Organizational Assessment of the Office of Emergency Services

MARIN COUNTY, CALIFORNIA

June 3, 2022

matrix consulting group

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Executive Summary

Marin County retained the Matrix Consulting Group to provide an organizational assessment of the Office of Emergency Services. This document includes the project teams' research and analysis of the Office of Emergency Services operations, staffing, planning capabilities, and activation analysis. Given the emerging impacts of climate change and the Covid19 pandemic, we have experienced an increase in the frequency of emergency events. We expect that these trends will continue. The goal of this assessment is to ensure that the County is appropriately staffed and organized to effectively plan for and respond to more frequent emergency events and community needs.

Scope of Work

The scope of this study included the assessment of the current operations capabilities, planning, staffing, and any other resources necessary for the delivery of services to the County and surrounding communities. A review of services and the delivery of those services should be performed periodically to ensure needs are being met. This project focused on emergency management principles that included:

- Planning
- Prevention
- Continuity
- Mitigation
- Recovery
- Response
- Administrative Functions

The approaches used in this study were comprehensive, as described below.

Approaches Utilized in the Study

To understand and evaluate service level issues facing Marin County, the project team undertook an assessment of the Office of Emergency Services. The principal approaches utilized by the project team in this study included, but were not limited to, the following:

- **Internal Interviews –** members of the project team individually interviewed members of the Board of Supervisors, Office of Emergency Services staff, and numerous County executives and, management staff.

- **External Interviews –** members of the project team individually interviewed stakeholders in Marin County as well as officials in municipalities and outside agencies that are part of the planning, response, and recovery of emergency events impacting the County.

- **Data Collection –** the project team collected a wide variety of external and internal data documenting the structure, operations and organization, including:

  - Division staffing and scheduling.

  - Documentation reflecting operations management.

  - Numerous output data points reflecting services provided.

  - Various other performance information and indicators.

  This data was summarized in a 'Descriptive Profile' of the Office of Emergency Services, which was reviewed and modified by County staff to ensure we had a factual foundation for the study. This approach ensured that the project team had an appropriate understanding of the Office of Emergency Services.

- **Comparative Survey –** the project team surveyed and collected information and best practices from several other county emergency management agencies.

Data and information were collected and analyzed over the past several months and presented in interim deliverables. Throughout this process, the project team reviewed facts, findings, and conclusions with the Marin County Executive Team.

Executive Summary

Initially established in 1971, the Marin County Office of Emergency Services (OES) is currently housed in the Marin County Sheriff's Office. With five staff members, the OES is charged with providing mitigation, prevention, planning, and recovery services and the coordination of a response to a disaster or large-scale event within the county.

The current organization manages the alerting and communications system used in the county to notify the public of large-scale events or disasters. The organization also maintains and manages the Emergency Operations Center (EOC) and the WebEOC, the

internet-based emergency management system for all entities in the county. There is a current Strategic Plan in place as well as a current Training and Exercise plan.

As with most organizations, there are improvement opportunities. While the body of this report describes in detail issues associated with the County's current approaches to emergency management, key themes which underscore many of these recommendations include:

- The current county code that establishes the OES needs to be modernized. There are several vulnerabilities in the current code that lead to ambiguities in the command structure and a lack of accountability. The OES should be re-branded to the Office of Emergency Management (OEM) to better identify the organization and its purpose.

- The OEM should be staffed and housed within the Marin County Fire Department. The Fire Chief will report to the County Administrator's Office for all OEM oversight. This will take advantage of external contacts between the County Fire Department and other municipalities in the county as well as public education efforts. In addition, consolidating the reporting structure will allow for an improved workflow and cooperative efforts between county departments and other outside agencies.

- To meet the demands and ensure the core functions are being met, the OEM should be properly staffed with assigned responsibilities. These positions include planning, training and exercises, public outreach, grants, and mitigation and recovery. Assigned responsibilities to include alert and warning, duty officer, and other time sensitive functions. Assigning these positions to specific functions and tasks will ensure the various components are properly handled and there is accountability for each function.

- Existing plans were found in various stages of completion. For example, the Emergency Operations Plan is currently being reviewed and updated as the last plan is dated October 2014. Although there are several annexes that have been updated over the years. The most current Marin County Operational Area Emergency Recovery Plan is dated November 2012. Marin County Multi-Jurisdiction Local Hazard Mitigation Plan was completed in 2018. These plans are essential to the response and recovery from a disaster or large-scale event and should be updated and revised every 3 to 5 years.

It should be noted with these changes that the roles and responsibilities of other county departments and agencies do not change. The Sheriff's Office will continue to have a role in the operations, planning, response and recovery through evacuation, security, and other

law enforcement activities. These roles may include specific positions in the Emergency Operations Center (EOC) such as the Operations Chief, Planning Chief, or as a liaison for other law enforcement agencies. Health and Human Services will continue to have its role, as well as the Department of Public Works. In fact, the move to the Fire Department is more about improving the overall preparation, response, and recovery from an event and streamlining command and control to improve the functional areas of emergency management.

While these issues and improvement opportunities are evaluated more fully in the body of this report, the following section lists specific recommendations resulting from this assessment.

Strategic Improvement Opportunities

The following table provides a summary of recommendations established in this report. The report itself should be reviewed to understand the factual basis behind each recommendation as well as the analysis leading to each recommendation. Included in the table that follows is a suggested priority for each of the recommendations. The rankings are more about the timing and less about the importance of the recommendation. For example, a high priority means that recommendation should be considered before one marked as a medium priority. The time frame noted is when to complete or begin a recommendation, not necessarily how long it will take to complete the task.

High Priority – Recommendations that should be completed in the next 12 to 18 months.

Medium Priority – Recommendations that should be completed in 18 to 30 months.

Low Priority – Recommendations that should be completed beyond 30 months.

Summary of Recommendations

Priority	Recommendations
	Governance
High	Draft a new adopting county code renaming the Office of Emergency Services to the Office of Emergency Management, incorporating modern terminology and practices to include, but no limited to, the following elements. - Move the Office of Emergency Management to the Marin County Fire Department with oversight from the County Administrator's Office. - Create the position of Director of Emergency Management.

Priority	Recommendations
	• Create the Marin Operational Area Disaster and Citizens Corp Council as an advisory council to the Marin County Fire Chief with a member of the Board of Supervisors as the permanent chair of the council.
	• Within the county code, identify and define the purpose and mission of the Office of Emergency Management to include all aspects of emergency management.

Planning

High	Establish a schedule for the review and update of the Marin County Operational Area Operations Plan and identify the schedule in the plan document.
High	Add a planning dedicated position(s) in the Office of Emergency Management to organize, write, update, and maintain the various plans and planning documents required by Federal and State Agencies and to assist other departments and agencies in the development of individual plans.
Medium	Complete the Marin County Continuity of Operations Plan as soon as practical to be adopted by the Board of Supervisors.
Medium	Marin County Office of Emergency Management should provide support in the form of templates and training to critical departments for them to complete their Continuity of Operations Plans as soon as practical.
Medium	Establish a plan and schedule to maintain the Continuity of Operations Plan for Marin County. Monitor the schedules of other county departments within Marin County to ensure their plans remain current.
Medium	Marin County should establish a working group to determine the most appropriate partners, including the Office of Emergency Management, for climate change planning.
Medium	Marin County should begin to establish a climate change plan that engages County Departments and partners, to include the Office of emergency Management, to identify and plan for the potential long term effects.

Training and Exercises

High	Add a training focused position in the Office of Emergency Management to organize, deliver, and direct the training, education, and exercises for those involved in the response and recovery to large scale events in or those that may affect Marin County.

Priority	Recommendations
High	Add a public outreach focused position in the Office of Emergency Management supplementing the resources from Marin County and other government agencies.

Mitigation and Recovery

High   Assign one position in the Office of Emergency Management responsibility for the implementation and maintenance of the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan. This person would also be responsible for maintaining communications with each of the parties to the Plan, thus providing a mechanism for collaboration between the jurisdictions, and better assurance that the plan is kept up to date.

High   Responsibility for the organization, writing, updating, and maintenance of the Marin County Emergency Recovery Plan to be assigned to the same position that has responsibility for the Marin County Multi-Jurisdictional Hazard Mitigation Plan.

Medium   Provide training and education to those agencies with responsibilities in the recovery plan to ensure operational readiness.

Medium   Establish a protocol of providing a semi-annual written report to the Board of Supervisors and each of the elected bodies of the parties to the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan.

Low   Review and update the Marin County Emergency Recovery Plan to include new resources, updated contacts, and updated risk assessment information.

Response and Support

High   All staff members need to be trained in the use of the alert system. During events there should be assigned staff to coordinate the messages and alerts going out to the public. Currently, two team members hold the responsibility for issuing warnings while also holding responsibility for other important tasks, resulting in alerts not being the priority.

Medium   Develop procedures for the appropriate activation of EOC and/or DOC. Departments should clearly understand the role of the DOC and overlap and communications with Emergency Management staff and the EOC if one has also been activated.

High   In coordination with Human Resources, develop a program for Disaster Service Workers and other staffing options during an emergency. This program should include procedures for the assigning, tracking, and training of the workers as well as protocols for communication with workers and their supervisors and department heads.

Management and Administration

High	Create a position in the Office of Emergency Management as the lead staff person accountable for the identification, pursuing, tracking, and reporting of all grants and financial aid.
High	Dedicate the Administrative Services Assistant classification to provide administrative support to the Office of Emergency Management.
Medium	Align a liaison in the Finance Department with the Office of Emergency Management to support any purchasing and accounting procedures related to grants and financial aid and to build the relationship for EOC activations.
Medium	Assign a liaison from the Procurement division to the Office of Emergency Management to support procurement and assist in utilizing emergency purchase agreements to increase efficiencies and reduce costs during emergencies.
Medium	Assign technology liaisons from IST to support OEM and the EOC during non-activation and during active responses.
Low	As a long-term strategy Marin County Emergency Management should seek accredited status through the Emergency Management Accreditation Program.

Organization and Overview

This chapter provides an overview of the Office of Emergency Services' governance and general characteristics of Marin County.

Area Characteristics

Marin County is located in the northwestern part of the San Francisco Bay Area of California. The county is served by US 101 on the east and State Route 1 on the west. Marin County is bordered by Sonoma County along the north/northeast, the San Pablo and San Francisco Bays to the east and the Pacific Ocean to the west.

The topography of the area hinders transportation connections and limited east/west connections exist. The county is approximately 828 square miles and has a population of approximately 262,000. There are 11 cities and towns within the county, including San Rafael and Novato, the two largest cities in the county with populations of over 55,000 each.

The County is governed by a five-member Board of Supervisors, one from each of the five districts elected to four-year terms. The Board then appoints a County Administrator to handle the administrative duties and operations of the County.

The following table illustrates the demographic profile of Marin County and changes occurring since the 2010 Census.

Marin County Demographics

US Census Data	2010	2015	2020
Estimated Marin County Population	252,409	258,349	262,321
Median Age	44	45.4	46.8
Children Under Age 5	5.7%	5.1%	4.7%
Children Ages 5 to 19 years	16.6%	17.5%	17.6%
Persons Aged 20 to 59 years	55.0%	50.8%	48.6%
Persons Aged 60 and over	22.7%	26.7%	29.1%
Families in Poverty	3.9%	4.9%	3.8%
Civilian Labor Force Unemployed	5.6%	5.7%	3.7%
Median Household Income	$89,268	$93,257	$115,246
Employment Sectors:			
Education, Health Care, Soc. Svc.	20.8%	21.8%	21.0%
Retail Trade	9.3%	10.3%	9.1%
Professional, Scientific, Mgmt.	18.9%	19.9%	20.5%
Finance, Insurance, Real Estate	11.2%	10.2%	10.3%
Entertainment, Recreation, Food	8.5%	9.0%	9.2%
Construction	7.0%	5.2%	5.8%
Manufacturing	4.6%	4.6%	4.9%
Transportation, Warehousing, Util.	3.0%	2.5%	2.8%
Public Administration	3.2%	3.6%	3.2%
Other Services	5.7%	6.2%	6.1%
Wholesale	3.0%	2.4%	2.6%
Information	4.0%	3.7%	3.7%
Agriculture, Forestry, Fishing	0.8%	0.6%	0.7%

The population of Marin County has increased approximately 3.9% from 2010 through 2020, adding almost 10,000 additional residents. There has also been an increase in the population of persons aged 60 and over. The median household income has increased nearly 30% but the employment sectors have remained relatively constant.

Governance

The Marin County Office of Emergency Services (OES) is located within the Sheriff's Office. The Emergency Services Manager reports to the Captain of the Field Services Bureau who reports to the Sheriff and Undersheriff. In addition to OES the Field Services Bureau consists of the Investigations Division and Patrol Division. The Captain of the Detention Services Bureau and the Captain of the Administration and Support Services Bureau also report to the Sheriff/Undersheriff. The OES is mandated by the California Emergency Services Act (Chapter 7, Division 1, Title 2 of Government Code) to serve as

the liaison between the State and all the local government political subdivisions comprising Marin County.

Marin County Code Title 2 Chapter 2.99 Emergency Organization and Functions provides the legal basis for Marin County to conduct emergency planning, response, and recovery operations. The County of Marin Emergency Services Organization was initially established in 1971 and the governing ordinance most recently updated in 2009. Marin Chapter 2.99 establishes the County of Marin Emergency Services Organization and according to the ordinance "provides for the preparation and carrying out of the plans for the protection of persons, property and the environment within this county in the event of an emergency, the direction of the emergency organization and the coordination of the emergency functions of this county with all other public and nonpublic agencies, incorporated and unincorporated areas, private and nonprofit organizations, and affected private persons."

Financial Resources

Resources to financially support emergency services are outlined in this section.

Revenue

The Office of Emergency Services is largely supported through federal and state grants with the County General Fund providing the balance of the needed revenues. As well, some of these grants are funds specifically designated for projects and programs using the OES as a pass-through agency to manage the grant funds.

The following table illustrates the budgeted revenues for the current and two previous fiscal years.

