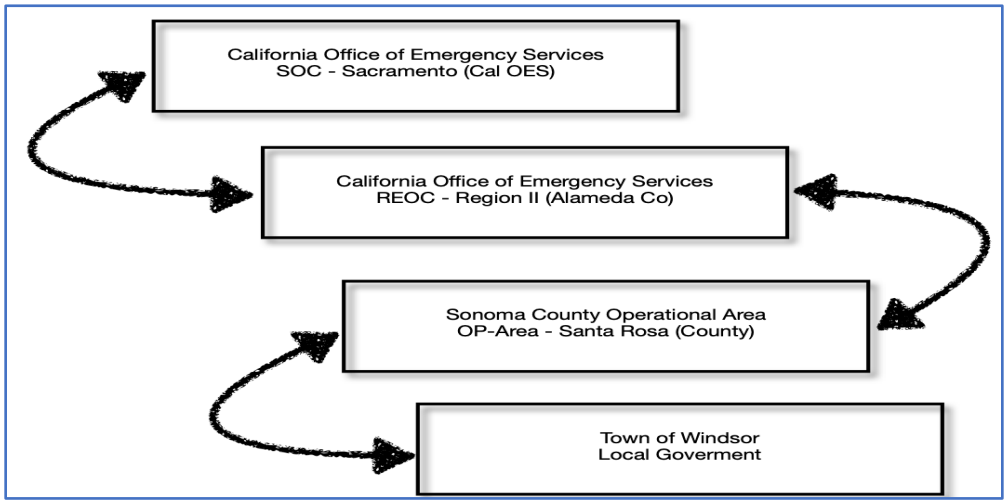
Events that involve one or more responsible jurisdiction(s) and/or multiple agencies may lead to resources being requested at quantities beyond those that are available, creating the need for available resources to be prioritized within the Town. Resource prioritization is guided by the concept of "doing the most good for the most people '' and evaluation of how resources will be used to save lives, relieve human suffering, sustain survivors, restore services, protect property and the environment, and preserve local culture and heritage.

3.2.7.3 Resource Request Process

Resources include personnel, materials, supplies, and equipment. When the Town's EOC is activated, resource requests must be submitted and coordinated through the Logistics Section to ensure proper resource tracking and documentation, and to ensure that efforts are not duplicated. Field personnel will submit requests through their IC to the corresponding branch discipline (when established) within the Operations Section, which will then be forwarded to the Logistics Section. Partner agencies may submit requests directly to Logistics. The Town will first exhaust or

anticipate exhausting internal resources before making external requests. If the response to the situation is or may become beyond the capabilities of the Town, the Town's EOC may choose to request resources through one of the established mutual aid channels.

Figure 5: Resource Request Process



3.2.8 Mutual Aid and Multijurisdictional Coordination

The California Mutual Aid System (CMAS) operates within the framework of the California Master Mutual Aid Agreement (MMAA) and under the authority of the California Emergency Services Act. The system allows for the mobilization of resources to and from emergency response agencies, local governments, Operational Areas (OA), regions, and the state with the intent to provide requesting agencies with adequate resources. Mutual aid is utilized by four primary response disciplines:

- Fire and Rescue
- Law Enforcement
- Coroner
- Emergency Management

The CMAS includes six mutual aid regions to facilitate the coordination and flow of mutual aid requests. As part of the Coastal Administration Region, the Sonoma County OA and the Town are part of Mutual Aid Region II. The system includes several discipline-specific mutual aid systems that operate through designated mutual aid coordinators at the OA, regional, and state levels. Mutual aid requests are coordinated within their geographic area before unfilled requests are forwarded to the next level (see Resource Request Process, Figure 5 above). Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system and by emergency management staff at the local government, OA, regional, and state levels. The Town will assume responsibility for the support of mutual aid personnel and their equipment.

3.2.9 Information Collection, Analysis, and Dissemination

The effective management of emergencies relies heavily on thorough information collection, meticulous analysis, and swift dissemination of pertinent data. The intricacies of modern emergencies demand a strategic approach to gathering, interpreting, and distributing information to facilitate informed decision-making and coordinated actions.

Successful incident response is reliant upon access to timely, relevant, and accurate information. The ability to collect, analyze, and disseminate information is critical for informed decision-making. Information collection consists of the processes, procedures, and systems to gather relevant information during an incident, disaster, or planned event which must be coordinated and integrated across the Town. During an incident, emergency, disaster, or unplanned/planned event, information is collected from a variety of sources which may include inspections of infrastructure and facilities, windshield surveys to acquire damage assessments and human impact, status calls and situation reports from other agencies at all levels of government, traditional and social media, calls from the community, and other public reports.

Some information is considered more critical than others. Essential Elements of Information (EEI) may be pre-identified to support decision-making and ensure important details are shared to effectively manage and execute an operation. EEIs should be communicated in a timely fashion to the Town EOC. EEIs and reporting guidelines should be pre-identified during the planning phase and confirmed at the beginning of each response. Priority information for collection and sharing includes:

- Injuries and fatalities.
- Deployments and/or demobilizations.
- Changes in conditions affecting the response.
- Enhanced situational status of disproportionately impacted and diverse populations.
- Conditions that affect the capability to respond.

After collection, information is analyzed to determine its operational relevance. Information acquired by the Town EOC is analyzed and confirmed before dissemination, providing directions to staff, or making other decisions based on the information. As part of the analysis, information should be dated, credibility established, and compared to other information collected for the same or similar subject matter.

Information is shared to and from federal, state, and local government agencies, community-based organizations, and business resources by direct communication when necessary, including telephone, text, social media, email, and/or radio. Daily, non-urgent information is typically shared through Situation Reports and coordination calls. The Town EOC serves as the hub for information dissemination to

the public, in the absence of a Joint Information Center (JIC). For more information on JICs, see the Joint Information Center section.

3.2.10 Records and Reporting

Documentation management is a critical role of the Town EOC. Documentation of actions, decisions, and impacts can be used to improve future responses and shape policy. Records are kept identifying incident-related expenditures and obligations separated from general programs and activities and will be archived for a minimum of three (3) years following the closure of federal reimbursement, or longer for specific records outlined in state or local record retention policies.

Town EOC will archive official and unofficial disaster documentation, including correspondence, situation reports, EOC and ICS forms, requests for proclamations of emergency, Situation Reports, requests for assistance, cost/expenditures reports, damage assessment reports, Town EOC action plans (EAP), press releases, and any other documentation used during the response.

Document reporting times and processes are continuously reevaluated throughout the response and may be changed at any time. When conducting process evaluation, consideration is given to the length of the operational period, operational tempo of the response, information needed to accomplish EAP objectives, and state and federal reporting requirements. Documentation and reporting are typically managed by the Planning Section during a Town EOC activation.

3.2.11 Integrated Communication Systems

Integrated communications provide and enable connectivity between various levels of government, maintain contact among and between incident resources, achieve situational awareness, and facilitate information sharing between responders and the public.

Internal communications include all communication to staff and operational partners in the Town. This may include communication to jurisdictional response partners, the Sonoma County Operational Area (Sonoma County OA) EOC, special districts, and other organizations with a direct role in the response. Multiple redundant communication systems exist throughout the Town EOC to support response operations. All staff who serve in an EOC position are responsible for understanding what communication options are available. Methods of communication may include:

- Face-to-face and written communication including forms, processing, briefings, and one-on-one conversation.
- Multiple redundant communication networks that include landline and cellular phone systems, video teleconference systems, satellite communications, radio, and Auxiliary Communications Services such as Radio Amateur Civil Emergency Service (ACS-RACES).[35]

35 See Appendix TBD for more information on ACS-RACES

- Web-based systems designed to enhance communication flow including ZOOM[36], WebEOC[37], Microsoft Teams[38], Google Suite[39], other status boards, inter/intranet communications, manage communication networks like WebEOC, and visual information systems (i.e., GIS mapping systems).

3.2.12 Joint Information System/Joint Information Center

The Joint Information System (JIS) and Joint Information Center (JIC) are integral components of incident management within the framework of emergency response and crisis communication. The JIS is a standardized approach employed by various agencies and organizations to facilitate the coordination of information during incidents, ensuring a unified and consistent message. It provides a structured framework for collecting, verifying, and disseminating information to the public, media, and other stakeholders. On the other hand, the JIC serves as the physical location where communication professionals from different agencies work together to manage information and messaging. The JIC plays a crucial role in coordinating public information efforts, fostering collaboration, and maintaining transparency. Together, the JIS and JIC enhance the effectiveness of communication strategies during emergencies, promoting a cohesive and well-informed response to incidents.

The Public Information Officer (PIO) serves as the point of contact for inquiries from the news media and the public seeking information about the emergency response. If a JIC is not activated, the PIO will be assigned directly to the Town EOC Management Section to coordinate public information and messaging. PIO activities include:

- Provides information to residents and visitors through the media using broadcast, print, radio, social media, flyers, printed situation updates, and other platforms.
- Serves as point of contact for media requests.
- Monitors media platforms for accuracy, and corrects misinformation, including rumor management.
- Develop an inclusive, culturally competent outreach strategy and messaging that incorporates considerations for populations with access and functional needs, those who do not speak English as a first language, and other diverse communities.
- Establishes a system for receiving and addressing public inquiries.

Messages intended to be disseminated to news media and the public may be developed by subject matter experts working in support of response efforts. These messages are reviewed by the PIOs at the EOC or JIC to correct inaccuracies and maintain consistency in messaging. Messaging approval processes are determined by the Town EOC Management Section. Some information may be able to be

36 https://www.zoom.com/en/about/

37 https://www.juvare.com/webeoc/

38 https://support.microsoft.com/en-us/topic/what-is-microsoft-teams-3de4d369-0167-8def-b93b-0eb5286d7a29

39 https://workspace.google.com

released at the discretion of the PIO, while other information may require approval from a higher authority before dissemination.

3.2.13 Public Information and Warning

The Public Information and Warning section of an Emergency Operation Plan (EOP) is crucial for ensuring that accurate and timely information is communicated to the community during emergencies or significant events. Public information is information disseminated to the public by official sources using broadcast, print, and social media, personal outreach, and alert and warning systems. Every effort will be made to inclusively communicate with the diverse segments of community members in the Town, which may include but are not limited to, people with disabilities and access and functional needs, those with limited English proficiency, and those who may not have access to traditional means of communication. Outreach includes the use of as many trusted community-based and cultural organizations as possible to ensure cultural competency and social equity in messaging. Emergency public information can include:

- Instructions on safety and health protection/preservation actions to take.
- Status information on the emergency or disaster situation.
- Other useful information pertinent to the response and recovery.