Revenues	FY2018-2019 Revised Budget	FY2019-2020 Revised Budget	FY2021-2022 Budget
General Fund			
Intergovernmental	$125,000	$125,000	$0
Charges for Service	$80,060	$80,060	$70,060
Miscellaneous - General	$3,300	$3,300	$3,300
Other	$111,726	$0	$0
Countywide Grants			
State Grants	$587,653	$1,005,715	$1,066,250
Federal Grants	$377,384	$666,460	$673,074
Total Revenue	**$1,285,123**	**$1,880,535**	**$1,812,684**

Grants from Federal and State sources are the major revenue sources for the OES. There are several grants that are received on an annual basis with others available based on incidents or other events.

- **Emergency Management Performance Grant (EMPG)** – This is a federal grant that is designed to support the National Preparedness System to sustain core capabilities. It is an annual grant and has a 50/50 local match.

- **Urban Area Security Initiative (UASI)** – This is a federal grant for select high-density, high-threat urban areas. It is designed to build and sustain capabilities to prevent, protect against, mitigate, respond to, and recover from acts of terrorism. These grants do not have a local match requirement. This grant requires that 25% of the funds received must be provided to local law enforcement agencies. A sub-element of the UASI program is the Law Enforcement Terrorism Prevent (LETP) grant program, which mandates that a minimum of 25% of a jurisdiction's total UASI grant allocation be directed to law enforcement agencies to use for expenditures that are compliant with grant guidance.

- **State Homeland Security Program (SHSP) –** These are federal funds that are managed and distributed by the state. They are designed to further support the prevention, preparedness, response, and recovery from acts of terrorism. It is also recognized that capabilities that support terrorism preparedness also support preparedness of other hazards. SHSP grant funds are competitive and selected by the state to forward to FEMA for approval. The metro region emergency management Joint Powers Agreement creates a prioritized list of projects from across the Bay Area and forwards them to the state for inclusion in the statewide selection process of which 25% is for law enforcement.

- **Hazard Mitigation Grants –** These grants typically become available once a disaster has occurred in the state or area. These funds are designed to be used to assist local governments with implementing mitigation strategies that were previously identified in the Hazard Mitigation Plan.

Expenditures

Expenditures for the past three fiscal years are illustrated in the following table.
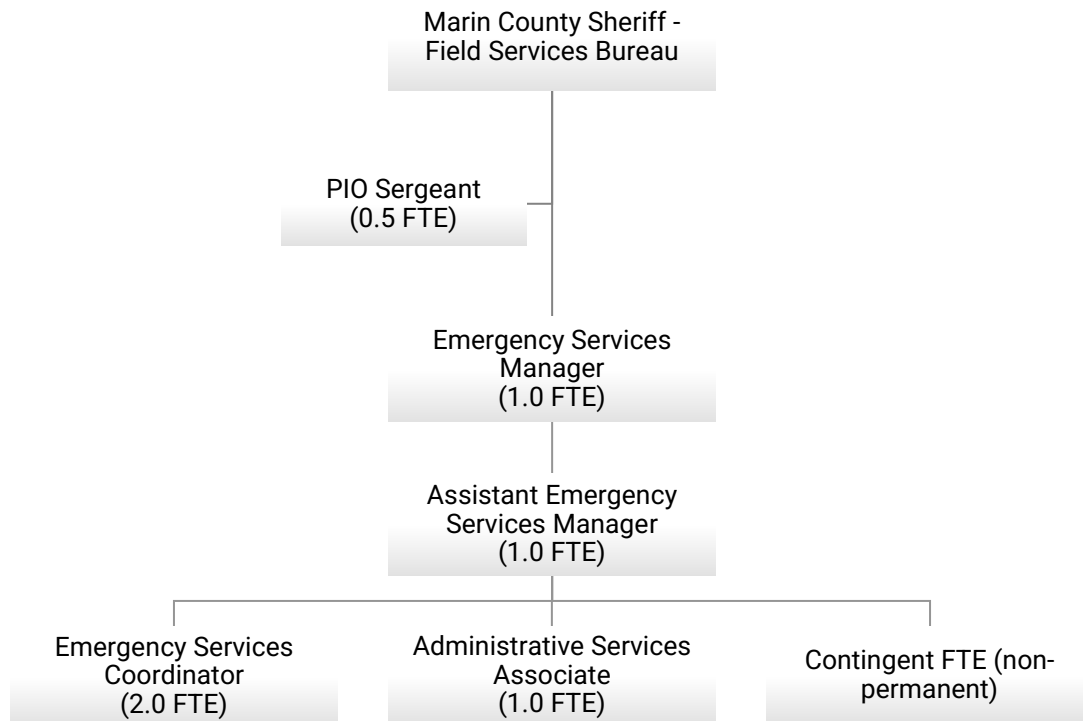
Expenditures	FY2018-2019 Revised Budget	FY2019-2020 Revised Budget	FY2021-2022 Budget
General Fund			
Salary and Benefits	$550,600	$618,897	$617,397
Services and Supplies	$239,929	$121,953	$121,953
Intrafund and Contracts	$60,570	$36,066	$36,154
Interfund	$0	$16,690	$20,520
Countywide Grants			
Salary and Benefits	$435,346	$699,093	$223,251
Services and Supplies	$754,921	$1,323,799	$1,118,051
Capital Assets	$157,279	$25,000	$0
Transfers Out	$111,726	$38,740	$0
Total Expenditures	**$2,310,371**	**$2,880,238**	**$2,137,326**

As illustrated, over the past few years expenditures for service and supplies has increased from 43% of the budget in FY18-19 to 58% in FY 21-22.

Organization

In general terms, emergency management programs are responsible for preparedness, mitigation, response, and recovery from large scale incidents and disasters. In Marin County, the mission of the OES is to lead efforts to prepare for, mitigate, respond to, and recover from disasters. The OES is led by the Emergency Services Manager and consists of six (6) full time staff that includes the manager and a temporary full-time position to assist with the pandemic response. Outside of COVID, full-time staffing was 5.0 plus assistance from a .5 PIO. The OES Manager is responsible for overseeing the management and operations of the department.

Office of Emergency Services Organization Chart

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                    ┌─────────────────────────┐
                    │  Marin County Sheriff - │
                    │   Field Services Bureau │
                    └─────────────────────────┘
                                 │
         ┌──────────────┐        │
         │ PIO Sergeant │────────┤
         │  (0.5 FTE)   │        │
         └──────────────┘        │
                                 │
                    ┌─────────────────────────┐
                    │   Emergency Services     │
                    │        Manager           │
                    │       (1.0 FTE)          │
                    └─────────────────────────┘
                                 │
                    ┌─────────────────────────┐
                    │   Assistant Emergency    │
                    │    Services Manager      │
                    │       (1.0 FTE)          │
                    └─────────────────────────┘
        ┌────────────────────────┼────────────────────────┐
┌──────────────────┐   ┌──────────────────┐   ┌──────────────────┐
│ Emergency Services│   │ Administrative    │   │ Contingent FTE    │
│   Coordinator     │   │ Services Associate│   │ (non-permanent)   │
│    (2.0 FTE)      │   │    (1.0 FTE)      │   │                   │
└──────────────────┘   └──────────────────┘   └──────────────────┘
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A summarized view of the current authorized positions follows:

Title	Auth	Current	Duties
Emergency Services Manager	1	1	• Manages the day-to-day operations of the OES including planning, policy and budget items • Administers and coordinates emergency services operations through the emergency operations center • Provides support to the DC3, Disaster Citizens Council • Oversees the work of OES staff • Responsible for the development and maintenance of County-wide plans related to emergency services including the multi-hazard and disaster response plans • Coordinates the often-lengthy disaster reimbursement process • Regional and Statewide coordination (UASI, CalOES Coastal Region)
Public Information Officer – Sergeant	0.5	0.5	• Spokesperson for the Sheriff's Office • Provides public information during disasters or other large events.
Asst. Manager	1	1	• Assists in managing the OES and directly supervises the coordinator positions. • Leads technical and operational assignments such as the Alert and Warning system and WebEOC platform. Owns administration, data updating, upgrades and statutory changes. • Liaison with local jurisdictions including cities and towns, • Duty Officer
Coordinator	2	2	• Provides technical support to the OES including writing of plan elements and modifications, development and presentation of educational and training programs related to emergency response • Assigned projects by the Manager/Asst Manager such as plan updates.

Title	Auth	Current	Duties
			• Serves as support team in the EOC
Contingent (non-permanent) FTE	1	0	• Planning lead for pandemic response. • Facilitates meetings and produces emergency action plan updates after each meeting
Admin Services Assoc./Grants Specialist	1	1	• Provides administrative, program, and budgetary support • Manages grant applications, funding, and reporting for awarded grants. • Assists with audits if grants and end of year reporting.

In addition to normal job duties, several positions including the Assistant Manager and Coordinators are assigned Duty Officer.

Physical Facilities

The OES is currently located within the Sheriff's office in the Marin Commons. The Emergency Operations Center (EOC) is also located in the Marin Commons. The EOC was moved to its current location in 2014. The EOC provides a centralized location for emergency management. The EOC is a state-of-the-art facility providing over 9,000 square feet of workspace. It was constructed to be earthquake resistant and includes two backup generators, an Uninterruptible Power Supply (UPS), a 7,000-gallon portable water tank. The space also features additional amenities such as a refrigerator area and modular status boards system. The space is also equipped with bulk administrative supplies, safety and protective equipment, 100 computers, a GIS map workstation and plotter, and an integrated audio/visual system. The OES and EOC will remain in their current locations even with the recommendations modifying reporting structure included herein.

Contracted Jurisdictions

Marin County has a Memorandum of Understanding (MOU) with the Cities and Towns in the County. In the MOU, the County has agreed to provide a liaison to each of the signatories to provide the following services:

- Invitation to attend EOC staff development classes (space permitting)
- Invitation to attend customized or hosted training sessions (space permitting)
- Training notifications from Cal OES
- Grant administration (e.g., UASI, SHSGP)
- Notification of additional grant opportunities
- Invitation to attend exercises (as appropriate)
- Sample best practices (e.g., templates, lessons learned, etc.)

- Preparedness website and resources
- Copies of emergency plans (e.g., EOP, Local Hazard Mitigation Plan)
- Copies of emergency plan annexes (e.g., Recovery, Tsunami)
- Hazard awareness emails (e.g., Red Flag, Storm warning)
- Operational Area conference call coordination
- Threat-specific task forces (e.g., drought, Ross Valley Flood Notification group)
- Coordinate quarterly emergency manager meetings

In addition, the MOU directs the OES to perform the following functions for the jurisdiction:

Service	Description
A. Administration	• MOU development, approval, and maintenance • Annual billing • Radio Amateur Civil Emergency Services (RACES) coordination and technical support (e.g., radio maintenance, connectors, etc.) • OA Satellite telephone network maintenance (e.g., roster updates, OA talk groups, coordinate firmware updates) • Miscellaneous administrative support
B. Communications & Warning	• Access to Marin County Sheriff's (MCSO) WebEOC web-based emergency management system providing a combination of situational awareness/common operating picture and resource order & tracking at the city/town level • Management, maintenance, and upgrades to the system • Vendor management • WebEOC user training (minimum quarterly offerings) • Board building and process flow configuration by WebEOC Administrator • (40 hours per year maximum) • "AlertMarin" Mass Notification System • Maintenance of Mass Notification System (MNS) • Maintenance of pre-designated call-out areas (e.g., structure protection zones) • Sourcing and geo-coding 911 data • Vendor management • 24/7 Duty-officer, or designee, activations • Technical support (e.g., group development and list maintenance) • Agency training as needed • Public awareness campaigns
C. Consulting	• 2-4 Public presentations to local leaders & committees • Partner in the development of training or exercises • Work with local jurisdiction to guide emergency plan & annex updates. Provide templates and customization • EOC design recommendations to maintain consistency in design and functionality across OA facilities • Outline impact of new/revised Federal, State or County disaster-related legislation to local jurisdiction
D. Disaster Service Worker Registration	• Coordinate DSW registration between locals and State • Maintain County wide DSW database from registration data provided by locals • Provide updates on changes to state workers compensation regulations as they pertain to DSW registration

The agreements were executed in July 2021 and have a two-year term with the following jurisdictions; Belvedere, San Anselmo, Corte Madera, San Rafael, Fairfax, Sausalito, Larkspur, Tiburon, Mill Valley, Novato, and Ross.

Tenets of Emergency Management

From the 1950's, emergency management was identified as 'civil defense'. Civil defense agencies were born out of the cold war and the response to a nuclear attack. With the end of the Cold War, the agencies migrated to early forms of emergency management. For the most part these agencies were assigned to handle large events and disasters that were predominately weather-related events such as hurricanes and tornadoes. Geological events were also a part of the emergency management landscape such as earthquakes and landslides.

In 1995 the National Fire Protection Association (NFPA) published its first edition of NFPA 1600 Recommended Practice for Disaster Management. Today this document is known as NFPA 1600 Standard on Continuity, Emergency, and Crises Management and has been recognized by the 9/11 Commission as the national preparedness standard. This document provides guidance to communities for management and operational aspects of emergency management.

Another program, Emergency Management Accreditation program (EMAP) also provides guidance for emergency management programs. Through this process, guidance is provided using performance statements and objectives for an emergency management agency to measure themselves.