3.2.14 Alert and Warning

The Sonoma County Department of Emergency Management (DEM) and the Sonoma County Sheriff's Office (SO) manage alerts and warnings for the Town. The Town's Emergency Services Partners, Windsor Police Department, and Sonoma County Fire District are responsible for alerting and notifying appropriate partner agencies and the public once aware of any threat to the Town. The Town's public alert and warning system consists of multiple communications systems and methods listed in general order of escalating events in Table 12: Alert and Warning Sources below.

Table 12: Alert and Warning Sources

Source	Description
Traditional (TV / Radio)	News media on culturally relevant programming.
Social media	Town of Windsor, Windsor Police Department, and/or Sonoma County Fire District webpages and social media sites.
Nixle[40]	Nixle allows authentication for the Town to securely publish public safety information in four categories: messages, advisories, community information, and traffic. The Town's Emergency Services Partners will use Nixle to release emergency alerts relevant to an entire zip code, on topics such

40 https://www.everbridge.com/products/nixle/

	as road closures and general post-disaster updates about shelter, transportation, and supplies.
So-Co Alert[41]	An alerting system used to deliver emergency alerts via call, text, email, or smartphone application. The Town, Windsor Police Department, and Sonoma County Fire District will coordinate with the Sonoma County Department Emergency Management to release messages.
Hi/Low Emergency Vehicle Sirens[42]	Windsor Police Department and Sonoma County Fire District command vehicles are equipped with European-style high-low sirens, distinct from other sirens indicating to evacuate.
Wireless Emergency Alerts (WEA)[43]	Short emergency messages from authorized federal, state, local, tribal, and territorial public alerting authorities that can be broadcasted from cell towers to any WEA-enabled mobile device in a broad geographic area such as the entire Sonoma County Operational Area to enhance public safety and provide critical updates during an emergency. WEA alerts can also be disseminated using broadcast radio and television.
Integrated Public Alert Warning System (IPAWS)[44]	A federally maintained alert system in federal, state, tribal, and local authorities can be used to issue critical public alerts and warnings. Once verified, alerts are sent through the Emergency Alert and Wireless Emergency Alerts systems.
National Oceanic and Atmospheric Administration (NOAA)/National Weather Service (NWS) Alerts[45]	Federal, state, local, tribal, and territorial public safety officials can send Non-Weather Emergency Messages (NWEMs) through the Integrated Public Alert & Warning System (IPAWS) for broadcast over NOAA Weather Radio All Hazards (NWR). Releasing NWEMs via NWR is a critical tool for the Town when trying to disseminate life-safety information in a degraded communications environment.
Emergency Alert System (EAS)[46]	A national public warning system commonly used by state and local authorities to deliver important emergency information, such as weather alerts, to affected communities.

41 https://socoemergency.org/get-ready/sign-up/socoalert/

42 https://www.sonomacity.org/departments/emergency-prep/

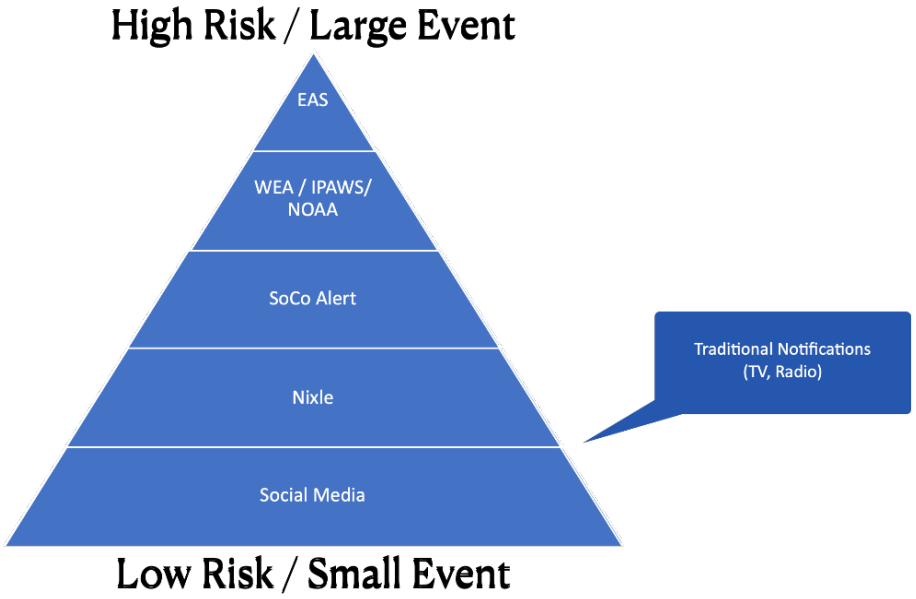
43 https://www.fcc.gov/consumers/guides/wireless-emergency-alerts-wea

44 https://www.ready.gov/alerts

45 https://www.weather.gov/alerts

46 https://www.fcc.gov/emergency-alert-system

Figure 6: Alert and Warning Pyramid



3.2.15 Equitable Dissemination of Emergency Communications

Equitable dissemination of emergency communications refers to the fair and inclusive distribution of critical information during emergencies and disasters. This concept recognizes that certain populations may face barriers to accessing critical information and efforts must be made to ensure that emergency communications reach all individuals regardless of their socio-economic status, language proficiencies, physical abilities, or other factors. Equity and cultural competency are a priority for the Town, especially concerning emergency communications and public information, including pre-incident preparedness information. Key principles and considerations for achieving equitable dissemination of emergency communications include:

- Accessibility: Ensure that emergency communications are accessible to people with disabilities. This includes providing information in formats such as braille, large print, and accessible electronic formats. Additionally, ensure that emergency alerts are compatible with assistive technologies.
- Language Access: Recognize linguistic diversity within communities and provide emergency information in multiple languages. Language barriers can impede understanding and response to emergencies, so translations and interpretation services should be readily available.
- Cultural Competencies: Consider cultural nuances and sensitivities when crafting emergency communications. Tailoring messages to different cultural contexts helps ensure that information is understood and accepted within diverse communities.
- Geographical Considerations: Recognize that certain areas may have limited access to traditional communication channels. In such cases, alternative methods like community outreach, radio broadcasts, or localized messaging may be necessary.

- Technology: Acknowledge the digital divide and ensure that emergency communications are accessible to those without reliable internet access or smartphones. Utilize a variety of communication channels, including radio, television, and community networks.
- Community Engagement: Involve communities in the development of emergency communication strategies. Engaging with community leaders, organizations, and residents can help tailor messages to local needs and preferences.
- Timely and Consistent Information: Disseminate information promptly and ensure consistency across various communication channels. Clear and concise messages help in understanding and prompt action.
- Consideration for Vulnerable Populations: Identify and address the specific needs of vulnerable populations, such as the elderly, children, and individuals with medical conditions, to ensure that emergency communications are relevant and effective for everyone.

The Town Public Information Officer (PIO) and Joint Information Center (if activated) are dedicated to utilizing multiple methods of information dissemination to help ensure messaging reaches the Whole Community, including disproportionately impacted and vulnerable populations. Utilizing multiple methods of inclusive communications helps to ensure that critical and time-sensitive information reaches intended audiences within actionable periods. Inclusive communications considerations can include the use of:

- Traditional news media on culturally relevant programming (radio, television).
- Print media (flyers, bulletins) for vulnerable populations and diverse communities.
- In-person communications at community town halls and other outreach activities. Multiple languages, including translators and American Sign Language interpreters. Alternative formats such as closed caption, large print, audio, and braille. Additional notification methods such as:
    - Electronic media (County of Sonoma, Town of Windsor, Windsor Police Department, Sonoma County Fire District websites and social media sites and mass emails.
    - Town's electronic community message board (Old Redwood Highway at Lakewood Drive).
    - Fire district and law enforcement apparatus provide warnings along specific routes using public address systems and hi-low evacuation sirens.
    - Door-to-door alerts.
    - Activating a call response center.

3.3 Recovery

The purpose of this disaster recovery plan is to establish a comprehensive framework that enables swift, effective, and organized efforts to restore normalcy and rebuild the community in the aftermath of a major incident or disaster.

The Town of Windsor (Town) objective is to help individuals and families recover by ensuring that services to maintain and restore health, safety, independence, and livelihoods are equitably available to the Whole Community. If additional resources are necessary, as defined by community needs, the Town will work towards providing those programs through a Local Assistance Center (LAC). The services may include specific needs of the community as follows:

- Restoration of essential services generally available in communities such as food, water, shelter, energy, and fuel.
- Assessment of the extent and severity of damage to homes, businesses, or other property.
- Human services and mental health service needs.
- Repair of damaged homes and property.
- Development of plans for short-term economic recovery.
- Assessment and restoration of natural, cultural, and heritage resources.

3.3.1 Local Assistance Center

A Local Assistance Center (LAC) is a centralized location where individuals and families can access available disaster assistance programs and services following a disaster. Local, state, and federal agencies, as well as nonprofit and voluntary organizations, may provide staff at the centers. FEMA may open separate assistance centers through which only the services of federal programs are offered.

In cooperation with local governments, the Sonoma County Operational Area assesses the need for an LAC and may establish one to support the needs of individuals in the community. Cal OES will ensure that an appropriate number of LACs are established, based on assessed needs, and coordinates the participation of state and federal agencies at the centers. Not all areas affected by an incident require LACs. CalOES may provide financial support to the County for the operation of LACs through the California Disaster Assistance Act.

3.3.2 Recovery Organization

The Town's recovery organization is a Standardized Emergency Management System (SEMS) based organization convened under the direction of the Town Manager. The Town and the Town's Emergency Services Partners will be tasked to facilitate and coordinate recovery operations in the Town with a focus on cultural competency and inclusion of special populations. The Town recovery organization includes members that represent the Whole Community, including those with access and functional needs (AFN) and those from culturally diverse backgrounds.

Primary responsibilities of the recovery organization include:

- Determination of recovery priorities
- Development of a strategic recovery plan based on priorities.
- Management resource prioritization.
- Coordination with external partners, including community-based organizations (CBOs), Community-Based Organizations Active in Disasters (COAD), and Voluntary Organizations Active in Disasters (VOAD program).
- Provision of public information and updates on recovery activities in equitable and inclusive ways.
- Planning for the Whole Community in recovery.

The Town's recovery organization may continue to operate throughout the long-term recovery process until requirements for the Town coordination are no longer evident.

3.3.3 Short-Term Recovery

The Town EOC, short-term recovery operations are initiated during the response phase of the incident by the Recovery function in the Planning Section. The Recovery function is responsible for not only initiating recovery planning but also for anticipating long-term needs and beginning the coordination of resources to fill future requirements. During the demobilization of the Town and Sonoma County Fire District Joint EOC, recovery planning and operations are transitioned to the Town and Sonoma County Fire District recovery organization. The Town and Sonoma County Fire District recovery organization may function long after the incident has ended to provide essential services to the Town and Sonoma County Fire District. Both the Recovery function and the Sonoma County OA recovery organization consider the needs of culturally diverse populations and those with access and functional needs in recovery planning.

The primary objective of short-term recovery operations is to begin the process of restoring community and economic functions. As the immediate threat to life, property, and environment subsides, other goals of the Town and Sonoma County Fire District Joint EOC or Town and Sonoma County Fire District recovery organization may include:

- Damage assessment.
- Rapid debris removal and cleanup.
- Systematic and coordinated restoration of community lifelines.
- Delivery and distribution of necessary commodities.

3.3.3.1 Damage/Safety Assessment

Information on the level of damages or status of safety hazards supports situational awareness and identifies gaps in recovery following an incident. Assessments may take one of the following forms:

Rapid Damage Assessment: The Rapid Damage Assessment (RDA) is conducted to locate and identify casualties and hazards, and to aid the direction of response efforts. These windshield surveys general situational awareness of damage and may come from a variety of sources including first responders, and the Town's Public Works department. These reports may vary in detail and quality due to the circumstances of the situation.

- Generated by: Information developed by field response partners and collected at the Town's EOC.
- Timeframe: Within 12 hours post-incident.

Initial Damage Estimate: The Initial Damage Estimate (IDE) is conducted to identify and document damage and initial cost estimates to support requests for state and federal assistance. These examinations provide an in-depth look at infrastructure and the possibility of emergency repairs that may include information collected during the RDA. Information collected during this phase is submitted to Cal OES on an Initial Damage Assessment Summary Report through the Sonoma County OA EOC.

- Generated by: The Town, Windsor Police Department, and Sonoma County Fire District recovery organization in conjunction with external partners.
- Timeframe: 24 hours to one-week post incident but may extend much longer in certain circumstances.

Safety Assessment: The Safety Assessment (SA) is conducted to evaluate facilities following a disaster to determine the condition of buildings and infrastructure for safety of use and occupancy.

- Generated by: The Town, Windsor Police Department, and Sonoma County Fire District recovery organization in conjunction with external partners.
- Timeframe: 24 hours to one-week post incident but may extend much longer in certain circumstances.

Joint Preliminary Damage Assessment: Look up JPDA and add a footnote. The Joint Preliminary Damage Assessment (JPDA) is conducted to determine the impact and magnitude of damage and the resulting unmet needs of the community and ultimately provide financial assistance for recovery. Safety and damage assessment documentation information informs the JPDA and supports the California Governor's request for a Presidential emergency or major disaster declaration.

- Generated by: Cal OES in conjunction with FEMA Region 9 and the entire Sonoma County OA. The Sonoma County OA EOC will coordinate with state and federal partners but may request assistance from local jurisdictions with damages in their municipalities. JPDAs may also include the Small Business Administration (SBA).
- Timeframe: Varies, up to several months post-incident depending on the scope.

3.3.4 Long-Term Recovery

Long-term recovery includes those activities necessary to restore a community to a "normal" pre-disaster state, or preferably an improved, "new normal" state with increased resiliency. Long-term recovery requires significant planning to maximize opportunities, ensure equity, and mitigate risks. For these reasons, some activities of a successful and effective long-term recovery operation may continue for years after a disaster occurs.

The major objectives of long-term recovery include:

- Coordinated delivery of social and health services.
- Provision of culturally competent, inclusive, long-term assistance to displaced families.
- Reconstruction of public and private facilities and infrastructure.
- Restoration of the local economy.
- Improved land-use planning and recovery projects, including those that leverage mitigation against future disasters.
- Recovery of disaster-related costs through federal and state assistance.
- Application of lessons learned to future revisions of emergency plans and processes.

3.3.4.1 Disaster Assistance

Disaster-related expenditures may be reimbursed under several state and federal programs. Reimbursements may be authorized for approved costs for work performed in the protection or restoration of public facilities or functions. Funding may also be available for individuals or businesses to assist with the recovery process. The Town will seek cost recovery for disaster-related expenses whenever possible.

To facilitate this effort, the Town will follow jurisdictional practices to track time, expenses, and information for applicable personnel, materials and supplies, and equipment usage. The Finance Section of the Town's EOC will maintain cost documentation for accurate accounting to facilitate successful local reimbursement during the cost-recovery process. The disaster funding programs below do not represent all funding sources available to the Town.

Eligible Projects that may qualify for the following funding programs include debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process.[47] The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs.[48]

47 https://www.fema.gov/assistance/public/program-overview

48 https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share

Table 13: Assistance for Governments

Government Agency	Description
Federal Emergency Management Agency (FEMA)	FEMA's Public Assistance Grant Funding (PAGF) provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, and the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process.[49] The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs.[50]
California Disaster Assistance Act	The California Disaster Assistance Act (CDAA) authorizes the California Office of Emergency Services (Cal OES) to administer a disaster assistance program that provides state funding for costs incurred by local governments due to an emergency or disaster. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor of California. In addition, the program may provide matching fund assistance for cost-sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs. The CDAA also allows certain eligible private nonprofit organizations to receive state assistance for extraordinary costs incurred while aiding at the request of local government agencies during a disaster that falls under a Governor of California's state of emergency proclamation.
Fire Management Assistance Grant	The Fire Management Assistance Grant (FMAG) program provides supplemental federal assistance to states and affected local governments for the mitigation, management, and control of fires burning on publicly or privately owned forests or grasslands. A local fire agency must request an FMAG through the Sonoma County OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the

49 https://www.fema.gov/assistance/public/program-overview

50 https://www.fema.gov/press-release/20210203/fema-statement-100-cost-share

	fire is burning uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours.[51] [52]
Community Disaster Loans	FEMA's Community Disaster Loan program provides forgivable loans capped at $5 million to units of local government based on real revenue shortfalls in response to a Presidential Major Disaster or Emergency Declaration. Typically, the loan may not exceed 25% of the local government's annual operating budget for the fiscal year of the disaster.[53]
Hazard Mitigation Grant Program	FEMA's Hazard Mitigation Grant Program (HMGP) provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters.[54]
Other Direct Federal Assistance	At the request of Cal OES, FEMA coordinates direct federal assistance to state and local governments through designated federal Emergency Support Functions. FEMA coordinates recovery activities with Cal OES to help affected communities identify recovery needs and potential sources of recovery funding and provide technical assistance in the form of recovery planning support, as appropriate.

Table 14: Individual Assistance Program

Government Agency	Description
FEMA	FEMA aids individuals and households through the Individual Assistance (IA) Program, which includes the following programs:[55] Mass Care and Emergency Assistance Individuals and Households Program Housing Assistance Other Needs Assistance Disaster Case Management Crisis Counseling Assistance and Training Program Disaster Legal Services Disaster Unemployment Assistance Voluntary Agency Coordination

51 https://www.fema.gov/assistance/public/fire-management-assistance

52 https://www.caloes.ca.gov/cal-oes-divisions/recovery/public-assistance/fire-management-assistance-grant

53 https://crsreports.congress.gov/product/pdf/IF/IF11600

54 https://www.fema.gov/grants/mitigation/hazard-mitigation

55 https://www.fema.gov/sites/default/files/2020-09/fema_individual-assistance-program-policy-guide_11-29-2018.pdf

Small Business Administration Disaster Loans	The Small Business Administration (SBA) provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements.

3.3.5 After-Action Review and Hotwash Process

The After-Action Review (AAR) and Hotwash[56] processes are important for evaluating the effectiveness of emergency responses and improving future preparedness. The purpose of the AAR or Hotwash is to review the actions taken during a training, planned/unplanned event, or emergency, to identify strengths, weaknesses, opportunities, threats, or areas for improvement (SWOT), and to develop actionable recommendations for enhancing response capabilities. It is imperative that all participants actively engage in open and honest discussion, focusing on constructive feedback and collaborative problem-solving. The findings and recommendations from the AAR or Hotwash should be documented comprehensively and disseminated to all relevant parties for implementation.

4. Roles and Responsibilities

Within this dynamic environment of an Emergency Operations Center (EOC), filling various roles and responsibilities is essential for its smooth operation. Collaboration, adaptability, and clear communication are paramount for the EOC's effectiveness in mitigating emergencies and safeguarding communities.

4.1 Director of Emergency Services

The Town Manager serves as the Town's Director of Emergency Services and is provided with additional authority in the event of a proclaimed "local emergency." During an emergency when the EOC is activated, the Town Manager manages and directs all aspects of the Town's emergency response and recovery operations and may delegate authority and tasks to staff. In the absence of the Town Manager, designated qualified staff may assume that role.

In the event of no-notice emergency or disaster, the Town Manager may elect to hold Town Employees at their workplace until released by the Town Manager. Department Directors may exercise discretion and release employees on a case-by-case basis under extraordinary circumstances.

4.2 Coordinator of Emergency Services

The Town Municipal Code also establishes the position of Coordinator of Emergency Services (CES) reporting to the Town Manager. The CES will direct the Town's day-to-day preparedness activities including associated planning, training, and exercises.

56 Military Term: a facilitated discussion to capture feedback about any issues or concerns or proposed improvement following an exercise, planned event, or real-world incident.

The CES with the assistance of department heads—assists in developing emergency plans, annexes, operating procedures, and other powers and duties as assigned.

4.3 Town Employees as Disaster Service Workers

One of the greatest resources the Town possesses is its employees. The California Government Code states that all public employees are Disaster Services Workers (DSW). Any employee of the Town may be assigned to perform activities that promote the protection of public health and safety or the preservation of lives and property. Such assignments may require service at locations, times, and under conditions that are significantly different from the normal work assignment and may continue into the recovery phase of the emergency. As DSW, the Town has established the following two policies for its employees:

4.4 Assignments During Disasters

To summarize the primary roles and responsibilities during a significant disaster for each department refer to Table 15: Roles and Responsibilities below. To the extent resources are available, departments may aid other departments.