Emergency Management essentially contains four phases with each phase containing individual processes or phases.
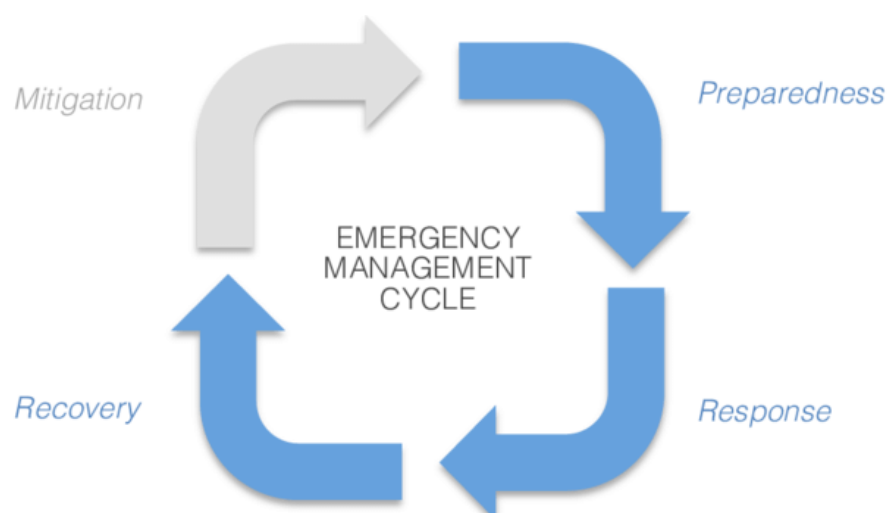
As shown the four phases are preparedness, response, recovery, and mitigation. Each of the sections that follow provide additional information about each of the phases.

Mitigation

The purpose of mitigation efforts is to reduce or eliminate the impact from any potential hazards. Within this phase there are numerous processes and components to be effective.

The largest part of this phase is the All-Hazard Mitigation Plan. This plan identifies the risks and hazards in the community, describes the potential impacts, and reviews the capabilities of the community to respond to an event.

One important part of the All-Hazard Mitigation Plan is to develop strategies for the mitigation of the identified hazards and risks. Once the strategies are developed, prioritize those strategies in terms of initiating and funding of those initiatives.

Funding for these projects can come from a variety of sources. Local funds can be used to implement a strategy. Grants from both state and federal sources are also available. Some of the grants are pre-disaster grants while others are post-disaster grants. As well, some of the grants may require a local match to acquire the funding. However, almost all grants will require the existence of an approved All-Hazard Mitigation Plan.

Preparedness

The preparedness phase is building the capacity and capabilities of the County to manage an event or disaster. This is accomplished through a cycle of processes as illustrated.

Planning incorporates operational plans and continuity of operations plans. Once these plans are developed, individuals and organizations with responsibilities for implementing the plans must be educated and trained on the plans. Exercises are used to ensure the individuals and organizations will function according to the plans. The final piece is to evaluate the exercise to determine the parts of the plans that worked well, the parts that did not work well, and to adjust the plans accordingly.

Continual training and exercises are essential to maintain a level of competence and to ensure the plans continue to work as intended. In addition, it allows new personnel the opportunity to understand their roles in the overall response.

An additional part to the preparedness phase is the education of the general public. This aspect allows for the public to become aware of the hazards in the area, as identified in the mitigation phase, and to learn what they should do in the event of a disaster. For example, what are evacuation routes in the event of a wildfire or tsunami. Other parts of the education include the creation of Community Emergency Response Teams (CERT) or Neighborhood Response Groups (NRG). These teams, when activated, can provide additional resources to the response phase primarily in their neighborhoods or other small areas. Depending on the region some of these groups are organized by emergency management organizations and other are organized by fire departments; in either instance they will require training and education.

Response

Responding to an event or disaster is the act of mitigating the negative effects of the event or disaster. This can be in the form of a single fire department or health department to several agencies working together. Activation of the County Emergency Operations Center (EOC) may be necessary due to the size and nature of the event. As well, an EOC within the organization may be activated to assist with the resourcing and tracking of other assets and financial resources.

Emergency Management organizations typically become the clearinghouse for the responding departments and agencies. This is largely due to the fact that many Emergency Management organizations do not have any physical equipment or sufficient personnel to respond alone. During the response, the role of Emergency Management is

to ensure the financial resources are properly secured, the specialized equipment can be acquired, and the documentation of the event is properly handled. Additionally, many Emergency Management organizations manage and organize the Emergency Operations Center (EOC) providing assistance to the staff in the EOC.

Recovery

Recovery from a large-scale event or disaster can take a considerable amount of time to complete. The complexity of the community involved and the extent of the damage will challenge the community. Events can take many forms to include natural incidents, man-made incidents, and even economic events that may include the loss of a major employer.

Planning the recovery process is as important as the response itself. Key points for the recovery plan include identification of resources, a management structure for the recovery, coordination with a variety of internal and external agencies, and identifying other governmental agencies to provide assistance. The recovery process requires a community wide approach to return to normalcy and the recovery plan is the first step in that process.

A part of the recovery effort includes the Continuity of Operations Plan (COOP) developed in the preparedness phase. Following these plans should allow the government functions to quickly reconstitute themselves and becomes fully functional. With the governmental agencies becoming functional, the recovery process begins to restore normalcy within the community and assist with the overall recovery efforts.

Summary

The overall roles of Emergency Management have not changed much in recent decades. The agency is still a resource type agency with little or no assets to deploy in the event of an emergency. Rather these agencies act as a clearinghouse to acquire the supplies and equipment necessary for a response agency to mitigate the event.

Since the terrorist attacks on 9/11, these agencies have expanded to include many homeland security issues and the acquisition of grant funds available from a variety of sources. Many of these sources are federal in nature and include funds for law enforcement.

As noted in the previous sections, each phase relies on the other to be successful. The response phase is only successful if the plans were appropriately written and tested. Recovery in the aftermath is successful if the continuity of operations plans were

successfully completed and tested. The response to an event is successful if the members of the public are appropriately educated. With emergency management organizations being a clearinghouse agency, they need to be resources for planning, training, education, mitigation, and recovery efforts.

Governance

Emergency management generally focuses on the needs of the community for planning, mitigation strategies, response, and recovery. To be effective in the delivery of these services previously outlined, an effective organization needs to be in place.

Marin County Code

The County of Marin Emergency Services Organization was initially established in 1971 in Chapter 2.99 of the Marin County Code. Updates to this chapter occurred in 1998, 2005, and most recently in 2009. Based on this chapter, the Marin County Emergency Services Organization "provides for the preparation and carrying out of the plans for the protection of persons, property and the environment within this county in the event of an emergency, the direction of the emergency organization and the coordination of the emergency functions of this county with all other public and nonpublic agencies, incorporated and unincorporated areas, private and nonprofit organizations, and effected private persons."

Included in the code are definitions of terms used in the ordinance to include: when used in the text of emergency plans prepared pursuant to this chapter, the term "disaster" is synonymous with "emergency";

Where used in this chapter, and in the emergency plan related thereto, the term "city" or "cities" refers to one or all of the eleven incorporated political subdivisions within Marin County;

Where used in this chapter, the term "emergency plan" means that portion of the document entitled "County of Marin and Marin Operational Area Emergency Plan" which is applicable to the unincorporated areas of the county of Marin and to all the legal jurisdictions with the County of Marin.

In accordance with Chapter 2.99 there are several positions and an advisory council as outlined in the following sections.

Marin Operational Area Disaster and Citizen Corp Council

The Marin Operational Area Disaster and Citizen Corp Council is established with its membership appointed by the Board of Supervisors. Eighteen representatives of various emergency and non-emergency agencies in the county are represented. Duties and powers of the council are defined by the ordinances as follows:

- Review and evaluate disaster preparedness progress in the public and private sectors;

- Promote disaster preparedness through communication and education;

- Harness the power of every resident through education and outreach, training and volunteer service to make their families, homes and communities safer from natural and/or manmade disasters or emergencies; and

- Report annually to the board of supervisors.

The Director of Emergency Services is the permanent chair with the Alternate Director of Emergency Services serving as the vice chair. This council, also known as DC3, is designed to provide support and function in an advisory capacity to Emergency Services.

Director of Emergency Services

The Director of Emergency Services is an established position in this chapter as well as an Alternate Director and Assistant Director. For the Director of Emergency Services, the county code stipulates:

- In January of each year, the board of supervisors shall appoint from its members a director of emergency services and an alternate director of emergency services.

- In January of each year, the board of supervisors shall designate the order of succession to the position of alternate director of emergency services from the remaining members of the board.

- There is created the position of assistant director of emergency services. The county administrator or his or her representative shall be the assistant director of emergency services.

The duties of the Director of Emergency Services include:

- Request the board of supervisors to proclaim the existence or threatened existence of a "local emergency" if the board of supervisors is in session, or to issue such proclamation if the board of supervisors is not in session.

- Direct and control the effort of the emergency organization of this county for the accomplishment of the purposes of this chapter;

- Direct cooperation between and coordination of services and staff of the emergency organization of this county, and resolve questions of authority and responsibility that may arise between them;

- Represent this county in all dealings with public or private agencies on matters pertaining to emergencies falling within the purview of this chapter.

Manager of Emergency Services

The Manager of Emergency Services is an established position in this chapter. The manager of emergency services shall be appointed by and shall report to the county sheriff, or in the event of an emergency operations center (EOC) activation, to the established chain of command within the EOC staff hierarchy.

The duties of the Manager of Emergency Service include:

- The manager of emergency services shall develop emergency plans and associated documents under the direction of the county sheriff and in consultation with the director of emergency services for consideration and adoption by the board of supervisors.

- The manager of emergency services shall administer the emergency services organization and emergency plan requirements and activities with the agencies that comprise the emergency services organization, toward the accomplishment of its purposes, and as shall be necessary for development and maintenance of a current, approved emergency plan.

Organizational Structure

Based on the Marin County Code, the Manager of Emergency Services reports to the Sheriff for non-emergency activities such as planning and training activities. With the activation of the EOC, the manager then reports to the Director of Emergency Services for emergency activities such as the response. These direct and indirect reporting mechanisms can potentially lead to disarray and dysfunction within the Emergency Services organization. Accountability and responsibility are problematic with multiple indirect and direct reports within the command structure.

The development and promulgation of emergency plans for the county is technically assigned to the Sheriff through the Emergency Manager. However, the Sheriff is not responsible for the implementation of those plans as that falls to the Director of Emergency Services with the activation of the EOC. Likewise, the Director of Emergency Services has no responsibility to develop emergency plans, other than consultation, but is responsible to enact those plans.

Aggravating the organizational structure is that the recommendation for the declaration of an emergency in the County lies with the Director of Emergency Services and not with

the Sheriff who appoints and supervises the Manager of Emergency Services. Essentially there is no connection between the Director of Emergency Services and the Sheriff with respect to a declaration of an emergency.

Theoretically, if a disaster or large scale emergency event does not directly involve law enforcement, the Sheriff can step away from the command and control function as there is no responsibility for that position to act. Likewise, the Director of Emergency Services has no responsibility to provide plans except in consultation with the Emergency Services Manager. Essentially, the Sheriff is providing plans to be enacted in an emergency with no responsibility to enact those plans, and the Director of Emergency Services is enacting plans in an emergency with no responsibility to write or create those plans. Adding to the disarray, with the activation of the EOC, the Manager of Emergency Services is now reporting to two different individuals, one for non-emergency activities and one for emergency activities.

The most basic concept in managing an emergency regardless of the size or complexity is to maintain an organizational hierarchy that also maintains the normal workflow and reporting structure. This provides stability to the management of an incident and provides accountability to those within the organization. Reporting to two different positions and individuals, the lines of authority become blurred.

Recommended County Code Modernization

In the early years of emergency services and emergency management the purpose for the organization was known as civil defense and was directed at a potential nuclear attack. Since that time the scope of work has expanded to include a variety of tasks involving natural and man-made disasters and large scale events. As noted, in Marin County the first ordinance establishing the Office of Emergency Services was in 1971 with several updates and revisions. Revising and modernizing the County Code will provide support to a modern emergency management agency. It is an opportunity to further define the agency, its operations, and establish continuity in the management of the organization and provide an appropriate chain of command.

Organizational Name Change

The scope of work expected by an emergency management organization involves coordination with virtually all County Departments in some form and many external agencies such as other civic organizations, cities and towns, and State level agencies. Changing the name of the organization from the Office of Emergency Services to the Office of Emergency Management provides a clear identity and purpose to the

organization. While the mission essentially remains the same, it allows the general public to better understand the organization and its function. Sonoma and Santa Barbara Counties have followed similar name changes and more recently San Mateo County has made a similar change.

Reauthorization Ordinance

As previously noted, there exists an organizational structure issue with the Emergency Manager reporting to two different individuals. To address this issue and to enhance accountability and responsibility of emergency management operations, several alternatives were evaluated including creating a stand-alone department under the direction of the County Administrator's Office, relocating to the Fire Department, or allowing emergency management to remain in the Sheriff's Office.　After careful consideration of these options, the recommendation is that the Office of Emergency Management (OEM) should be moved to the control of the County Administrator's Office (CAO) and organized in the Marin County Fire Department. There are multiple benefits to this reorganization. By nature of the functions within the Office of Emergency Management, the personnel must work with and rely on other county departments, outside agencies, and other municipalities in Marin County. Placing the OEM in the fire department, with direct reporting relationship to the County Administrator's Office allows for improved workflow, improved cooperative efforts between county departments, and continuity of command and control issues. On both blue sky days and during an activation, the Director of OEM will be providing the direction for the office.

Using the Marin County Fire Department to house the OEM creates an opportunity to consolidate efforts in the public education and public information arenas. This will allow the two agencies to share resources for the education of the general public for fire safety and for other emergency situations. In as much as the fire department has mutual aid agreements with the various municipalities, housing the OEM within the fire department provides a mechanism to improve cooperative efforts for both fire issues and the OEM activities.

Moving direct control of the OES from the Sheriff's Office to the County Administrator's Office does not lessen the responsibilities of the Sheriff's Office. In fact, it will allow the Sheriff's Office to concentrate more on their operational lead roles, and focus on planning, operations, response and recovery responsibilities such as evacuation, security, and other law enforcement activities. It is critical that they continue to maintain a presence in the Emergency Operations Center (EOC) during any activations, filling roles such Operations Chief and law enforcement liaison. During some types of events such as terrorism, civil disturbance, and other security related events; the Sheriff's Office

becomes the lead agency. The Sheriff's Office is a key component during those events that require evacuation of residents and businesses due to wildfires, floods, tsunami, and similar events. To provide support in the EOC and to those operations as outlined in the Marin County Operational Area Emergency Operations Plan, the Sheriff's Office must remain engaged in Emergency Management and EOC operations.

As a part of the code modernization and subsequent reorganization, the proclamation of an emergency will also change. Section 2.99.035 of the current county code provides for the director of emergency services to proclaim a local emergency. With the reorganization, that duty will be assigned to the County Administrator or the appropriate designee. Assigning this authority to the County Administrator streamlines the workflow, strengthens the chain of command, and follows the lines of authority. The following section from the existing county code highlights the change to the County Administrator.

- Request the board of supervisors to proclaim the existence or threatened existence of a "local emergency" if the board of supervisors is in session, or to issue such proclamation if the board of supervisors is not in session. Whenever a local emergency is proclaimed by the county administrator, or whenever a county health emergency is proclaimed by the county health officer pursuant to Health and Safety Code Section 270 et seq. or its successor, and Health and Safety Code Section 1158, or its successor, the board of supervisors shall take action to ratify the proclamation within seven days thereafter or the proclamation shall have no further force or effect.

Director of Emergency Management

This position would be established in the new ordinance and appointed by and report to the Marin County Fire Chief. This position would report to the Fire Chief regardless of emergency or non-emergency status, eliminating the dual reporting and this position would serve as the director of the EOC during any EOC activation.

The duties of this position are similar to the existing Manager of Emergency Services to include but not limited to:

- Develop emergency operations plans and associated documents under the direction of the Marin County Fire Chief and adoption by the board of supervisors.

- Develop mitigation, recovery, and continuity of operations plans under the direction of the Marin County Fire Chief and adoption by the board of supervisors.

- Develop and administer training and education programs related to emergency management activities under the direction of the Marin County Fire Chief.

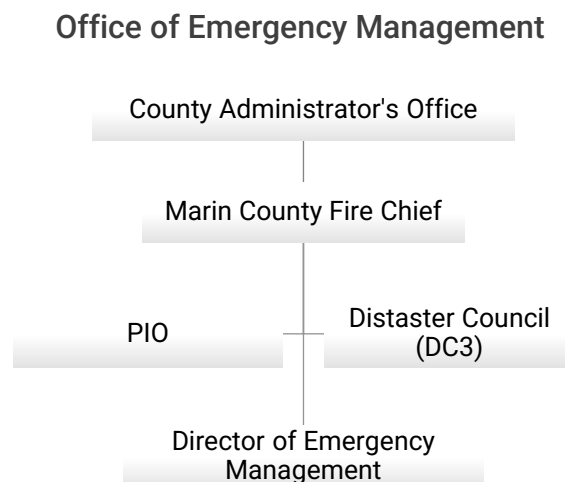## Marin Operational Area Disaster and Citizen Corp Council

This council would continue operations as an advisory council to the Marin County Fire Chief. A member of the Board of Supervisors would also remain as the permanent chair of this council. Maintaining the same membership ensures continuity of past activities and will allow for open dialogue and guidance to the Marin County Fire Chief. Duties of the council would include the following:

•   Review disaster preparedness progress in the public and private sectors,

•   Promote disaster preparedness through communication and education,

•   Consider recommendations for the disaster service workers program,

•   Harness the power of every resident through education and outreach, training and volunteer service to make families, homes and communities safer from natural and/or manmade disasters or emergencies.

The verbiage in the reauthorization ordinance related to this council is the same as the existing ordinance not only keeping the council intact but also in compliance with any state regulations.

Organization

The new alignment will streamline the command structure and create clear lines of authority as illustrated in the following organizational chart.

Office of Emergency Management

```
        County Administrator's Office
                    |
         Marin County Fire Chief
                    |
   PIO         |         Distaster Council
              |              (DC3)
                    |
        Director of Emergency
             Management
```

Specific powers and duties would either be addressed in the ordinance or as a part of the job description(s).

As noted, the Marin Operational Area Disaster and Citizens Corp Council otherwise known as DC3 would continue to operate. This council includes representation of a wide spectrum of individuals in Marin County and is chaired by the Director of Emergency Services. In the realigned organization, this council continues as an advisory council to the Marin County Fire Chief. The Board of Supervisors (BOS) would continue to appoint the Chair of the Council instead of the current Director of Emergency Services. This continues to maintain the line of communications with the BOS and allows the BOS to continue to provide support and oversight to emergency management. Among the responsibilities, the DC3 will continue to make recommendations regarding the emergency management plan and agreement and make recommendations about the disaster service workers program. Membership of this council should remain the same as the current DC3 organization, to include The Marin County Sheriff's Office, so there is representation from all aspects of Marin County.

Recommendations

Draft a new adopting county code renaming the Office of Emergency Services to the Office of Emergency Management incorporating modern terminology and practices to include, but no limited to, the following elements:

- Move the Office of Emergency Management to the Marin County Fire Department with oversight from the County Administrator's Office.

- Create the position of Director of Emergency Management.

- Create the Marin Operational Area Disaster and Citizens Corp Council as an advisory council to the Marin County Fire Chief and with a member of the Board of Supervisors as the permanent chair of the council.

- Within the county code, identify and define the purpose and mission of the Office of Emergency Management to include all aspects of emergency management.

Mitigation

One of the first phases of emergency management, mitigation is a mechanism to reduce the vulnerabilities in Marin.

Risk Identification

Risk is defined as the possibility of loss or injury or other unwelcome adverse circumstance or event. As a community we try to reduce the effects of the unwanted events through mitigation efforts prior to an emergency, using services such as police departments, public works, health and human services, and fire departments.

Determining the various risks in a community provides the foundation to develop strategies to reduce the effects of the unwanted events or circumstances. It also provides a foundation to develop response strategies for events that cannot be controlled or otherwise mitigated. There are three primary components used in the risk assessment.

•   Identification – what are the hazards faced by the community.

•   Probability – the likelihood that an unwanted event will occur within a given period of time. Events that occur daily are highly probable while those that occur annually are less likely.

•   Consequence – the measure of disparate outcome that can be defined by loss of life, loss of property and loss of historic values.

PROBABILITY	**High Probability** **Low Consequence** **Moderate** **Hazard**	**High Probability** **High Consequence** **Maximum** **Hazard**
	Remote **Hazard** **Low Probability** **Low Consequence**	**High** **Hazard** **Low Probability** **High Consequence**

CONSEQUENCE

The previous graph illustrates the correlation between the probability of occurrence and consequences of that occurrence. The result of this graph then allows for the identification of the hazard and the development of hazard profiles such as those included in the Marin County Multi-Jurisdiction Local Hazard Mitigation Plan.

Mitigation Plan

A multi-jurisdictional local hazard mitigation plan is jointly prepared by all those jurisdictions within a given area. This type of preparation provides benefits to each jurisdiction as outlined in the FEMA guidance:

- It enables a comprehensive approach to the mitigation of hazards that likely affect multiple jurisdictions.

- It allows for an economy of scale by leveraging individual capabilities and the sharing of costs.

- It avoids duplication of efforts.

While the importance of having a mitigation plan is clear, it also provides opportunities for funding that are not available to communities without an approved mitigation plan in place. The Stafford Act, a federal regulation, provides these opportunities through two different grant funds. The Pre-Disaster Mitigation Grant Program is designed to assist jurisdictions with implementing sustained natural hazard mitigation efforts. The Post-Disaster Grant Program provides grant funds following a Presidential Declaration in an effort to reduce the risk of the loss of life and property for future natural disasters. Both grant funds require the jurisdiction to have an approved mitigation plan in place and are competitive grants. The Stafford Act and the grant funds that become available are directed at natural hazards and not human caused events. Although, most jurisdictions include human caused hazards in their plan to ensure the preparations are adequately addressed.

On December 18, 2018, Marin County adopted the 2018 Marin County Multi-Jurisdictional Local Hazard Mitigation Plan and gave the County Emergency Services Manager authority to make any required changes to the plan. This plan was jointly prepared by eleven (11) cities, two (2) special districts, and representatives of Marin County.

While there are numerous risks identified in the plan, detailed hazard profiles were developed for nine (9) risks that were determined to have the most likelihood of occurring and the feasibility of mitigation. The following list illustrates these risks.

- Earthquakes and Liquefaction

- Dam Failures

- Severe Storms

- Debris Flow – Landslides

- Flooding

- Wind

- Tsunami

- Wildfire

- Post-Fire Debris Flow

Detailed assessments are provided for each of the risks illustrated that also include probability and vulnerability for each. The plan also includes a mitigation strategy for each of the participating jurisdictions for the hazards listed.

Once the plan was written and adopted there are three key components for the plan to be effective. First, there needs to be a responsible party assigned to follow through with the mitigation efforts. As a part of this plan each city, special district, and the county have mitigation strategies for their jurisdiction that were further identified by agency or department as the responsible party.

The second component is the establishment of a time frame for the strategy. This could be an established time frame for completion or as an ongoing project with ongoing timelines. For example, staff training would be an ongoing project but the seismic retrofit for certain buildings would have a set timeline.

The final component of an effective plan is the maintenance and update of the plan itself. According to the plan document, the Planning Committee, through the Marin County Office of Emergency Services, is charged with the annual maintenance of the plan and has established a five (5) year planning cycle. The maintenance section stipulates quarterly review meetings and an annual review questionnaire with specific information. It is vital this document remains current and active. Not only from the perspective of potential grant funding but also to continuously update and identify risks and to mitigate those risks as needed.

Mitigation efforts employ several different strategies and objectives depending on the community and the identified hazards. Some of these projects are strictly within the boundaries of the named jurisdiction such as the installation of back-up generators and the installation of warning sirens. Other efforts may cross boundaries for projects such as flooding or shoreline stabilization. As noted, each jurisdiction is responsible for their

part of the plan, however, **there is currently no oversight for coordination or collaboration between communities**. Having one position assigned in the OEM as the responsible party to provide oversight would foster the sharing of resources, support the collaboration between the communities, and maximize available funding.

Stakeholder Contributions

Comments from internal and external stakeholders felt the process used in the development of this plan was effective and collaborative. In fact, many individuals praised the process used in its development expressing a desire for this type of process to extend beyond the mitigation plan. Stakeholders noted there is an expectation that the development of the Hazard Mitigation Plan is the responsibility of the County and OES. The understanding from several municipalities is that the County will create a plan to serve the County and all communities within the County limits.

The implementation and maintenance of the plan itself received criticism from stakeholders who stated that OES staff has not taken an active role in the maintenance of the plan and in completing time sensitive requirements related to grants and funding. Various stakeholders indicated they took the lead to get some of the mitigation efforts completed with little to no assistance from OES. There appears to be a lack of clarity for responsibility of plan development and to the implementation of the plan. Stakeholders also noted the County needs to consistently staff the hazard mitigation planning process team and make this plan a priority.

Recommendations:

Assign one position in the Office of Emergency Management responsibility for the implementation and maintenance of the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan. This person would also be responsible for maintaining communications with each of the parties to the Plan, thus providing a mechanism for collaboration between the jurisdictions, and better assurance that the plan is kept up to date.

Establish a protocol of providing a semi-annual written report to the Board of Supervisors and to each of the elected bodies of the parties to the Marin County Multi-Jurisdictional Local Hazard Mitigation Plan.

Preparedness

Preparedness is the phase of emergency management that plans for and builds the capabilities of a community to manage a large-scale event or disaster.

Planning

Planning is a core function in the preparedness phase of emergency management. There are several plans that are vital in preparation to handle emergencies and large-scale events.

Emergency Operations Plan

The Emergency Operations Plan (EOP) is the official disaster management document for the county. It provides the outline for how the county will respond to an emergency, large-scale incident, or disaster. It identifies public and private partners and their roles and responsibilities during and after an event.

Based on the Federal Emergency Management Agency (FEMA) guidance, the emergency operations plan, at a minimum, should:

- Identify the departments and agencies designated to perform response and recovery activities and specifies tasks they must accomplish.

- Outline the integration of assistance that is available to the county during disaster situations that generate emergency response and recovery needs beyond what the local jurisdiction can satisfy.

- Specify the direction, control, and communications procedures and systems that will be relied upon to alert, notify, recall, and dispatch emergency response personnel; warn the public; protect residents and property; and request aid/support from other jurisdictions and/or the Federal Government (including the role of the Governor's Authorized Representative).

- Provide coordinating instructions and provisions for implementing mutual aid agreements, as applicable.

- Describe the logistical support for planned operations.

According to the same FEMA guidance, organizations should develop an EOP that fits their specific needs. There is no mandated format and it is not the only plan that

addresses emergency management functions. Functionally the EOP should provide the following attributes:

- Assigns responsibility to organizations and individuals for carrying out specific actions that exceed routine responsibility at projected times and places during an emergency.

- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated.

- Describes how people (including unaccompanied minors, individuals with disabilities, others with access and functional needs, and individuals with limited English proficiency) and property are protected.

- Identifies personnel, equipment, facilities, supplies, and other resources available within the county or by agreement with other cities and agencies.

- Reconciles requirements with other cities and agencies.

Marin County has an Emergency Operations Plan that was adopted in October 2014 by the board of supervisors though Resolution 2014-94. Since the initial adoption there have been several updates to the annexes to this plan as outlined:

Annex Title	Year	Resolution
Tsunami Annex	2018	2018-06
Oil Spill Contingency Plan	2020	2021-85

This plan should be flexible to use in any emergency. According to FEMA, the plan should describe the purpose of the plan; the situation; assumptions; concept of operations; organization and assignment of responsibilities; administration and logistics; plan development and maintenance; and authorities and references. The plan should be reviewed and revised annually but in no instance should the review be more than three years. Additionally, the plan should be reviewed as follows:

- Following a major incident.

- A change in operational resources (i.e., policy, personnel, organizational structures, management processes, facilities, equipment).

- A formal update of planning guidance or standards.

- A change in elected officials.

- Each activation.

- After Major exercises.

- A change in the demographics, hazard, or threat profile of the county.

- A change in the acceptability of various risks.

- The enactment of new or amended laws or ordinances.