Table 15: Roles and Responsibilities

Position	Description	Responsible
EOC Director	• Establishes management and incident objectives. • Has clear authority and knowledge of agency policy. • Ensures incident safety. • Establishes immediate priorities and leaders' intent. Determines incident objectives and strategies to be followed. • Establishes the level of organization needed and monitors the operations and effectiveness of that organization. • Approves and implements the IAP/EOP. • Coordinates activity of the Command and General Staff. • Approves requests for additional resources or the release of resources. • Approves the use of trainees, volunteers, and auxiliary personnel. • Authorizes release of information to the news media. • Orders demobilization of the incident when appropriate.	**Primary:** Town Manager **Secondary:** Human Resources Director

	• Ensures incident after-action reports are complete.	
Public Information Officer (PIO)	● Via the IC, develops and releases information about the incident to the news media, to incident personnel, and other appropriate agencies and organizations. ● Provide effective instructions to the public and reduce the workload for other staff. ● Identifies trends in media and the outside perception of the incident. ● Develops information for use in media briefings. ● Conduct periodic media briefings. ● Arranges for tours and other interviews or briefings that may be required. Monitors and forwards media information that may be useful to incident planning. ● Maintains current information summaries and/or displays on the incident. ● Makes information about the incident available to incident personnel.	**Primary:** Town Clerk **Secondary:** Deputy Town Clerk
Liaison Officer (LOFR)/EOC Coordinator	● Maintains coordination and communication between command post/EOC other agencies, and stakeholders. ● Acts as a point of contact for agency representatives and other entities. ● Maintains a list of assisting and cooperating agencies and agency representatives. ● Assists in the setup and coordination of interagency contacts. ● Monitors incident operations to identify current or potential inter-organizational problems. ● Participates in Planning Meetings, and provides current resource status, including limitations and capability of agency resources. ● Provides agency-specific demobilization information and requirements.	**Primary:** Government Operations Manager **Secondary:** Human Resources Director
Safety Officer (SO)	● Develop and recommend measures to assure personnel safety and to assess and/or anticipate hazardous situations. ● Acts as subject matter expert and eyes and ears in the field.	**Primary:** Human Resources **Secondary:**

	• Monitors for hazardous situations. • Develop safety procedures and a safety plan. • Has authority to stop unsafe acts outside the scope of the Incident Action Plan (IAP). • Review the IAP for safety implications. • Assigns assistants qualified to evaluate special hazards. • Review and approve the Medical Plan.	Human Resources
Access & Functional Needs Coordinator (AFNC)	• Coordinate accessibility of support services for people with disabilities and others with access and functional needs. • Work closely with public affairs personnel from all stakeholders and partners to deliver timely, effective, and accessible pre-and-post-emergency messaging. • Promote general awareness of emergency-related issues of people with disabilities and others with access and functional needs. • Participate in intergovernmental response and recovery initiatives. • Work closely with the legal department to ensure compliance with applicable laws.	**Primary:** Human Resources **Secondary:** Human Resources
Operation Section Chief (OSC)	• Manages tactical operations. • Relieves IC of personal supervision of the tactical resources. • Helps in the development of strategy. • Implements the Operations portion of the IAP/EOP. • Supervises the execution of the Operations portion of the incident Action Plan (IAP). • Makes or approves expedient changes to the Operations portion of the IAP. • Maintains close communication with the Incident Commander. • Monitors to ensure resources are following restrictions on tactical activities.	**Primary:** Public Works Director **Secondary:** Deputy Director of Engineering
Planning Section Chief (PSC)	• Collects, evaluates, processes, and disseminates. • Manages the gathering, analysis, and packaging of incident information. Collects	**Primary:** Community Development Director **Secondary:**

	and manages all incident-relevant operational data. • Provide input to the Incident Commander (IC) and Operations Section Chief (OSC) for use in the preparation of the Incident Action Plan (IAP) or Emergency Operation Plan (EOP). • Supervises preparation of the IAP/EOP. • Conducts and facilitates Planning Meetings. • Reassign personnel already onsite to Incident Command System organizational positions as appropriate. • Establishes specialized data collection systems as necessary (e.g., weather). • Assembles information on alternative strategies and contingency plans. • Provides periodic predictions on incident potential. • Reports on any significant changes in incident status. • Compiles and displays incident status information.	Planner III
Logistics Section Chief (LSC)	• Provides all incident support needs, apart from aviation support. • Looks ahead and helps the team establish and order logistical support needs before they are needed. • Constantly discusses the availability and response times of resources with the Operation Section Chief (OSC). • Manages all incident logistics. • Provides logistics input to the Incident Action Plan or Emergency Operation Plan (EOP). • Develop the communications, medical, and traffic plans as required. • Briefs Logistics branch directors and unit leaders as needed. • Identifies anticipated and known incident service and support requirements. • Requests additional resources as needed.	**Primary:** Parks and Recreation Director **Secondary:** Recreation Manager

	• Oversees demobilization of the Logistics Section.	
Finance Section Chief (FSC)	• Responsible for the management of all financial aspects of an incident. • Manages financial risk, cost tracking, compensation and claims, and cost-benefit analysis. • Ensures compensation and claims functions relative to the incident are being addressed. • Gathers pertinent information from briefings with responsible agencies. Develops an operating plan for the Finance/Administrative Section; fills section supply and support needs. • Meets with assisting and cooperating agency representatives as needed. • Ensures that all obligation documents initiated at the incident are properly prepared and completed. • Brief agency administrative personnel on all incident-related financial issues that need attention or follow-up.	**Primary:** Administrative Services Director **Secondary:** Revenue Manager
Town Council	• Review and approve the Proclamation of Local Emergency • Support public information efforts as needed via the PIO. • Support community engagement. • Attend public meetings as needed. • Serve as a liaison with other city, county, state, and/or federal representatives via the EOC Director. • Consider short- and long-term recovery staff recommendations.	

4.5 Emergency Operations Center Organizational Chart

An Emergency Organizational Chart (Organizational Chart) illustrates the hierarchical structure and delineates the roles and responsibilities of each entity involved in Emergency Operation Center (EOC) staffing. This chart serves as a roadmap, guiding coordination efforts, streamlining communication channels, and fostering effective decision-making. The Organizational Chart provides clarity for all personnel reporting on the Town's roles, the ability to collaborate seamlessly and execute swift and

coordinated actions. The Organizational Chart is in the structure of incident command (ICS), National Incident Management System (NIMS), and the Standard Emergency Management System (SEMS) formats.

Figure 7: Town of Windsor Emergency Operations Organizational Chart

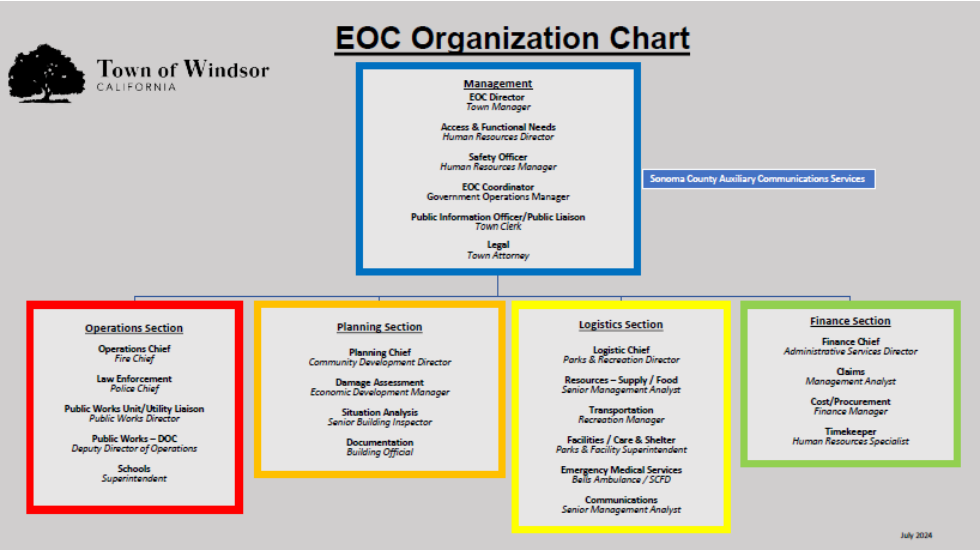


Figure 8: EOC Functional Roles and Responsibilities

Function	Town Manager	Town Council	Town Attorney	Administrative Services	Building	Fire	Human Resources	Information Technology	Parks & Recreation	Planning	Police
Access Control											P
Alert & Warning	S	S				S					P
Care & Shelter							S		P	S	
Communications						S		P			S
Construction & Engineering									S	P	
Damage Assessment					S	S			S	P	
Debris Clearance									S		
Emergency Medical						P					
Finance & Administration	S			P							
Fire Suppression						P					
Law Enforcement											P
Legal Consideration	S		P								
Management	P		S			S					S
Movement & Evacuation						S			S		P
Personnel				S			P				
Public Information	P	S									
Recovery Planning	P	S		S	P	S		S		P	S
Search & Rescue						P					S
Situation Analysis	P	S		S	S			S	S	P	P
Supply & Procurement	S		S	P					P		
Transportation									P		
Utilities											

P = Primary
S = Secondary

4.6 Whole Community

In crafting an effective EOP, the collaboration and coordination among businesses, non-governmental volunteer organizations (NGOs), and community-based organizations (CBOs) play pivotal roles in safeguarding lives, infrastructure, and continuity of essential services during crises, as illustrated in Figure 9: Whole Community. These diverse entities bring unique strengths to the table, ranging from specialized resources and expertise to grassroots connections and volunteer networks. Together, they form a resilient ecosystem that enhances preparedness, response, and recovery efforts in the face of disasters and emergencies.

Figure 9: Whole Community Approach



4.6.1 Private Sector

During emergencies, the Town's EOC is generally a focal point for coordination of response activities with many nongovernmental organizations and private businesses. When possible, relationships with these organizations should be established and maintained before an incident to clarify the roles and/or services they might provide to the Town during disasters. Organizations that play key roles in the response should have representatives at the EOC. If an organization is supporting several functions and has only one representative at the EOC, the representative should coordinate with the Liaison Officer. If an organization is supporting only one function, its representative may be located within the appropriate section. If representation in the EOC is not practical, the City will establish a process for communicating and sharing information.

4.6.2 Volunteer and Community-Based Organizations

The Volunteer and Community-Based Organizations section of an Emergency Operations Plan serves as a vital nexus for harnessing local expertise and mobilizing grassroots support. Volunteer Organizations Active in Disasters (VOAD), such as the American Red Cross and the Salvation Army, are critical partners in the recovery organization and may be able to provide monetary or in-kind assistance to help survivors with immediate needs. These organizations may be able to assist with

sheltering or hotel vouchers, food, or clothing. During a disaster, information about voluntary agency services may be available from Sonoma 2-1-1 and the online and the American Red Cross Portal. VOADs may help support a Local Assistance Center (LAC), which aids affected individuals by offering a centralized location for services and resource referrals for unmet needs following an emergency or disaster. In coordination with the Sonoma County Operational Area (Sonoma County OA) EOC, the Town recovery organization will assess the need for an LAC and recommend operations are established, if necessary.

Sonoma County Community Organizations Active in Disaster (COAD) is a collaborative network that builds the capacity and coordination of local organizations to both prepare for and respond to disasters in Sonoma County.57 The Sonoma County VOAD is an umbrella organization that consists of over 70 members across Sonoma County in nonprofit, faith-based, disaster services organizations, county and local government agencies, community and Neighborhood Response Group leaders, and disaster councils. These members include voluntary organizations such as the American Red Cross, Sonoma Humane, and other non-profit and faith-based groups. The Sonoma County VOAD has a key role in coordinating assistance from local voluntary agencies and community organizations after a disaster and is a key part of both the Town, and Sonoma County Fire District Joint EOC and the Sonoma County OA EOC recovery organizations.