While there are no requirements for the review and updating of an Emergency Operations Plan, many communities set a time frame for this review. The State of California has established a three (3) years cycle for their review. California Office of Emergency Services (CAL OES) maintains the State Plan and provides a crosswalk to local governments to ensure the local plan maintains coordination with the state plan.

The current Emergency Operations Plan for Marin County is outdated and does not have an established review cycle. Based on CAL OES standards of three (3) year reviews, the county plan is two cycles behind. However, there have been updates to annexes in the plan. At present, the Marin County Operational Area Emergency Operations Plan is being reviewed and written by an outside contractor and there is a tentative date of May 2022 for completion. This would be a good time to establish a review and update cycle for the Marin County Operational Area Emergency Operations Plan.

Stakeholder Contributions

Stakeholders indicated they expect the County to provide an Emergency Operations Plan for their community. According to the MOU with each City, the County is to provide a copy of the Emergency Operations Plan, but stakeholders indicated that it is outdated and of little use. Some opined that plans were being developed as the need would arise or that old plans were being updated at the time of the event.

Recommendation:

Establish a schedule for the review and update of the Marin County Operational Area Operations Plan and identify the schedule in the plan document.

Continuity of Operations Plan

Continuity of Government Plans (CoG) define the procedures to allow a government to continue essential functions and operations in the event of a large-scale event or emergency. CoG planning was first initiated in the 1950's and continued to be prevalent during the cold war and into the nuclear age. Following the events of September 11, 2001, these plans have been incorporated into the Continuity of Operations Plans (COOP). These plans are designed to ensure that primary mission and essential functions continue to be performed in the event of an emergency, including the identification of alternate facilities, if the primary facility is unusable.

The Federal Emergency Management Agency (FEMA) outlines overarching requirements for the development of CoG and COOP plans that include:

- **Essential Functions** – The critical activities performed by organizations, especially after a disruption of normal activities. There are two categories of essential functions: Primary Mission Essential Functions (PMEF) and Mission Essential Functions (MEF).

- **Orders of Succession** – Provisions for the assumption of senior agency offices during an emergency in the event that any of those officials are unavailable to execute their legal duties.

- **Delegations of Authority** – Identification, by position, of the authorities for making policy determinations and decisions at headquarters, field levels, and all other organizational locations. Generally, pre-determined delegations of authority will take effect when normal channels of direction have been disrupted and will lapse when these channels have been reestablished.

- **Continuity Facilities** – Locations, other than the primary facility, used to carry out essential functions, particularly in a continuity event. Continuity facilities, or alternate facilities, refers to not only other locations, but also nontraditional options such as working at home (teleworking), and mobile-office concepts.

- **Continuity Communications** – Communications that provide the capability to perform essential functions, in conjunction with other agencies, under all conditions.

- **Vital Records Management** – The identification, protection and ready availability of electronic and hard copy documents, references, records, information systems, data management software and equipment needed to support essential functions during a continuity situation.

- **Human Capital** – During a continuity event, identification of emergency employees and other special categories of employees who are activated by an agency to perform assigned response duties.

- **Tests, Training, and Exercises** – Measures to ensure that an agency's continuity plan is capable of supporting the continued execution of the agency's essentials functions throughout the duration of a continuity event.

- **Devolution of Control and Direction** – Capability to transfer statutory authority and responsibility for essential functions from an agency's primary operating staff and facilities to other agency employees and facilities.

- **Reconstitution** – The process by which surviving and/or replacement agency personnel resume normal agency operations from the original or replacement primary operating facility.

By design each department or agency should have a plan in place for their specific department or agency. These plans need to be developed using the same methodology, directives, and format to integrate into the County COOP Plan. As noted, COOP plans are designed to ensure critical functions continue in the event of a disruption of service for any reason. The plan can be activated for a large-scale event where several departments and agencies are affected or activated by one department or agency due to a building fire or other localized calamity.

Marin County has a partial COOP plan for the county in place but it is not complete. Likewise departmental and other agency plans are not completed or in place. This is problematic as the overall government structure is vulnerable without such a guiding document. For example, devolution is the capability to transfer statutory authority. If county leadership becomes incapacitated, there is no provision to transfer statutory authority to another individual or department. At a minimum, a COOP plan for the county government should be fully developed and in place using the FEMA guidelines. With the pandemic, there was and continues to be the potential for key staff to be incapacitated and without a COOP plan issues are exacerbated.

Individual departments and county agencies should have a continuity plan that dovetails into the county plan. For emergency management the role is to support these departments, not to develop or write these plans for the departments. The support can be in the form of a framework for the plan or a training class to outline how to develop a plan.

Revisions and updates to the COOP plan will vary depending on the section or any annexes to the plan. For example, personnel and contact information should be updated annually or anytime there is a change in the upper management of the organization or department. Revisions to the Marin County Multi-Jurisdiction Local Hazard Mitigation Plan should also trigger a review to ensure the organization or department is prepared for the identified risks.

Recommendations:

Complete the Marin County Continuity of Operations Plan as soon as practical to be adopted by the Board of Supervisors.

Marin County Office of Emergency Management should provide support in the form of templates and training to critical departments for them to complete their Continuity of Operations Plans as soon as practical.

Establish a plan and schedule to maintain the Continuity of Operations Plan for Marin County. Monitor the schedules of other county departments within Marin County to ensure their plans remain current.

Threat Hazard Identification Risk Assessment (THIRA)

This is a risk assessment that identifies the threats and hazards within a region, identifies the impacts the threat or hazard may have on the region and subsequently the county, and identifies the capabilities the region and county should have in place. Currently the Marin County OES participates in the development of the regional plan.

In essence the process should provide information and guidance for the following:

• Identification of the hazards and threats the community faces.

• Identification of the level of capability and preparation the community needs or should have in place.

• Identification of the current levels of capability.

• Identification of the gaps between what is needed and what is currently existing.

• Plan to address the capability gaps.

This planning element is a regional process that involves numerous agencies in the Bay area. Marin County participates in this regional planning effort and should continue that participation as it allows the county to have a better understanding of hazards and potential threats that will have a potential impact on the county.

Climate Change Planning

An emerging area in the Emergency Management arena is climate change planning. The objective is to identify and prioritize elements that can enhance community and organizational resilience to the risks posed by climate change from the perspective of emergency management. Four overarching themes are identified as necessary to meet this objective: understanding risk, community and organizational resilience, adaptive strategies, and regional implications.

• **Understanding Risk:** Risk analysis begins by setting the baseline by assessing current risk and climate change-induced risk. The major gap in climate change knowledge for adaptation policy and practice concerns the specifics of changes

in location, likelihood, or frequency of extremes, and the extent to which further science will reduce these uncertainties in useful ways.

- **Community and organizational resilience:** The concept of resilience is accepted in the emergency management profession beginning at the federal level with FEMA's resilience mission to build a culture of preparedness through insurance, mitigation, continuity, preparedness programs and grants. State, Tribal, and local governments are engaged in resilience actions as well and resilience planning must begin at the community level.

- **Adaptive Strategies:** Emergency management must address the question of how climate change will affect its capacity to support preparedness, response, and recovery. Approaches must be planned to ensure that the whole community adapts better practices in preparing for the increased risk to communities, business operations, or critical infrastructure arising from climate change.

- **Regional Implications:** The question of planning for climate change cannot be pursued without noting that boundaries are cultural constructions. The adaptive capacity of other communities, along with State, Federal, and international governments will impact Marin County. While the concept of micro-islands is being integrated into emergency management planning based on geographical and cultural idiosyncrasies, the approach to climate change planning may need to be approached regionally.

Using emergency management as a fulcrum, establish a working group in the county to determine the most appropriate partners for climate change planning and the potential ramifications to the county. While sea level rise is at the forefront, there are other issues such as droughts and wildfires.

Recommendation

Marin County should establish a working group to determine the most appropriate partners, including the Office of Emergency Management, for climate change planning.

Marin County should begin to establish a climate change plan that engages County Departments and partners, to include the Office of Emergency Management, to identify and plan for the potential long-term effects.

Plan Staffing

As outlined in the previous subsections, there are a number of plans that need to be written, organized, and adopted. With other agencies, departments, and supporting organizations needing to have their own plans, there is also a need for coordination

between all these groups to ensure the plans are compatible and work together. Additionally, the plans that are written will require changes, updating, and revisions on a regular basis. The following table illustrates the various plans, the most current edition, and the recommended revision cycle.

Plan	Most Current Edition	Recommended Revision Cycle
Marin County Operational Area Emergency Operations Plan	2014	Every 3 years
Continuity of Operations	Incomplete	Varies
Marin County Operational Area Emergency Recovery Plan	2012	Every 3 years
Marin County Multi-Jurisdiction Local Hazard Mitigation Plan	2018	Every 5 years

The importance of the planning function is also displayed through the comparative agencies. As noted in the following table, all have at least one assigned with some having multiple personnel.

Agency	Full-Time	Part-Time	Volunteer
Sonoma County (CA)	7	2	0
Thurston County (WA)	5	1	0
Santa Cruz County (CA)	2	0	0
Butte County (CA)	1	0	0
Marin County (CA)	1	0	0
Santa Barbara County (CA)	1	0	0

It should be noted Sonoma County has all seven of their planners also assigned to the training function. As well, Marin County has one employee assigned to planning but that employee also has other duties. Because of this dual role, there is currently no capacity with existing staff to ensure these plans are kept up to date, accurate, and operational. The Office of Emergency Management should consider adding at least one position to perform the planning tasks.

Recommendation:

Add a planning dedicated position(s) in the Office of Emergency Management to organize, write, update, and maintain the various plans and planning documents required by Federal and State Agencies and to assist other departments and agencies in the development of individual plans.

Training and Exercises

Following the Homeland Security Presidential Directives in 2002, FEMA developed the Homeland Security Exercise and Evaluation program (HSEEP). This program provides a set of guiding principles for exercise programs and a common approach in the design, development, conduct, and evaluation of training and exercises. The purpose of the training exercises is to familiarize personnel with their roles and responsibilities, assess and validate plans, policies, and procedures, assess capabilities, and identify the strengths of the plans and areas that need improvement. In as much as the planning is a community effort, the training exercises should also be a community effort. It should involve all those that will be involved in the response and recovery from a large scale-event. Training and exercises are generally included within the planning group as the exercises are focused on the plans and their successes or improvement opportunities.

Training Evolutions

There are several ways to deliver the training and exercises that are all designed to test the plans and to ensure those involved understand their roles and responsibilities. The following sections describe the mechanisms for the delivery of these programs.

- **Walkthrough, Workshop, and Orientation –** These types of programs are classroom style courses and trainings to familiarize individuals with their roles in an emergency response and recovery. Groups could be initial responders to an event, those that provide support to the response, and those that continue the response in terms of recovery. Discussions in these settings are designed to orient individuals about their roles and responsibilities in various functions of response and recovery from disasters and large events. Additionally, these settings are used to orient individuals to new procedures, updated plans, and policies that may affect their actions and response.

- **Tabletop Exercises –** Using specific scenarios, these activities allow the participants to discuss their roles and responsibilities in the response or recovery functions. Within the informal setting, participants are afforded the opportunity to assess their roles, plans, and procedures for the response or recovery effort.

- **Functional Exercise –** This type of exercise uses a multi-agency coordination between functional areas. Using a specific hazard or scenario, each of the functional units must now coordinate their efforts with other functional groups. For example, coordinating with the EOC, field operations, and the communications function. There are no "boots on the ground" in this form of exercise, it is a mechanism to validate the plans and functionality.

- **Full-Scale Exercise –** This is a lengthy exercise and involves a real-time response and requires "boots on the ground". Typically, it is held on location involving multiple agencies and their personnel and equipment. It further includes the real-time events such as decontamination and transportation of mock victims. These exercises require considerable planning and execution due to the size and number of agencies involved in the process.

Exercise Frequency

There is no specific frequency requirement for the exercises to be conducted. The National Fire Protection Association (NFPA) 1600 Standard on Continuity, Emergency, and Crisis Management states the exercise and tests are to be conducted on a frequency needed to establish and maintain required capabilities. In the table that follows there are suggested time intervals to conduct these trainings and exercises.

Exercise Performance Metrics

Title	Frequency	Other Notes
Walkthrough, Workshop, and Orientation Exercises	Annually	• These can be held anywhere at any time based on the audience.
Tabletop Exercises	Annually	• These should be held with various groups throughout the year.
Functional Exercises	Annually	• Annually these should be held involving a different scenario each year and coordinated with the full-scale exercise.
Full-scale Exercises	Every two years	• Extensive planning is required to ensure the exercise is completed. • Multiple agencies will be involved in the exercise.

These suggested time intervals follow a similar pattern with the various plan updates and the National Exercise Program from FEMA.

Marin County developed a comprehensive training and exercise plan that largely follows FEMA and HSEEP guidelines. The plan is of high quality and is produced annually incorporating a detailed outlook for the following two-year period. Areas included in the plan are scheduled exercises, NIMS and ICS training, and specific EOC/DOC training items. The following table illustrates the training and exercise schedule for 2022.