Table 16: Volunteer and Community-Based Organizations

Organization	Description
American Red Cross[58]	The North Bay Chapter of the American Red Cross serves approximately 1.3 million people in Sonoma, Napa, Solano, and Sonoma counties by helping to provide food, shelter, comfort, and care for residents affected by disasters. In addition to its response role, the American Red Cross also offers a robust library of tips and checklists to help individuals before, during, and after emergencies and conducts training on lifesaving skills needed to prevent, prepare for, and respond to disasters.
Firewise USA[59]	The Firewise USA program is designed to reach beyond the fire service by involving homeowners, community leaders, planners, developers, and others to protect people, property, and natural resources from the risk of wildland fire before a fire starts. The Sonoma County OA has multiple Firewise USA Chapters that support communities in wildfire safety efforts.

57 https://www.sonomacountycoad.org

58 https://www.redcross.org/local/california/northern-california-coastal/about-us/locations/north-bay.html

59 https://www.nfpa.org/education-and-research/wildfire/firewise-usa

Ready Sonoma[60]	The Ready Sonoma Get Ready is a free 1-hour class geared to the public that teaches individuals how to stay safe before, during, and after a disaster. The Get Ready class, offered throughout the Sonoma County OA in both English and Spanish language, helps individuals plan for an emergency with a family plan, create an evacuation checklist, and keep families safe during and after an incident or disaster before help arrives.
Community Emergency Response Team (CERT)	A 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, which allows them to focus on more complex tasks. Through CERT, the capabilities to prepare for, respond to and recover from disasters is built and enhanced.[61]
Communities Organized to Prepare for Emergencies (COPE)[62]	Communities Organized to Prepare for Emergencies (COPE) is a program based on the "neighbor helping neighbor" model. The program was started in 2002 by Oakmont residents and has since expanded throughout Sonoma County. The work COPE groups did before and during the 2019 Kincade Fire and the 2020 Walbridge and Glass fires was credited with significantly lowering property damage and saving lives.
Windsor Resiliency Hub	Windsor Resiliency Hub (WRH) works to improve the health, safety, and well-being of the community by delivering equitable programs that promote health and safety, improve quality of life, and foster a culture of preparedness.

4.6.3 Support Organizations

The Support Organizations section of an EOP delineates the network of external entities poised to aid in disaster response efforts. These organizations encompass governmental agencies, non-profit entities, and private sector partners, each contributing unique resources and expertise to bolster emergency response capabilities. From local fire departments and law enforcement agencies to regional emergency management authorities and humanitarian organizations, this section outlines the collaborative framework established to coordinate resources, share information, and execute swift, effective responses in times of crisis.

60 https://socoemergency.org/sonoma-ready/

61 https://socoemergency.org/sonoma-ready/

62 https://www.townofwindsor.com/1293/Windsor-COPE

4.6.3.1 Tribal

Tribal governments are not typically tasked with emergency management activities, but tribes may seek resource support from the Town, Sonoma County OA, region, state, or federal government.

4.6.3.2 State

The Sonoma County Operational Area (Sonoma County OA) Emergency Operation Center (EOC) coordinates directly with the California Office of Emergency Services (Cal OES) Coastal Region throughout response and recovery operations. 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 government will also work with other states, the FEMA Region Nine (9) Office, and other federal agencies for interstate mutual aid, federal resources, and public and private assistance as necessary. In addition to Cal OES, the following state agencies may provide support to the Town through the Sonoma County OA EOC during the response or recovery to an incident, disaster, or planned event.

Table 17: California Emergency Response Entities

Response Entity	Description
California Department of Fish and Wildlife (DFW)	DFW is the primary agency for the State of California's response to oil spills in inland and Sonoma County waters. The Sonoma County OA maintains an ongoing relationship with DFW for support with incident response as necessary. Support from DFW is requested through the Cal OES Coastal Region.
California Department of Forestry and Fire Protection (CAL FIRE)	CAL FIRE provides fire protection across California in both wildland and urban areas and can supplement local fire department capabilities. CAL FIRE can also provide overhead personnel for relief as well as incident command teams for wildland fires and other incidents as necessary. Support from CAL FIRE is requested through the Sonoma County Department of Emergency Management Fire and Rescue Mutual Aid Coordinator.
California Department of Parks and Recreation (CA State Parks)	CA State Parks is a key partner in response to incidents on state parkland. Requests for support outside of a state park are made through the Cal OES Coastal Region.
California Department of Transportation (Caltrans)	Caltrans supports local governments with coordination and resource support during incidents involving state highways. The Caltrans local assistance office coordinates federal and state disaster assistance programs designed to assist the transportation needs of local agencies.

California Department of Water Resources (DWR)	DWR supports local agencies during incidents including flood and levee failure. DWR also manages the California Data Exchange Center, which disseminates real-time hydrologic and hydrometeorological data that helps inform our local, state, and federal partners for emergency preparedness and response. DWR support is requested through the Cal OES Coastal Region.
California National Guard (CNG)	The CNG may be used to complement response operations when necessary but may not be a substitute for local participation in disaster operations. CNG forces will always remain under military command but will support and assist response efforts when able. CNG support is requested through the Cal OES Coastal Region.

Support from other state government departments and agencies may be made available by request through the Cal OES Coastal Region, Cal OES State Operations Center, or mutual aid coordinators, following the State of California Emergency Plan.

4.6.3.3 Federal

The National Response Framework (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. There are some instances in which a federal or state agency will have a field response role, due to the jurisdictional responsibility of the event. Some federal agencies are mission-tasked with actions that can directly support the county response efforts before a federal declaration. Once a federal declaration is issued, all federal agency response efforts will be coordinated through FEMA and a Joint Field Office. The event type will determine their location and scope of involvement. In addition to FEMA, the Town will coordinate with federal agencies through the Sonoma County OA EOC:

Table 18**:** Federal Response Entities

Response Entity	Description
National Park Service (NPS)	NPS is a key partner in response to incidents on federal National Park land. Requests for support outside of the National Park are made through mutual aid.
National Oceanic and Atmospheric Administration (NOAA)/National Weather Service (NWS)	The NWS provides alert and warning support in addition to weather forecasting, spot forecasting, and fire weather forecasting. For more information on NWS alerts, see the Alert and Warning Section.
United States Coast Guard (USCG)	The USCG may provide support to the Town and the Sonoma County OA for significant incidents, including air

	support and operations. USCG support is requested through the Cal OES Coastal Region.
United States Department of Transportation (USDOT)	When requested, the USDOT aids the Town and the entire Sonoma County OA for incidents involving federal transportation assets via a Regional Transportation Representative (RETREP) for the region. During an incident, emergency, disaster, or unplanned/planned event, RETREPs support the coordinator of planning efforts between USDOT and federal, state, and local emergency planners via a FEMA operations center. RETREP support is requested via the Cal OES Coastal Region.
United States Environmental Protection Agency (EPA)	The EPA responds to oil spills and chemical, biological, and radiological releases. EPA also provides additional response assistance when state and local first responder capabilities have been exhausted or when additional support is requested by the Sonoma County OA via the Cal OES Coastal Region.

5. Plan Development and Maintenance

Developing and maintaining an Emergency Operation Plan (EOP) is a critical component of emergency management for any organization or community. This section provides an overview of the plan development and maintenance processes, including maintenance and updates, legal compliance, and training and exercise activities.

5.1 Crosswalk

The primary purpose of the EOP is to outline the jurisdiction's all-hazard approach to emergency operations to protect the safety, health, and welfare of its citizens. California Office of Emergency Services (Cal OES) has developed a crosswalk process to ensure that counties within the state comply with the following: (1) the Standardized Emergency Management System (SEMS), (2) the National Incident Management System (NIMS), and (3) applicable California legislation. NIMS concepts may be met by following FEMA's Comprehensive Preparedness Guide (CPG) 101, Version 3.0, which provides guidelines on developing an EOP. Several SEMS and CPG 101 elements overlap. While Cal OES doesn't routinely review jurisdiction EOPs, the crosswalk process will be utilized to develop this plan, as well as to review its final contents.

5.2 Plan Updates

This EOP should be reviewed regularly and amended as appropriate; in no case should any part of this plan go for more than two (2) years without being reviewed and revised. Complete review and amendment of this plan and operational appendices/annexes should occur every five (5) years.

The overall maintenance and update process for the EOP (and any operational appendices/annexes) is coordinated and led by the Town, Town Manager, or his/her designee. Each update shall use the whole community approach with a focus on cultural competency. The Town shall also review the EOP and any operational appendices/annexes for consistency to ensure relevancy, and revise if deemed necessary, initiated in response with the Town's Emergency Services Partners – Windsor Police Department and Sonoma County Fire District for the following triggering events:

- Significant events or changes that impact emergency preparedness and response.
- The identification of new hazards or modifications in the community's risk profile.
- Alterations in legal and regulatory requirements.
- A change in operational resources (e.g., policy, personnel, organizational structures, management processes, facilities, equipment).
- A formal update of planning guidance or standards or enactment of new or amended laws or ordinances.
- Upon a significant change in the Town's staffing and/or changes in elected or appointed officials.
- If deemed necessary by the Town Manager.

Table 19: Recommended Emergency Operation Plan (EOP) Review Periods

Routinely	Every Two Years	Every Five Years
Routine updates and after-triggering events/activations.	Formal review and revisions of EOP	Formal review and revisions of EOP appendices and annexes

5.3 General Review Process

Commonly used criteria can help decision-makers determine the effectiveness and efficiency of plans. These measures include adequacy, feasibility, and acceptability. Decision-makers directly involved in planning can employ these criteria, along with their understanding of plan requirements, not only to determine a plan's effectiveness and efficiency but also to assess risks and define costs. The following criteria will help guide to review of the EOP:

- Adequacy: A plan is adequate if the scope and concept of planned operations identify and address critical tasks effectively; this plan can accomplish the assigned mission while complying with guidance; and this plan's assumptions are valid, reasonable, and comply with guidance.
- Feasibility: A plan is feasible if the organization can accomplish the assigned mission and critical tasks by using available resources within the time contemplated by this plan. The organization allocates available resources to

tasks and tracks the resources by status (e.g., assigned, out of service). Available resources include internal assets and those available through mutual aid or existing local, state, regional, or federal assistance agreements.

- Acceptability: A plan is acceptable if it meets the requirements driven by a threat or incident, meets decision-maker and public cost and time limitations, and is consistent with the law. This plan can be justified in terms of the cost of resources and if its scale is proportional to mission requirements. Planning sections use both acceptability and feasibility tests to ensure that the mission can be accomplished with available resources, without incurring excessive risk regarding personnel, equipment, material, or time. They also verify that risk management procedures have identified, assessed, and applied control measures to mitigate operational risk (i.e., the risk associated with achieving operational objectives).
- Completeness: A plan is complete if it:
    - Incorporates all tasks to be accomplished.
    - Includes all required capabilities and integrates the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs, immigrants, individuals with limited English proficiency, and diverse racial and ethnic populations.
    - Provides a complete picture of the sequence and scope of the planned response operation.
    - Makes time estimates for achieving objectives. Identifies success criteria and a desired end-state.
- Compliance: This plan should comply with guidance and doctrine to the maximum extent possible to provide a baseline that facilitates both planning and execution.

5.4 Standard Operating Procedures Development

Standard Operating Procedures (SOP) will play a pivotal role in the effective execution of an EOP that guides response efforts. As organizations face an array of potential emergencies, from natural disasters to security threats, the development of comprehensive SOPs within an EOP becomes indispensable. These procedures provide a structured framework for decision-making, delineating clear responsibilities, actions, and protocols to mitigate risks, minimize confusion, and enhance overall preparedness.

The SOP will support the execution of the EOP and operational appendices by providing step-by-step instructions and details specific to the roles and responsibilities contained within the documents. An SOP can take the form of checklists, Emergency Operation Center job descriptions, or job aids. First responder agencies are trained to first manage the emergency at their local level following their SOPs. The Town, first responding agencies, and the Sonoma County DEM coordinate to ensure operational consistency between the Town EOP, local SOPs, and the Sonoma County Operational Area EOP.

5.5 Training and Exercises

In the ever-evolving landscape of emergency management, efficient response efforts hinge on the preparedness and proficiency of those tasked with safeguarding our community. The EOP serves as the cornerstone of our resilience strategy, providing a comprehensive framework to guide us through crises. Equally vital is a robust and ongoing training program that ensures individuals, teams, and stakeholders are well-versed in this plan's intricacies and ready to respond with precision and coordination when emergencies strike.

Training is crucial in the context of emergency management for several reasons, as it plays a fundamental role in enhancing preparedness, improving response capabilities, and fostering resilience in the face of emergencies.

Table 20: EOP Training Schedule

Training	Description
Orientation Training	All personnel involved in emergency response will undergo orientation training to introduce them to the Town EOP and its key elements.
Position-Specific Training	Individuals with specific roles in the EOP will receive training tailored to their responsibilities. This includes Incident Commanders, Public Information Officers, Logistics Chiefs, etc.
Refresher Training	The Town shall conduct annual refresher training to reinforce key concepts, update personnel on any changes to the EOP, and address lessons learned from exercises and real incidents. Training formats could include: Tabletop Exercises: Conduct tabletop exercises to simulate emergency scenarios and allow participants to practice their roles and responsibilities in a controlled environment. Functional Drills: Implement functional drills to test specific aspects of the EOP, such as communication systems, resource deployment, and coordination with external agencies. Full-Scale Exercises: Periodically conduct full-scale exercises involving multiple agencies to simulate a comprehensive emergency response and identify areas for improvement.

APPENDICES

Appendix A

Acronyms and Abbreviations

Acronym	Term
AAR	After Action Review
AAR/IP	After-Action Report/Improvement Plan
AFN	Access and Functional Needs
ARC	American Red Cross
ARES	Amateur Radio Emergency Service,
BATEP	The Bay Area Training and Exercise Program
CAD	Computer Aided Dispatch
CAL FIRE	California Department of Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Services
CARES	California Animal Response Emergency System
CBOs	Community-based organizations (CBOs)
CDAA	California Disaster Assistance Act
CERT	Community Emergency Response Team
CMIST	Communication, Maintaining Health, Independence, Services and Support, Transportation
COPE	Citizens Organized to Prepare for Emergencies
CPG	Comprehensive Planning Guide
CSTI	California Specialized Training Institute
DHS	Department of Homeland Security
DOC	Department Operations Center
EAS	Emergency Alert System
EHP	Essential Hospital Personnel
EMI	Emergency Management Institute
EMS	Emergency Medic Services
EMT	Emergency Medical Technician
EMT-P	Paramedic
EOA	Emergency Operations Area
EOC	Emergency Operations Center
EOG	Emergency Operations Group
EOP	Emergency Operations Plan
EPA	Environmental Protection Agency
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
FIN	Finance
FSC	Finance Section Chief
GMRS	General Mobile Radio Service
HazMat	Hazardous Materials

HVA	Hazard Vulnerability Assessment
IAP	Incident Action Plan
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command (Management) System
IMS	Incident Management (Command) System
LE	Law Enforcement / Security / Public Safety
LOFR	Liaison Officer
LSC	Logistics Section Chief
MCI	Mass Casualty Incident
MRE	Meals Ready to Eat
NCRIC	Northern California Regional Intelligence Center
NCRIC	Northern California Regional Intelligence Center
NFPA	National Fire Protection Association
NGVOs	Non-governmental volunteer organizations
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
OA	Operational Area
OEM	Office of Emergency Management
OES	Office of Emergency Services
OSC	Operations Section Chief
PAPPG	Public Assistance Program and Policy Guide
PETS	Pet Evacuation and Transportation Standards
PIO	Public Information Officer
PPE	Personal Protective Equipment
PSC	Planning Section Chief
PSPS	Public Safety Power Shutdown
RACES	Radio Amateur Civil Emergency Service
REDCOM	Redwood Empire Dispatch Communications Authority (Fire/EMS Dispatch)
ReddiNet	Rapid Emergency Digital Data Information Network
SCFD	Sonoma County Fire District
SCFD-EMS	Sonoma County Fire District Emergency Medical Services
SEMS	Standards Emergency Management System
SIT-STAT	Situation Report
SOF	Safety Officer
THIRA	Hazard Identification and Risk Assessment
Town	Town of Windsor
UASI	Urban Areas Security Initiative
UASI	Bay Area Urban Areas Security Initiative
UC	Unified Command
UIC	Unified Incident Command
UPAWS	Integrated Public Alert and Warning Systems
USAR	Urban Search and Rescue

VOAD	Voluntary Organizations Active in Disasters
WUSD	Windsor Unified School District

Appendix B

Glossary of Terms and Definitions

Term	Definition
Access And Functional Needs (AFN)	Individuals who have physical, developmental, or intellectual disabilities; chronic conditions or injuries; limited English proficiency; older adults; children; low-income, homeless, and/or transportation disadvantaged (e.g., dependent on public transit); as well as pregnant women.
Cultural Liaison	A Cultural Liaison is a person who acts as an intermediary between a service provider (such as a government agency, healthcare provider, or school) and a specific cultural community. The role involves facilitating communication, understanding, and cooperation between different cultural groups and institutions.
Sonoma County Operations Area (AO)	The Sonoma County Operational Area (A) consists of nine incorporated cities (Cloverdale, Cotati, Healdsburg, Petaluma, Rohnert Park, Santa Rosa, Sebastopol, Sonoma, and the Town of Windsor), Sonoma State University, the Sonoma County Junior College District, and other special districts within Sonoma County.
Sonoma County of Emergency Management (DEM)	The DEM is responsible for the mitigation, preparedness, planning, and coordination of response, and recovery activities related to county emergencies and disasters. The department serves as the primary coordination point for emergency management's activities affecting more than one jurisdiction, and the unincorporated areas of the county.
Activations	The process of implementing specific sections or the entirety of the Emergency Operations Plan (EOP) in response to an actual or imminent emergency or disaster.
Agency	An agency is a division of government with a specific function, or a non-governmental organization (i.e., private contractor, business, etc.) that offers a particular kind of assistance. In ICS, agencies are defined as jurisdictional (having statutory responsibility for disaster mitigation) or assisting and/or cooperating (providing resources and/or assistance).
Citizens Organized to Prepare for Emergencies (COPE)	Trained community volunteers' neighbors helping neighbors and disaster preparedness groups.
Command Post (CP) or Incident Command Post (ICP)	A designated location where incident command is established, and key decision-makers coordinate response efforts.

Community Emergency Response Team (CERT)	Trained community volunteers who assist professional responders during an emergency, providing immediate support to victims.
Cultural Competence	The ability to understand, value, communicate with, and effectively interact with people across cultures to ensure that the needs of all community members are addressed, with priority given to culturally diverse communities. Cultural competence includes but is not limited to, being respectful and responsive to the cultural and linguistic needs of culturally diverse communities.
Culturally Diverse Communities	Communities of different diversity dimensions including race/ethnicity, gender, sexual orientation/identity, socio-economic status, age, religion, physical and/or mental/neurological abilities, language, geographical location, (e.g. urban/rural/metro), veteran, and/or other pertinent characteristics.
Department Operations Center (DOC)	A facility used by a discipline or agency as a department-level EOC. Examples are departments within a political jurisdiction such as fire, police, and public works as well as agency divisions, districts, or regional offices. DOCs can be used at all SEMS levels above the field response level, depending on the impacts of the emergency, the demographic nature of the agency or organization, local policy and procedures, and the configuration of communications systems.
Emergency (Federal Definition)	A catastrophe in any part of the United States that requires federal emergency assistance to supplement state and local efforts to save lives and protect public health and safety or to avert or lessen the threat of a major disaster.
Emergency Incident	An emergency is a condition of disaster or extreme peril to the safety of persons and property caused by such conditions as air pollution, fire, flood, hazardous material incident, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestations or disease, the governor's warning of an earthquake or volcanic prediction, or an earthquake or other conditions, other than conditions resulting from a labor controversy. An incident is an occurrence, either human-caused or by natural phenomena, that requires action by emergency response personnel to prevent or minimize loss of life or damage to property and/or natural resources.
Emergency Operations Center (EOC)	A facility used for the centralized direction and/or coordination of emergency operations. An effective EOC must provide adequate working space and be properly equipped to accommodate its staff, communicate with field units and other EOCs, and provide protection commensurate with the projected risk at its location. EOC facilities are established by an agency or jurisdiction responsible for the support of an emergency response.