Marin County OES	Multi-Year Training and Exercise Schedule: (Year One)											
	1st Quarter			2nd Quarter			3rd Quarter			4th Quarter		
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Scheduled Exercises		Training & Exercise (TEP) Annual Workshop	OA JIS Workshop (tentative)	Tsunami Workshop/ Tabletop Exercise	Marin Co EOC Functional Exercise (Flood) Annual Mill Valley Evacuation Drill		POD Training/ Exercise (Medical Health)	OA JIS Workshop (tentative)	Tsunami Drill / Location TBD	The Great Shakeout Drill	Statewide Medical health Exercise	
NIMS and ICS Training												
EOC/DOC Specific Training	Web EOC	A/FN Awareness		A/FN Awareness		Web EOC	A/FN Awareness		Web EOC	A/FN Awareness		Web EOC
Other Training or Events	Regional: Monthly TEWG Meeting	County DSW Regional: Monthly TEWG Meeting	Regional: Monthly TEWG Meeting	County DSW Regional: Monthly TEWG Meeting	Regional: Monthly TEWG Meeting	County DSW Regional: Monthly TEWG Meeting	Regional: Monthly TEWG Meeting	County DSW Regional: Monthly TEWG Meeting	Regional: Monthly TEWG Meeting	County DSW Regional: Monthly TEWG Meeting	Natl Weather Service Briefing Regional: Monthly TEWG Meeting	County DSW Regional: Monthly TEWG Meeting

Each of the training exercises are followed with a detailed after-action report that identifies areas for improvement. It is important for those area of improvement to be carried into the next plan year to ensure the plans and operational areas function as intended. For example, in 2018 a functional exercise was conducted using an earthquake as the scenario. One of the improvements was listed as "support medical needs at shelters, increase communication capabilities, refine plans and checklists for shelter operations". In the 2019 plan, two trainings were specifically identified for mass care and sheltering that presumably addressed the issues found in 2018. Another source for training opportunities and topics are after action reports for actual responses such as the Northern California Firestorm report conducted in 2018. Following this event several areas for improvement were identified such as challenges in the shelter set-up and operation and financial tracking. Both types of after-action reports conducted by Marin County were comprehensive and well written.

Stakeholder Contributions

Based on comments by various stakeholders in the interview process regarding the most recent activation of the Emergency Operations Center for the response to the COVID-19 pandemic, many of the issues identified in the after-action reports are still in existence. These include issues such as financial tracking issues, purchasing challenges, disaster service workers misfires, and communications needs. While the pandemic response is much different than other responses in the past, the base issues seem to remain the same. In some respects, this leads back to the training and education of those in the response roles. Current staffing of the OES does not allow for a dedicated position to manage and deliver the training and direct the exercises as needed. Operating in the EOC is not a common practice for most people, especially those outside emergency services making it imperative these positions are continually trained to operate efficiently. In fact, stakeholders believe training and exercises are an expected service from the County OES with some expressing that these services are not being provided. Others indicated that some of the trainings need to be more focused on topics specially related to EOC operations and positions. Stakeholders also expressed a need for more variation in the types of training offered including adding virtual training options and shared training opportunities with emergency services staff within the communities. Consider adding a position focused on training and education. This position would be responsible for;

- Establishing training schedules and coordinating training events.

- Developing a set of protocols for after action reviews, identifying improvement areas, tracking progress and reporting to stakeholders on defined improvements to be made.

- Establishing protocols and training for Disaster Service Workers. Work with other departments such as HR to determine training needed for employee on-boarding as well as procedures and protocols during events.

Recommendation

Add a training focused position in the Office of Emergency Management to organize, deliver, and direct the training, education, and exercises for those involved in the response and recovery to large scale events in or those that may affect Marin County.

Public Outreach

Public education is an essential component of community preparedness to ensure the general public understands their role in a large event. These roles include making preparations for a large scale event, communicating actions the public should take during an event, and identifying what can be done in the recovery phase. Community-based organizations, including businesses must be included in the education so that they can learn what they should do in the event of an emergency or catastrophic incident.

Emergency Management must value the importance of public-private partnerships to build community resilience. Through these partnerships, emergency management trains and educates volunteer corps to supplement and enhance the response and recovery actions. Community Emergency Response Teams (CERT) provide an excellent mechanism to involve different neighborhoods, community-based organizations, and businesses. However, there is a movement within the fire service to transition existing CERT teams to a Neighborhood Response Group (NRG). Fire Agencies and municipalities throughout Marin encourage all community members to take the free two hour Get Ready program (offered in multiple languages as well as age specific versions). Fire Agencies also support multiple Neighborhood Response Groups (NRG's). NRG's are an effective way to organize geographically logical areas into well-coordinated groups to assist each other in the event of a disaster, evacuation or other calamity. These groups are effective in raising overall awareness and preparation within smaller areas of known and trusted neighborhoods. Fire Agencies also support local CERT programs offering a higher level of training ideal for those in leadership roles within the NRG's and for use as a trained, organized group for support in a disaster.

The OEM staff member with work with those local non-profits (or their designees) who are equipped to provide support during a disaster operation (hereinafter "disaster partner agencies"). During the blue-sky days, they will develop relationships & understanding of necessary operations during a disaster. OEM will help disaster partner agencies to build

capacity for their response during a disaster. Other local organizations will work with smaller nonprofits who won't be an integral part of the disaster response.

In addition to the capacity improvement work with disaster partner agencies, the OEM staff should drive the implementation & improvements to core capabilities which can be leveraged by disaster partner agencies to improve their disaster response capacity. Some of the potential capabilities in this area are:

• Staff credentialing

• Staffing scheduling system

• Warehouse & logistical infrastructure

• Grant funding coordination / assistance

• Volume / group purchasing agreements

When a disaster occurs, the OEM outreach staff would take on an operational role – working with the EOC to understand the needs of the response and marrying the response capabilities of the disaster partner agencies to those needs. The OEM staff will be familiar with those agencies' capacities & limitations and with their leadership through their work together to build their capabilities during non-response periods.

For Marin County there is no designated position for public outreach or educational programs. There are two coordinator positions currently in the organization and both are designated to provide programming at the direction of the manager or assistant manager. Within the fire department there is a Fire Safe position that could easily fill this void.

Recommendation

Add a public outreach focused position in the Office of Emergency Management to organize and provide public outreach programs, supplementing the resources from Marin County and other government agencies.

Recovery

This phase of emergency management represents the final phase and is likely the longest to complete, as in some events it may take years for the area to return to normal.

Recovery Plan

The recovery from a disaster or other large incident can take a considerable amount of time depending on the severity and other factors surrounding the event. FEMA through the National Disaster Recovery Framework (NDRF) provides guidance for the development of pre-disaster recovery plans and for post-disaster recovery planning. The NDRF recommends pre-disaster recovery planning to include:

- Establishing roles, responsibilities, and partnership opportunities.

- Establishing recovery priorities and policies.

- Incorporating hazard mitigation strategies.

- Identifying post-disaster planning, processes, and coordination.

Post-disaster plans need to address the decision-making process, the establishment goals, initiatives, strategies, and programs that are specific to the event. These plans should be related to the most likely event based on the hazard assessment.

While the recovery aspect of emergency management is considered a phase of the process, planning the recovery is a relatively new concept. In December 2019, the International City/County Management Association (ICMA) conducted a survey related to the resiliency and recovery from disasters with 901 respondents. The survey found 47% of the respondents had a standalone recovery plan and 31% had a sustainability or resiliency plan.

The Marin County Emergency Recovery Plan (ERP) was last adopted in November 2012 by the Board of Supervisors. At eight (8) years old, this plan should be reviewed and updated using the current mitigation plan risks to assist with identifying recovery issues. While many of the agencies included in the plan are assigned to work in their own sphere of influence, some of those departments and agencies included in the plan will need to be trained as to the plans content and operational goals. These would include the finance and human resources departments to ensure their personnel are familiar with the plan and required activities.

Recommendations:

Responsibility for the organization, writing, updating, and maintenance of the Marin County Emergency Recovery Plan to be assigned to the same position that has responsibility for the Marin County Multi-Jurisdictional Hazard Mitigation Plan.

Review and update the Marin County Emergency Recovery Plan to include new resources, updated contacts, and updated risk assessment information.

Provide training and education to those agencies with responsibilities in the recovery plan to ensure operational readiness.

Response and Support

Emergency management roles in disasters, large scale incidents, and other events are typically for support and to act as a clearinghouse for resources. In terms of physical resources, emergency management generally relies on other agencies such as fire departments, law enforcement, public works, and public health agencies to perform the actual response. However, emergency management can and does provide some physical resources and support to these responses and manages larger caches of supplies and equipment.

Communications and Warning

The OES coordinates the Alert Marin Emergency Notification System. This system is an electronic emergency notification system that uses voice, text messages, email, or smartphone applications to alert the residents, employees of businesses, students, and business owners. Nixle is a public messaging system used for lower acuity events that allows for alerting using a zip code for specific areas or wider areas depending on zip codes defined in the system. AlertMarin is an alerting system used when there is an imminent threat. Additionally, social media and outdoor sirens are used for purposes of disseminating information and warnings.

Warning, alerting, and communication systems continue to evolve. As these technological advances are made, Marin County will need to continue to upgrade their systems to manage the information highway.

Within the current organization most personnel have access and the knowledge and skills to operate the warning system. However, only one person primarily runs these systems. This presents a risk to the County as this person traditionally has many assignments, and warnings become a lower priority. As in many emergency organizations, there needs to be redundancy to ensure the warning system is and can be activated when needed and not necessarily based on one person's availability. Moving the OEM to the fire department allows for several avenues to accomplish the redundancy needed such as the on-duty chief officer and/or the dispatch center.

Recommendation

Additional staff members need to be ready to use of and allowed to issue warnings using the alert system. During events there should be dedicated assigned staff to coordinate the messages and alerts going out to the public. Currently, one team member holds the

main responsibility for issuing warnings while also holding responsibility for other important tasks, resulting in alerts not being the priority.

Emergency Operations Center

The Emergency Operations Center (EOC) is a centralized location used to coordinate the response and recovery operations usually from larger events such as widespread flooding, earthquakes, or wildfires. Smaller events or those more localized events may use a smaller version of a countywide EOC that may be referred to as a Departmental Operations Center (DOC) to manage the event. During discussions with various county departments, the understanding and roles of the operations centers are not clearly defined or understood. The County would benefit from a policy that clearly defines the roles and expectations of a DOC and how communications with, and transitions into and out of the EOC should work.

Staffing for an operations center comes from all entities that are involved in the event and can be expanded or reduced depending on the scale of the emergency or event. Individuals staffing an operations center must also be trained and educated on the workings of an operations center, including the nomenclature and processes used within the center such as the National Incident Management System (NIMS). As well, the staffing could be for long periods of time again depending on the event and the needs of the response or recovery.

In Marin County, all county employees are considered Disaster Service Workers pursuant to Chapter 2.99 Emergency Organization and Function in the County Code. As discussed in the training section of this report, the role of the disaster service worker needs to be better defined and formalized and the appropriate training requirements defined and scheduled. Human Resources needs to be involved in ensuring the position descriptions properly identify the Disaster Services Worker language. Additionally, Human Resources will need to provide support to the development of any County Policies and Procedures related to the Disaster Worker Program. Volunteers and other individuals involved in the response or recovery efforts that are not County employees will need to be accounted for by the County so these individuals are protected by workers compensation and liability for their actions. This is a function of Human Resources and plans and procedures for this occurrence should be developed to ensure all the appropriate documentation is in fact completed. In addition, these workers and their time should be tracked in order to have records and data regarding who is reporting, departmental representation, time spent on the emergency, etc. During activations a check-in training procedure should be developed so all workers get a refresher on EOC operations and information on their job

assignments. During long activations, such as the recent pandemic response, there also needs to be mechanisms in place to share these responsibilities and timelines established to rotate staff into and out of these long-term roles. In addition, general guidelines could be developed regarding the process to transition from County Disaster Service Workers to hired or outsourced staffing during long-term events. Human Resources will need to be involved in these discussions and policies. HR should have a role in assigning, tracking, and assisting with training of disaster service workers. Policies should be reviewed and discussed with all department leaders on the role they and their staff may have in an EOC activation. These appointments should be made by expertise needed and not voluntary. Clearer expectation and better training of staff would lead to reduced fatigue and burn-out that was experienced during the pandemic activation. There should also be protocols in place for communications to department heads regarding their employees during the activations. This includes procedures for reporting such as a standardized report for staffing updates, anticipated use of staff, estimated timelines, etc. Many of the stakeholders expressed frustration with the lack of communication, policies and procedures, and training of the disaster service workers assisting with the pandemic response.

The Marin County EOC is physically located in the same building as the Marin County Sheriff's Office. There is access to various technologies including WebEOC, which is an internet-based management tool and other communications and alerting systems. Through the WebEOC numerous agencies are able to obtain needed data to promote collaboration, improving the response and recovery efforts. In fact, the system is capable of allowing those involved with the EOC to be in a remote setting and remain in contact with others in the EOC. However, these systems are reliant on external communications systems such as the internet and cell phone infrastructure that may not be available depending on the emergency or event.

Recommendation

Develop procedures for the appropriate activation of EOC and/or DOC. Departments should clearly understand the role of the DOC and overlap and communications with Emergency Management staff and the EOC if one has also been activated.

In coordination with Human Resources, develop a program for Disaster Service Workers. This program should include procedures for the assigning, tracking, and training of the workers as well as protocols for communication with workers and their supervisors and department heads.

Management and Administration

Emergency management generally focuses on the needs of the community for planning, mitigation strategies, response, and recovery. There are other aspects to Emergency Management that sometimes gets moved aside or otherwise not completely addressed. It's important to define these role(s) and develop the processes and procedures for these functions to operate efficiently and effectively during an event.

Finance

As the emergency management arena expanded, so did grant funding and other forms of federal and state financial aid. Some grants are designated for a specific purpose while others are more general in nature. Due to the funding mechanisms, the local emergency management departments and agencies were assigned the task of managing these funds.

Within the current emergency services organization, the Administrative Services Associate/Grants Specialist manages the grants once they are approved, including any reporting and audits of those grants. This position is key as the number and availability of grants has increased over the years to assist local governments in funding a variety of projects directed at the emergency management arena. With the acquisition of these grants there are requirements for interim reporting, asset inventory, and financial recordkeeping. Additionally, scrutiny of these grants is also increasing from both state and federal sources. While these grants are beneficial, the reporting requirements can be burdensome and time consuming for staff. Additionally, if these requirements are not tracked adequately and fully met, a portion or all of the grant may need to be returned to the sponsoring agency.

Throughout the interview process, it appears Marin County may not be taking full advantage of grants and financial aid available. The responsibility for grants and financial aid is currently assigned to the Administrative Services Associate/Grants Specialist. The Office of Emergency Management should amplify this role and create another position that is responsible for locating and acquiring available grants, monitoring the status of all current and active grants and financial aid, and all reporting required. Some of these grants may not be warranted and others may not be in the best interests of the county. These decisions should also be documented and tracked to increase transparency and accountability of the staff. The existing staff handles many of the administrative functions for the OES. Adding a dedicated grants/finance lead will allow time for more

thorough grant acquisition and will leave more dedicated time for the Administrative Services Associate to focus on the administration of the office.