Emergency Operations Plan (EOP)	The plan that each jurisdiction has and maintains for responding to appropriate hazards.
Emergency Plans	Those official and approved documents describe principles, policies, concepts of operations, methods, and procedures to be applied in carrying out emergency operations or rendering mutual aid during emergencies. These plans include such elements as continuity of government, emergency functions of governmental agencies, mobilization and application of resources, mutual aid, and public information.
Emergency Public Information	Information is disseminated to the public by official sources during an emergency, using broadcast and print media. This includes: (1) instructions on survival and health preservation actions to take (what to do, what not to do, evacuation procedures, etc.), (2) status information on the disaster situation (number of deaths, injuries, property damage, etc.), and (3) other useful information (state/federal assistance available).
Incident Command System (ICS)	The nationally used, standardized on-scene emergency management concept is specifically designed to allow its user(s) to adopt an integrated organizational structure equal to the complexity and demands of single or multiple disasters without being hindered by jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, with the responsibility for the management of resources to effectively accomplish stated objectives pertinent to a disaster.
Leaders Intent[2]	A clear, concise statement about what people must do to succeed in their assignments. It delineates three essential components: • Task - the objective or goal of the assignment • Purpose – why the assignment needs to be done. • End state – how the situation should look when the assignment is completed.
Major Disaster (Federal Definition)	A catastrophe in any part of the United States which, in the determination of the president, causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Federal Disaster Relief Act, above and beyond emergency services by the federal government, to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardship, or suffering caused thereby.
Mutual Aid Agreement	Mutual Aid agreements are written agreements between agencies and/or jurisdictions in which they agree to assist one another upon request by furnishing personnel and equipment.
Mutual Aid Coordinator	An individual at the local government, operational area, region, or state level is responsible for coordinating the process of

	requesting, obtaining, processing, and using mutual aid resources. Mutual aid coordinator duties will vary depending on the mutual aid system.
Mutual Aid Region (State Definition)	A subdivision of the State Office of Emergency Services (OES) was established to assist in the coordination of mutual aid and other emergency operations within a geographical area of the state consisting of two or more counties (operational areas).
Office Of Emergency Services (OES)	A state (California Governor's Office of Emergency Services), operational area (county), town/Town, or other jurisdiction administrative and operational function with the mission of planning for, preparing for, reacting to, and recovering from disasters. The OES may not be staffed on a full-time basis, although the function is necessary. The day-to-day operations may be administered by a coordinator.
Operational Area	An intermediate level of the state emergency services organization, consisting of a county and all political subdivisions within the county area.
Robert T. Stafford Disaster Relief and Emergency Assistance Act	Federal law sets the framework for state, local, tribal, and territorial governments to engage in hazard mitigation planning to receive certain types of non-emergency disaster assistance.
Standardized Emergency Management System (SEMS)	A system required by California government code for managing response to multi-agency and multi-jurisdiction emergencies in the State of California. SEMS consists of five organizational levels, which are activated as necessary: field response, local government, operational area, region, and state. The state of California designated emergency management structure for all government agencies, jurisdictions, and districts mandated by law. Failure to comply with this law may result in the loss of all state and federal funding for expenses incurred while dealing with a natural or man-made disaster.
Whole Community[3]	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.

Appendix C
Authorities

Authority	Services
Federal	● Americans with Disabilities Act of 1990, Title II, Chapter 7, Emergency Management (2007) ● Comprehensive Preparedness Guide (CPG) 101 Version 2.0, 2010 ● Emergency Management and Assistance, Title 44, CFR ● Emergency Planning and Community Right-to-Know Act, 42 USC Chapter 116 Federal Civil Defense Act of 1950, Public Law 920, (Public Law, as amended) ● Homeland Security Presidential Directive, HSPD-3, Homeland Security Advisory System ● Homeland Security Presidential Directive, HSPD-5, Management of Domestic Incidents ● National Incident Management System (NIMS) National Response Framework (NRF) ● Public Assistance Program and Policy Guide, Version 4, June 1, 2020 ● Presidential Policy Directive, PPD-8, National Preparedness ● Robert T. Stafford Disaster Relief & Emergency Assistance Act, (as amended), 42 U.S.C. 5121 ● U.S. Army Corps of Engineers Flood Fighting, Public Law 84-99 ● Emergency Services, Cultural Competence, SB 160
State	● California Code of Regulations, Title 19, Public Safety ● California Code of Regulations, Title 2, Administration ● California Emergency Services Act ● California Disaster Assistance Act ● California Disaster and Civil Defense Master Mutual Aid Agreement ● California State Emergency Plan ● Governor's Executive Order W-9-91 ● SB-833 Emergencies: Office of Emergency Services: Guidelines: Alert and Warning Systems

Appendix D

List of Disaster Assistance Resources

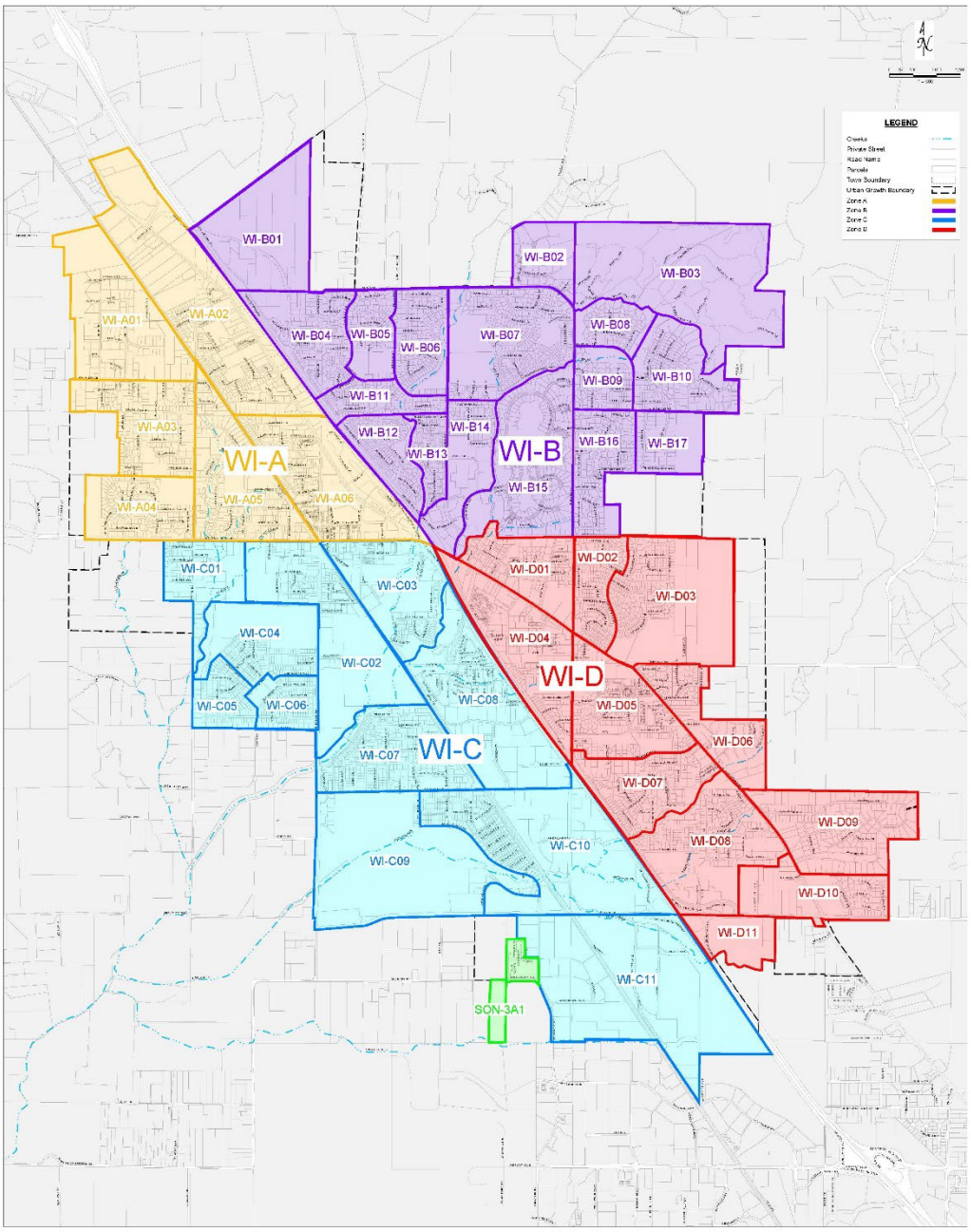
Resource	Description
Building Resilient Infrastructure and Communities (BRIC)	The FEMA BRIC grant program aims to shift the federal focus away from reactive disaster spending and toward research-supported, proactive investment in community resilience by funding mitigation projects with an added focus on infrastructure projects and community lifelines.
California Disaster Assistance Act (CDAA):	The California Disaster Assistance Act (CDAA) authorizes Cal OES to administer a disaster assistance program that provides state funding for costs incurred by local governments due to a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also provides for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost-sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration. Generally, the state share reimbursed to an applicant agency is no more than 75% of the eligible project costs. The CDAA also allows certain eligible private nonprofit organizations to receive state assistance for extraordinary costs incurred while assisting at the request of local government agencies during a disaster that falls under a Governor's state of emergency proclamation.
Community Disaster Loan	The Federal Emergency Management Agency (FEMA) Community Disaster Loan program provides forgivable loans capped at $5 million to units of local government based on real revenue shortfalls due to a presidentially declared disaster. Typically, the loan may not exceed 25% of the local government's annual operating budget for the fiscal year of the disaster.
Federal Highway Administration (FHWA) Emergency Relief (ER)	The FHWA Emergency Relief (ER) program provides for the repair or reconstruction of Federal-aid highways and roads on Federal lands, that have suffered serious damage because of (1) natural disasters or (2) catastrophic failures from an external cause. Emergency repair work to restore essential travel, minimize the extent of damage, or protect the remaining facilities, accomplished in the first 180 days after the disaster occurs, may be reimbursed at 100 percent Federal share. The 180 days for 100-percent eligibility of emergency repairs may be extended if a

	State cannot access a site to evaluate damages and the cost of repair.
Federal Transit Administration (FTA) ER	The FTA ER program assists public transit operators in the aftermath of an emergency or major disaster. This program helps states and public transportation systems pay for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage because of an emergency, including natural disasters such as floods, hurricanes, and tornadoes. The program can fund capital projects to protect, repair, or replace facilities or equipment that are in danger of suffering serious damage, or have suffered serious damage because of an emergency. The program can also fund the operating costs of evacuation, rescue operations, temporary public transportation service, or reestablishing, expanding, or relocating service before, during or after an emergency and is cost sharable with the CDAA
FEMA Individual Assistance (IA)	FEMA aids individuals and households through the Individual Assistance (IA) Program, which includes the following programs: Mass Care and Emergency Assistance; Individuals and Households Program (separated into Housing Assistance and Other Needs Assistance); Disaster Case Management; Crisis Counseling Assistance and Training Program; Disaster Legal Services; Disaster Unemployment Assistance; and Voluntary Agency Coordination.
FEMA Public Assistance (PA)	FEMA's PA grant program provides federal assistance to government organizations and certain private nonprofit organizations following a presidential disaster declaration. Eligible projects include debris removal, life-saving emergency protective measures, the repair, replacement, or restoration of disaster-damaged publicly owned facilities, and the facilities of certain private nonprofit organizations. The PA program also encourages the protection of these damaged facilities from future events by providing financial assistance for hazard mitigation measures during the recovery process. The federal share of assistance is up to 75 percent of the eligible cost. In some cases, such as during the COVID-19 recovery process, the federal share may reimburse up to 100% of eligible costs
Fire Management Assistance Grant (FMAG):	The FEMA FMAG program provides supplemental federal assistance to states and affected local governments for the mitigation, management, and control of fires burning on publicly or privately owned forests or grassland. A local fire agency must request an FMAG through the Sonoma County OA EOC to the Cal OES Fire and Rescue Branch or the California State Warning Center (CSWC) while the fire is burning uncontrolled. Cal OES coordinates with FEMA on an expedited basis and a funding decision is rendered in a matter of hours.

Flood Mitigation Assistance (FMA)	The FEMA FMA grant program provides funding for projects that reduce or eliminate the risk of repetitive flood damage to buildings insured by the National Flood Insurance Program. Eligible applicants include states, local communities, federally recognized tribes, and U.S. territories.
Hazard Mitigation Grant Program (HMGP):	The FEMA HMGP provides funding to eligible units of local government to support their efforts to rebuild following a disaster in a way that reduces future losses in their communities. Hazard mitigation includes long-term efforts to reduce risk and the potential impact of future disasters.
Small Business Administration (SBA) Disaster Loans	SBA provides low- or no-interest disaster loans to help businesses and homeowners recover from declared disasters. The SBA declaration process has a lower threshold than FEMA and will only assist those who do not meet FEMA requirements.
U.S Department of Agriculture (USDA) Natural Resources Conservation Service (NCRS)	USDA's Natural Resources Conservation Service provides financial and technical assistance to local governments in response to imminent and ongoing threats to watersheds following an emergency. Upon request of the local government, NRCS provides funds and personnel to assess damages to watersheds and identify needed actions. The program is cost sharable with CDAA.

Appendix E

Evacuation Map



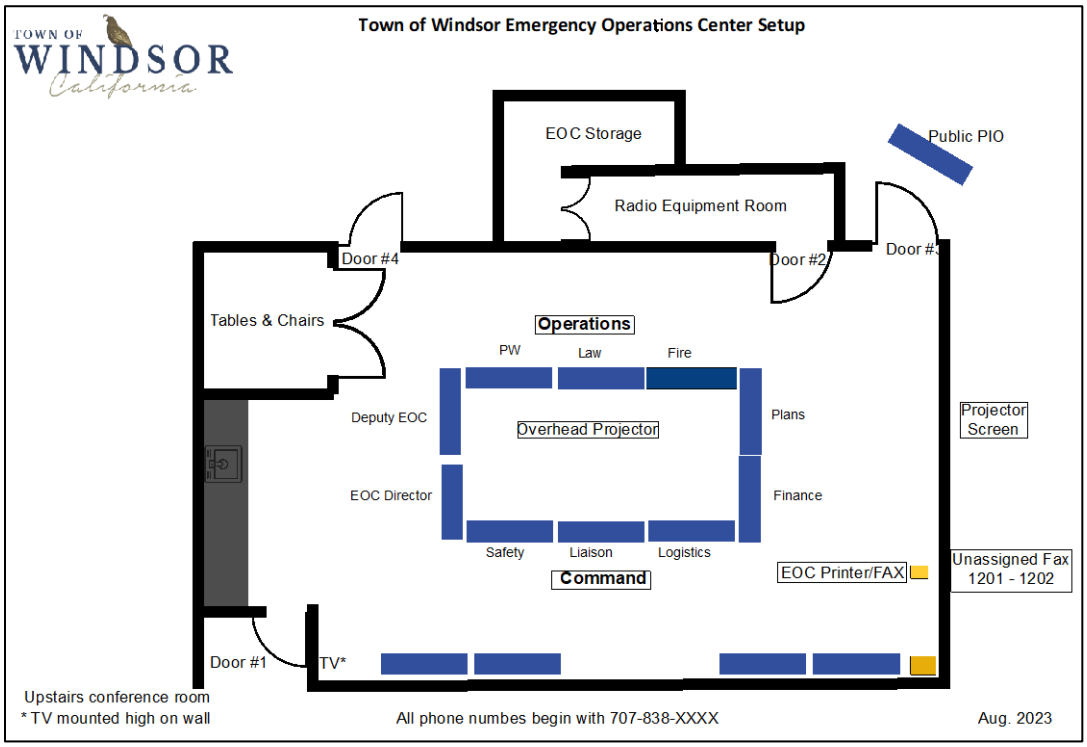
TOWN OF WINDSOR EMERGENCY EVACUATION ZONES AND SUB-ZONES

FEBRUARY 2024

Appendix F
EOC Layout Options

EOC Configuration / Layout

The Emergency Operation Center is located at the Sonoma County Fire District Fire Station #1. On a routine basis, the room functions as a training and meeting room. However, during emergency conditions, the room will transform into the Town's Emergency Operation Center.



Notes:

1) Deputy Director or Safety can fill AFN Officer Role if necessary.
2) Not shown; breakout rooms for school district representative and building official.
3) Not shown; Vic Pozzi Conference Room and Office Supply Room (both located on the second floor), and bathrooms (located in the lobby area, first floor).

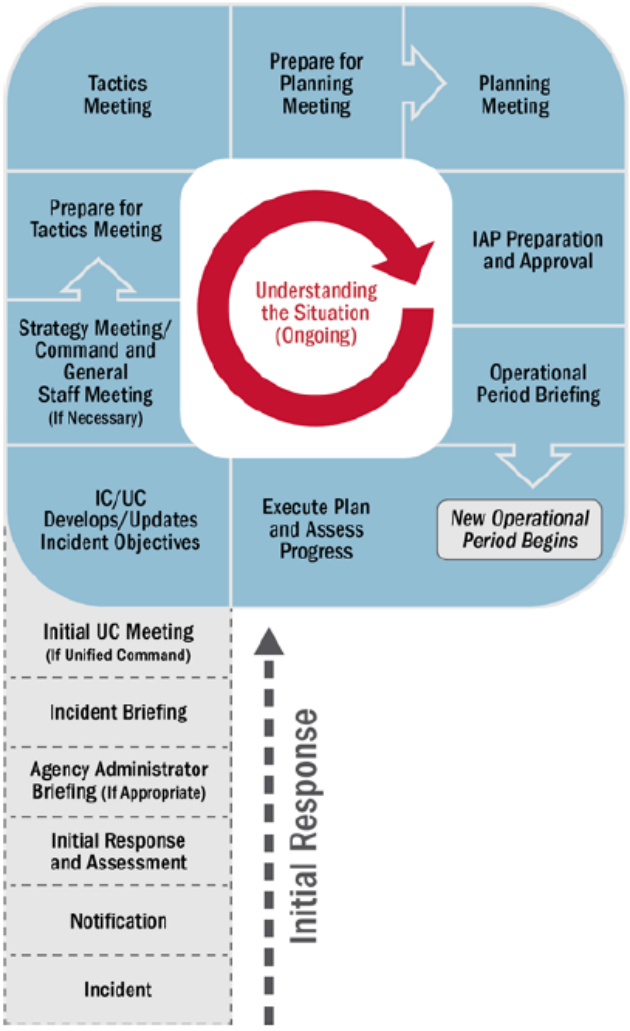
DOC vs. EOC Configuration / Setup

Periodically, the Town of Windsor in consultation with Emergency Services Partners may elect to initiate a Level 2 or Level 3 EOC activation (see Table 9: Levels of Emergency Operation Center (EOC) or Department Operation Center (DOC) Activation Levels above). When a partial activation is initiated, (level 2 or 3), it shall be considered a Department Operations Center (DOC) activation. The DOC, when activated, also serves as a coordination point for emergency response activities during major incidents and planned events but on a smaller scale. Like an EOC, DOC provides direct support to an incident and provides situational updates to key department members and the public.

Appendix G

Operational Period Planning Cycle (Planning P)

The Incident Action Plan is completed each operational period utilizing the progression of meetings and briefings in the Operational Period Planning Cycle (Planning P). The Planning P is a graphical representation of the sequence and relationship of the meetings, work periods, and briefings that comprise the Operational Period Planning Cycle. This consists of the occurrence of an incident/event, notifications to responders, Initial Response and Assessment, Incident Briefing (using ICS form 201), and the Initial IC/UC Meeting. These actions all constitute the "Initial Response". Once the incident moves into more long-term planning the steps in the loop of the letter "P" are activated. This includes IC/UC Develop/Update Objectives Meeting, Command and General Staff Meeting, Preparing for the Tactics Meeting, Tactics Meeting, Preparing for the Planning Meeting, Planning Meeting, IAP Preparation and Approval, Operations Briefing, New Operations Period Begins, and Execute Plan and Assess Progress.



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RESOLUTION NO. 3969-24

A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF WINDSOR APPROVING THE UPDATED 2024 TOWN OF WINDSOR EMERGENCY OPERATION PLAN

WHEREAS, the Town of Windsor realizes the importance of maintaining a comprehensive and relevant Emergency Operation Plan (EOP) to prepare for, respond to, and recover from an emergency or disaster; and

WHEREAS, the current EOP was approved in 2010, and since that date, the Town has experienced several natural disasters, emergencies, and events coupled with new developments in emergency management practices, local conditions, and regulatory requirements; and

WHEREAS, the updated 2024 Town of Windsor EOP ensures the most effective and efficient allocation of resources for the maximum benefit and protection of the Windsor community in times of emergency; and

WHEREAS, the objective of the EOP is to incorporate and coordinate personnel and facilities of the Town, the Town's emergency services partners, and associated agencies and organizations, into an efficient organization capable of responding to the whole community during any emergency; and

WHEREAS, the annexes addressing specific types of disasters do not require Town Council approval and are currently being developed to be added separately to the EOP providing flexibility to the Town's emergency management framework.

NOW, THEREFORE BE IT RESOLVED by the Town Council of the Town of Windsor to adopt the updated 2024 Town of Windsor Emergency Operation Plan (EOP) and direct Town staff to implement the plan as the official framework for emergency management in the Town of Windsor; and

BE IT FURTHER RESOLVED that the Town Manager is authorized to make administrative updates to the annexes of the EOP as necessary, without requiring further approval from the Town Council, to ensure the plan remains current and effective in addressing specific disasters.

PASSED, APPROVED AND ADOPTED this 16th day of October 2024, by the following vote:

AYES:	**COUNCILMEMBERS FUDGE, SALMON, VICE MAYOR POTTER AND MAYOR REYNOZA**
NOES:	**NONE**
ABSTAIN:	**NONE**
ABSENT:	**COUNCILMEMBER WALL**

ROSA REYNOZA, MAYOR

ATTEST:

SOMMER HAGEMAN, DEPUTY TOWN CLERK