Another consideration is the time involved in the management of the grants and financial aid. Many of the grants and financial aid applications require the organization to follow their own specific financial processes and billing procedures. To supplement the management of the grants, it would be beneficial to have a financial liaison assigned to the OEM from the finance department to assist in the financial aspects of the grants. This is not a new position for the finance department, but a person trained and experienced in finance and accounting to assist OEM to ensure the grants and the funding are properly accounted for and appropriately documented. More notably, it is important to build a strong relationship between finance and emergency management, making the response and recovery phases stronger in terms of the financial records and reporting required by State and Federal Agencies.

Procurement during emergency periods can be critical to an agency's ability to purchase, and in many cases, be reimbursed for expenses incurred during an emergency. Currently the procurement of goods and services is shared between OES staff and several other departments, which can be effective if the proper protocols are put in place. During an activation, new employees come into the procurement space, which has led to inconsistent practices in the past. Marin County would benefit from standardizing this process, defining emergency periods, and involving finance in the tracking and reporting of all emergency procurement. As above, it would be beneficial to have a procurement division liaison to the OEM. This liaison could help to establish protocols and procedures in advance of an activation. Better use of emergency purchase agreements could also increase efficiency and reduce costs during emergencies. These are contracts put in place for specified periods of time for goods and services typically needed during an emergency. The contracts specify the price of goods and services if the contracts are activated during the specified contract period.

Recommendation:

Create a position in the Office of Emergency Management as the lead staff person accountable for the identification, pursuing, tracking, and reporting of all grants and financial aid.

Dedicate the Administrative Services Assistant position to provide administrative support to the Office of Emergency Management.

Align a liaison in the Finance Department with the Office of Emergency Management to support any purchasing and accounting procedures related to grants and financial aid and to build the relationship for EOC activations.

Assign a liaison from the Procurement division to the Office of Emergency Management to support procurement and assist in utilizing emergency purchase agreements to increase efficiencies and reduce costs during emergencies.

Technology Support

In the current Office of Emergency Services, located in the Sheriffs office, there are several technology support positions who are on call to assist with needed technology challenges. Given the number of systems and the number of potential people assessing those systems during an emergency, technology resources are necessary. In the fire department, there is no dedicated or assigned technology support for the department. It is necessary that technology liaisons from the Information Services Technology are established to ensure bugs are resolved before an activation and to resolve any challenges while an EOC or DOC are activated.

Recommendation:

Assign technology liaisons from IST to support OEM during blue-sky days and the EOC during activation.

Organizational Structure

The design of an organizational structure to best meet the needs of an agency is not only predicated on the traditional command and control within an emergency services organization, but also established to help define job duties and responsibilities, ensure efficient and effective workflow, establish a reporting hierarchy, and ultimately determine appropriate lines of authority and accountability. To accomplish this, the design of an organizational structure and placement of employees within the organization should be established on key principles that provide the organizational cohesion necessary to accomplish the primary mission of the Department. These principles include:

- **Accountability and responsibility are clearly identified:** The organizational structure must be consistent with the concept that clear lines of authority and decision making are essential for any organization to achieve excellence. Areas of responsibility are clearly delineated, and points of accountability are readily identifiable.
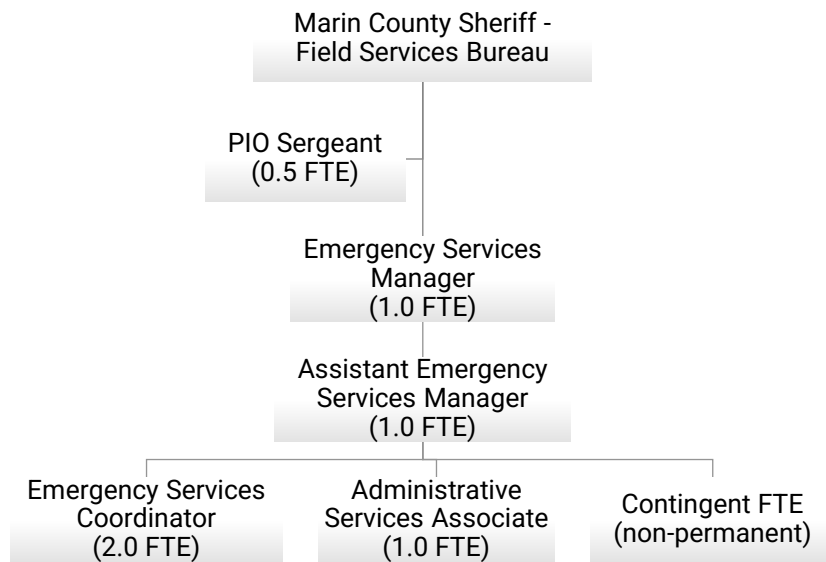
- **Span of control or communication is optimal:** Effective organizations are structured so that lines of communication are identifiable and where there are multiple reporting relationships; responsibility for communication and control are clearly identified and understood.

- **Coordination of work efforts:** The organizational structure should facilitate communication and working relationships among staff and work units. Many functions need close or indirect alignment to maximize efficiency and effectiveness. The structure should also provide easy identification of job function to people outside the Department, including other local governmental agencies and outside agencies.

- **Degree of Organizational Risk:** This relates to how much risk a function incurs if an activity is not performed or is performed poorly. Risk might involve tactical, financial or political concerns. Generally, higher risk functions have closer management oversight.

- **Supervisor and Management Span of Control:** This relates to whether supervisors are fully devoted to overseeing a select few primary activities or a broader set of duties and responsibilities. Appropriate spans of control are related to both the number of staff directly supervised as well as the complexity of activities overseen.

Nationally recognized best practice for span of control in highly technical and professional positions is to limit direct reports typically to five or six positions, with nine direct reports considered the maximum to mitigate organizational risk.

In the previous pages we recommend that the current Office of Emergency Services is changed to the Office of Emergency Management. As well, there are recommendations to redirect existing positions or add positions to specifically address key components of emergency management.

The following page compares the existing organizational chart with the new organizational chart and providing an overview of the new emergency management organization to include those recommended positions.

Existing Organization

Marin County Sheriff - Field Services Bureau

PIO Sergeant (0.5 FTE)

Emergency Services Manager (1.0 FTE)

Assistant Emergency Services Manager (1.0 FTE)

Emergency Services Coordinator (2.0 FTE)

Administrative Services Associate (1.0 FTE)

Contingent FTE (non-permanent)

New Organization

Marin County Fire Chief

PIO (1.0 FTE)

Disaster Council (DC3)

Director of Emergency Management (1.0 FTE)

Administrative Assistant (1.0 FTE)

Planning (1.0 FTE)

Mitigation and Recovery (1.0 FTE)

Training and Education (1.0 FTE)

Public Outreach (1.0 FTE)

Grants and Finance (1.0 FTE)

In this organizational arrangement, emergency management operations would be able to maximize other roles. For example, the PIO would perform PIO functions for the fire department and would also fill the role for emergency management. Public outreach could combine with the fire department community risk reduction programming to provide educational opportunities to the general public and civic organizations. Dual roles are not a new concept in the fire service or emergency management. To illustrate the dual role concept, all five respondents that contributed to the comparative survey indicated many of their positions had dual roles. The following table illustrates how the training position in other jurisdictions also includes other duties and assignments.

Dual Roles Based on the Training Position

Agency	Full-Time	Part-Time	Other Roles
Thurston County (WA)	3	0	planning, exercise, response, grant management
Marin County (CA)	1	0	All other areas including response, planning, recovery
Santa Barbara County (CA)	1	0	OEM Duty Officer, Tsunami Lead, Earthquake Country Lead, other jobs as assigned.
Butte County (CA)	0	1	Management
Santa Cruz County (CA)	0	2	EOC management, grants, outreach
Sonoma County (CA)	0	0	Planning staff are also trainers

As noted in the previous table, Thurston County has three individuals assigned to the training function as their primary responsibility. These three individuals also fill other roles in planning, response, and grant management. Likewise, Sonoma County has elected to have all of the planning staff be assigned to training as needed. While each agency will establish their personnel in the manner that works best for their jurisdiction, having at least one individual as the primary person responsible for a task ensures the task is completed.

In addition, this organizational structure reduces any dysfunction or disarray as the hierarchy is maintained during non-emergency and emergency events. For example, the planning position in an activation can fill the role of Planning Chief or provide support to the individual in that role. Likewise, the grants and finance position can provide direct support to the individual in the Finance Chief role.

During emergency events or EOC activations, this organizational structure provides for a better line of communication between Department Heads and County Leadership related to several issues such as:

- Activation or deactivation of Disaster Service Workers.

- Transitioning to and from a Departmental Operations Center.

- Collaboration between County Leadership, Department Heads, and the Emergency Management Director.

The reorganization of the Office of Emergency Management will require new job descriptions and class and compensation reviews for each position. A high-level comparison of the required qualifications of similar positions in the region shows some discrepancy in pay of the Marin County employees as compared to those outside of the county. Based on comments in the interview process, one of the issues for employees is the lower pay scales as many have reportedly left Marin County for other counties largely due to the difference in compensation. In terms of job descriptions, the intent is for each position to have a focal point such as planning or training and education to ensure these functions are properly addressed. It does not mean these positions should operate in a silo; they should be a part of the entire emergency management system. For example, Sonoma County identified 7 planners in their organization, but they also identified these same planners are also the trainers. In fact, most of the agencies surveyed indicated their personnel have additional roles.

To provide additional clarity, the following table provides an outline of the proposed positions. Included are some, not all, of the primary responsibilities for each of the positions in the realigned organization.

Proposed Position	FTE	Primary Duties (Proposed Position)
Director of Emergency Management	1.0	• Manages the day-to-day operations of the OEM including planning, policy and budget items • Oversees the work of OEM staff. • Leads technical and operational assignments such as the Alert and Warning system and WebEOC platform. • Serves as the EOC director when it is activated
Planning Coordinator	1.0	• Provides technical support to the OEM including writing plan elements, modifications and maintenance of the EOP, COOP, and THIRA plans. • May assist with training and exercises related to the operational plans.
Mitigation and Recovery	1.0	• Provides technical support to the OEM including writing plan elements, modifications and maintenance of the Multi-Jurisdictional Hazard Mitigation Plan and the Marin County Operational Area Recovery Plan. • Works with other jurisdictions and the County in the implementation of mitigation strategies outlined in the plan. • May assist with training and exercises related to mitigation and recovery plans.
Grants and Finance	1.0	• Manages grant applications, funding, and reporting for awarded grants. • Assists with audits of grants and end of year reporting. • Seeks and submits applications for other grants that may be available for Emergency Management functions.
Training and Education	1.0	• Leads all training and exercise efforts for the County related to Emergency Management. • Assists with the technical and operational assignments such as the Alert and Warning system and Web EOC platform.
Public Outreach	1.0	• Provides public education opportunities to the general public. • Provides support to CERT/NRG programs. • Provides public education to local businesses about their response and recovery efforts.
Public Information Officer	1.0	• Spokesperson for the OEM • Provides public information during EOC activations, disasters or other large events.

		• Provides backup and support to the Alert and Warning Systems.
Administrative Assistant (new position)	1.0	• Provides administrative support to the OEM

There are other considerations in the development of these positions. One consideration is the assignment of the duty officer role. A duty officer must be assigned 24 hours a day and the capability to respond should the need arise after hours. This type of function is best served through a rotation of three or more personnel as it spreads the on-call out to alleviate any over burden on one or two people. Designating the length of time to a week or a month also helps to alleviate the burden. This role is typically assigned to individuals in a more senior role, who has a working knowledge of emergency management. Traditionally, this assignment would be compensated with a stand-by or on-call stipend.

Additionally, given the size of the organization and to create redundancy, there will need to be flexibility in the assignment of some responsibilities. The small size of the department does not warrant a dedicated assistant director position. For example, in the event of an absence, the planning coordinator may be asked to step up as the Director of Emergency Services. Previously, there was a Director of the EOC identified as a separate position from the Director of Emergency Services. In the new organization, the Director of Emergency Management is the Director of the EOC in an activations as their functions mirror each other.

In terms of positions, while all of the positions will now report to the Director of Emergency Management, they should not all have the same classification and pay scale. Some of the positions will require more knowledge and experience and some are more technical than others. For example, the planning coordinator is required to have the knowledge, skills, and abilities to write, organize, and interpret the various plans for the county. However, the public outreach position is more of a position of communications rather a position that demands technical emergency management expertise. Likewise, the training and education coordinator not only needs to understand how an adult learns but also the technical aspects of emergency management. It is suggested that the Planning Coordinator and the Mitigation and Recovery position are classified in a higher position than the remaining positions in the department.

Accreditation

The Emergency Management Standard began development in 1997 with the final document completed in 2002. The Emergency Management Accreditation Program

(EMAP) manages the document and was recognized in 2008 as a Standard Developing Organization by the American National Standard Institute (ANSI). This standard addresses a variety of emergency management program elements to include prevention, mitigation, planning, and incident management. It is on a three-year revision cycle.

Similar to other standards and accreditation processes, the program identifies performance measurements and objectives an agency should meet. For example, the EMAP program stipulates the need for a Hazard Mitigation Program and outlines, in part, some of the attributes. It does not outline the format for the report nor does it stipulate the revision cycle, but it does stipulate a schedule is in place.

The process includes a self-assessment of the organization. This allows staff the opportunity to address each of the criteria and provide evidence of the accomplishments to meet the criteria. The next step in the process is an on-site evaluation by peers in the emergency management arena. The peer assessors review and verifies the information provided by the organization. The final step includes a written report to the EMAP Commission for final approval. Accredited status is valid for five years with the organization required to submit annual compliance reports. At the end of the five year period, the process begins again to include the same steps as previously outlined.

Achieving accredited status would provide the county and its residents with the assurance that Marin County Emergency Management meets the ongoing requirements and industry standards. It would provide the impetus for the emergency management organization to continually improve with the updated standards.

Recommendation

As a long-term strategy, Marin County Emergency Management should seek accredited status through the Emergency Management Accreditation Program.

Comparative Survey

To gain insight into the prevailing practices for Emergency Services Departments in peer counties, the project team conducted a comparative survey of selected agencies of comparable size and nature. The survey was designed to develop an understanding of common operational practices, staffing levels, and funding metrics. Eight agencies were contacted, with five agencies that participated and completed an online survey. The data contained in this section was acquired through a combination of contacts made with participating agencies and online research conducted by the project team, including the review of budget documents, relevant government records, and departmental annual reports, as well as the online websites of various agencies. However, online data was limited and in some instances the agency did not fully complete the online survey. The counties were asked to participate through an electronic survey distributed in December 2021.

It is important to stress that the contents and findings of the comparative survey should not be considered recommendations of the overall study, but rather a reflection of current trends and commonalities present in a limited sample of agencies like Marin County Office of Emergency Services.

Comparative Agency Overview

As a basis for comparison, the table below examines various background statistics across each of the counties contacted to participate in the survey, listed in order of population.

Agency	Population	Population Density	Area (sq. miles)	Major City
Sonoma County (CA)	488,863	310.2	1,576	Santa Rosa
Santa Barbara County (CA)	448,229	163.9	2,735	Santa Maria
Monterey County (CA)	439,035	133.8	3,281	Salinas
Thurston County (WA)	294,793	408.3	722	Olympia
Santa Cruz County (CA)	270,861	608.7	445	Santa Cruz
Marin County (CA)	262,321	504.5	520	San Rafael
Butte County (CA)	211,632	129.4	1,636	Chico
Napa County (CA)	138,019	184.5	748	Napa
Deschutes County (OR)	99,178	32.9	3,018	Bend
Average	**294,770**	**275.1**	**1631.2**	

The agencies included in the preceding table vary somewhat by population and square miles. They each have a major city in their respective jurisdictions. Marin County is close to the average for population with a higher population density. Some agencies are referred to as Emergency Management, some are listed as Emergency Services, and one is referred to as the Office of Response, Recovery, and Resilience.

Several agencies in the preceding table did not provide a response to all or some parts of the survey. In the following sections and tables those agencies that did not respond or otherwise provide information are not shown.

Respondents were asked to indicate which of a series of programming and functional areas are provided by their agency.

Agency	Planning	Equipment Cache	Training and Functional Exercise	Communications and Warning Systems	Mitigation and Recovery	Other (please specify)
Butte County (CA)	✓	✓	✓	✓	✓	✓
Marin County (CA)	✓		✓	✓	✓	
Monterey County (CA)	✓		✓	✓	✓	✓
Santa Barbara County (CA)	✓		✓	✓	✓	
Santa Cruz County (CA)	✓	✓	✓	✓	✓	✓
Sonoma County (CA)	✓	✓	✓	✓	✓	✓
Thurston County (WA)	✓		✓	✓	✓	

As a part of the response, agencies were permitted to add other functional areas that were not included in the list. These responses are as follows:

•   Climate Change Resilience and Emergency Management (Santa Cruz County)

•   EOC Readiness and Operations (Monterey County)

•   Finance related to OEM activities to include COOP\COG and EOP (Butte County)

•   Emergency Response Coordination (Sonoma County)

One of the more interesting functional areas is the Climate Change Resilience as that has been identified as an emerging threat to be addressed by emergency management agencies. Three of the agencies indicated they have a cache of equipment to be used in

the event of a response or other event indicating the others are likely relying upon other agencies such as public works and fire departments for these items.

The following table illustrates internal processes such operating procedures and strategic plans.

Organizational Functions

Agency	Standard Operating Procedures	Strategic Plan	Accredited
Butte County (CA)	No	No	No
Marin County (CA)	No	Yes	No
Monterey County (CA)	NR	NR	No
Santa Barbara County (CA)	Yes	Yes	No
Santa Cruz County (CA)	Yes	Yes	No
Sonoma County (CA)	Yes	No	No
Thurston County (WA)	No	Yes	No

Most of the respondents indicated there are standard operating procedures and strategic plans in place. None of the respondents are accredited through the Emergency Management Accreditation Program (EMAP) with Thurston County being the only respondent indicating they were planning to become an accredited agency.

Financial Resources

The following table illustrates the financial resources for the various agencies surveyed according to the per capita cost.

Agency	Fiscal Year	Personnel Budget	Overtime Budget	Operations Budget	Total Budget	Per Capita Cost
Marin County (CA)	FY2022	$840,648	$ -	1,296,678	2,137,326	$8.15
Sonoma County (CA)	FY2022	$2,386,643	$60,050	$804,010	$3,250,703	$6.65
Napa County (CA)	FY2022	$382,113	0	525215	907328	$6.57
Thurston County (WA)	FY2021	$892,497	$ -	166,467	1,873,974	$6.36
Butte County (CA)	FY2021	$430,980	$ -	$624,000	$1,078,098	$5.09
Monterey County, CA	FY2021	$803,606		1,013,474	1,817,080	$4.14
Santa Cruz County (CA)	FY2022	$475,499	$ -	307,517	1,018,825	$3.76
Santa Barbara County (CA)	FY2021	$949,000	$ -	727,100	1,677,000	$3.74
Deschutes County (OR)	NR	NR	NR	NR	NR	$0.00

As noted previously, six of the eight agencies contacted provided information in the online survey. Only five of the eight provided financial data, the rest of the data in the table

was obtained through internet searches for the budget documents. As such, some of the data may be a little skewed as some of the budgets were not as detailed as others. Sonoma County also noted $3,624,729 is included in their budget document that represents grant funding from the Federal Government that is pass through funding and is not included in the budgeted funds in the previous table.

Based on these budget numbers the average per capita cost is $5.56 placing Marin County $2.59 above the average.

Agency Staffing

The following table illustrates the staffing for each of the agencies according to the number Full-Time Equivalents (FTE) per 100,000 population.

Agency	Number of Full-Time Employees	Number of Part-Time Employees	Number of Volunteer Employees	FTE's per 100,000 Population
Sonoma County (CA)	12	3	3	2.8
Thurston County (WA)	7	1	0	2.5
Deschutes County (OR)	2	NR	NR	2.0
Marin County (CA)	5	0	0	1.9
Santa Barbara County (CA)	6	3	0	1.7
Monterey County (CA)	7	0	0	1.6
Santa Cruz County (CA)	4	0	0	1.5
Napa County (CA)	2	0	NR	1.4
Butte County (CA)	2	1	0	1.2
Average	**5.2**			**1.8**

Six of the eight agencies responded to the online survey, the rest of the data was obtained through internet searches. The average full-time staffing is 5.2 people with Marin County at the average with 5 full-time positions. In terms of FTE's per 100,000 population, Marin County is just above the average with 1.9 employees.

Planning

For the planning function, five agencies provided the number of personnel that are assigned to this function. The following table illustrates the staffing for this function according to the number of full-time personnel.

Agency	Full-Time	Part-Time	Volunteer
Sonoma County (CA)	7	2	0
Thurston County (WA)	5	1	0
Santa Cruz County (CA)	2	0	0
Butte County (CA)	1	0	0
Marin County (CA)	1	0	0
Santa Barbara County (CA)	1	0	0

Marin County is on the low end of the number of personnel assigned to the planning function. However, all agencies reported their planning staff, including Marin County, fill dual roles with some being involved in the training and education arena. Other areas include:

- Partner coordination, EOC logistics, grant work, public outreach (Santa Cruz County)

- Training, exercise, grant management, response (Thurston County)

- Finance/Grants (Butte County)

- OEM Duty Officer, Hazard Mitigation Lead, Training support (Santa Barbara County)

- 24/7 duty officers in rotation; emergency warning originators; EOC staff; trainers/exercise leads; agency liaisons; functional and/or hazard-specific subject matter experts. (Sonoma County)

For the training function two agencies provided the number of personnel that are assigned to this function. The following table illustrates the staffing for this function according to the number of full-time personnel.

Agency	Full-Time	Part-Time	Other Roles
Thurston County (WA)	3	0	planning, exercise, response, grant management
Marin County (CA)	1	0	All other areas including response, planning, recovery
Santa Barbara County (CA)	1	0	OEM Duty Officer, Tsunami Lead, Earthquake Country Lead, other jobs as assigned.
Butte County (CA)	0	1	Management
Santa Cruz County (CA)	0	2	EOC management, grants, outreach
Sonoma County (CA)	0	0	Planning staff are also trainers

Marin County has a full-time position for training and exercises that also handles other functions with the Office of Emergency Services. Thurston County and Santa Barbara County have full-time staff for the training function with Butte County and Santa Cruz County having part-time staff to fill the role. Sonoma County indicates all their planning staff are assigned to the training function as needed. Respondents also indicated their training staff fill other roles as noted in the previous table.

Operations

The following table outlines the plans each of the agencies have primary responsibility to prepare and maintain.

Agency	Emergency Operations Plan	Mitigation Plan	Recovery Plan	Continuity of Operations Plan (COOP)	Threat Hazard Identification Risk Assessment (THIRA)
Butte County (CA)	✓	✓	✓	✓	✓
Marin County (CA)	✓		✓	✓	
Santa Barbara County (CA)	✓	✓	✓	✓	✓
Santa Cruz County (CA)	✓		✓		
Sonoma County (CA)	✓	✓	✓	✓	✓
Thurston County (WA)	✓	✓	✓	✓	✓

Butte County identified the Continuity of Government plan and Sonoma County identified a Preparedness Plan as two other plans they had responsibility to complete. Most of the agencies have the same planning responsibility as Marin County.

Training and Exercises

Most of the respondents provided either a training session or an exercise in the past twelve months as illustrated in the following table.

Training and Exercise Programs

Full Scale Exercise	
Butte County (CA)	0 - However, we did activate the EOC for the Dixie fire
Santa Barbara County (CA)	0
Santa Cruz County (CA)	0
Thurston County (WA)	none – due to COVID-19
Tabletop Exercise	
Butte County (CA)	2 - One Dam EAP and one pipe explosion response
Marin County (CA)	2 with 24 participants
Santa Barbara County (CA)	1 approximately 75 participants virtually
Santa Cruz County (CA)	1
Sonoma County (CA)	6 (200 pax)
Thurston County (WA)	1 for mass vaccination, about 35 attended
Classroom Training/Courses	
Butte County (CA)	0
Santa Barbara County (CA)	20 with approximately 10 people each course
Santa Cruz County (CA)	0
Sonoma County (CA)	20 (200 pax)
Thurston County (WA)	no classroom training due to COVID-19
Functional Exercise	
Butte County (CA)	0
Santa Barbara County (CA)	0
Santa Cruz County (CA)	0
Sonoma County (CA)	1 (30 pax)
Thurston County (WA)	none – due to COVID-19
Other (please specify)	
Santa Barbara County (CA)	Participated in multiple exercises from other organizations but did not complete our own with the focus still on COVID.

While the COVID pandemic curtailed some of the programs, most of the respondents were able to deliver some of the training and programs including two tabletop exercises in Marin County.

All respondents indicated they take advantage of the educational opportunities at the Emergency Management Institute located in Emmitsburg Maryland. This is a federally funded academy providing training opportunities to local government. Additionally, all but

one agency uses the Homeland Security Exercise and Evaluation Program (HSEEP) as a guideline for a common approach to planning and delivery of training and exercises

Marin County produces a multi-year training and exercise plan. All the respondents indicated they also have multi-year training and exercise plans for their counties.

External Services

Some agencies provide emergency management services to other jurisdictions and/or municipalities.

Survey Question	Butte County (CA)	Santa Barbara County (CA)	Santa Cruz County (CA)	Sonoma County (CA)	Thurston County (WA)	Marin County (CA)
Does your organization provide emergency management services to other municipalities, cities, towns, or other political subdivisions?	Yes	No	Yes	Yes	No	Yes
Do you provide these services through a contract with the municipality, city, town, other political subdivision?	No	N/A	Yes	Yes		Yes
Are these services provided due to a legal requirement such as a state law or regulation?	Yes	N/A	Yes	Yes		No
Do you charge for the services provided?	No	N/A	No	Yes		Yes

As illustrated, two agencies do not provide emergency management services outside their own organization or responsibility area. Of those that do provides services, Marin County and Sonoma County charge a fee to provide those services.

Other areas of emergency management include planning for non-emergency events or the response to smaller, single agency events.

Survey Question	Butte County (CA)	Santa Barbara County (CA)	Santa Cruz County (CA)	Sonoma County (CA)	Thurston County (WA)	Marin County (CA)
Is your organization included or involved in planning of any major events that occur within your jurisdiction?	Yes	Yes	Yes	Yes	Yes	No
If requested, does your organization respond to assist fire departments, emergency medical services, or law enforcement agencies with events that are not within the normal response for emergency management to include fires, multi-casualty incidents, or long-term law enforcement events?	Yes	Yes	Yes	No	Yes	No
Does your organization regularly provide information or other support to other agencies such as public works or the water department as a part of their daily operations?	No	Yes	No	Yes	No	Yes

In planning for non-emergency events, some respondents indicated they are included in the planning efforts while other are not. However, most of the respondents will respond to assist a fire department or law enforcement agency with an event that outside the normal response for emergency management.

Survey Conclusion

While the responses were somewhat limited with a small sample size and only partial responses by some agencies, the agencies included in the survey are similar to Marin County. Based on the results there are some conclusions that can be drawn from the responses to provide opportunities for improvement in Marin County.

- The cost per capita in Marin County is higher than those agencies included in the survey.

- Marin County does not have a Climate Change program within the Office of Emergency Services and is an emerging threat that will need to be addressed on a local level.

- Staff in Marin County have numerous roles per staff member that will likely impede progress in any one subject area, such as planning or training.

Improvements in Marin County would include focusing staff on one or two roles instead of the three to four or even five roles. This will allow the particular tasks to be completed in a timely manner.