

Orange Section Amateur Radio Emergency Service

Serving the Counties of
Inyo, Orange, Riverside, San Bernardino



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1.0 INTRODUCTION

1.1 Purpose of the Plan

The purpose of the Amateur Radio Emergency Service Emergency Operations Plan (EOP) is to identify and respond to incidents by outlining the responsibilities and duties of Amateur Radio Emergency Service volunteers. Developing, maintaining, and exercising the plan empowers volunteers during an incident to act quickly and knowledgeably. In addition, the plan educates other key stakeholders on their roles and responsibilities before, during, and after an incident. This plan provides stakeholders and other members of the community with assurances that the Orange Section of the Amateur Radio Emergency Service has established guidelines and procedures to respond to incidents/hazards in an effective way.

The developed guidelines and procedures for dealing with emergencies are defined in the plan. The basic plan and the appendixes outline an organized, systematic method to mitigate, prevent, prepare for, respond to, and recover from incidents. Ongoing training of volunteer leadership and ARES units to assess the seriousness of incidents and respond according to these established procedures and guidelines is of the utmost importance as hazards, vulnerabilities, and resources may change over time. Therefore the Orange Section of the Amateur Radio Emergency Service regularly schedules service training for the leadership and member units on emergency procedures.

1.2 Scope of the Plan

The ARES Emergency Operations Plan outlines the expectations of the leadership and member units; roles and responsibilities; direction and control systems; internal and external communications plans; training and sustainability plans; authority and references as defined by local, tribal, State, and Federal government mandates; common and specialized procedures; specific hazard vulnerabilities; response; and recovery.

2.0 THE AMATEUR RADIO EMERGENCY SERVICE

The Amateur Radio Emergency Service (ARES) is the field service organization of the American Radio Relay League (ARRL), a private, non-profit organization for amateur radio operators. ARES began operations in 1935 and is designed to provide emergency communications support to any agency, public or private. ARES may provide support to municipalities, government and non-profit private agencies.

2.1 ARES Mission Statement

The Amateur Radio Emergency Service, a program of the American Radio Relay League (ARRL), offers to its partners at all levels, trained Amateur Radio Service licensees who are skilled in the use of a wide range of emergency and disaster communications techniques and who are committed to supporting our partners' missions in service to the public.

2.2 ARES Vision Statement

The Amateur Radio Emergency Service (ARES), a program of ARRL, the national association for Amateur Radio, is comprised of organized, trained, and identified Amateur Radio operators who augment and support vital communications on behalf of the public through partner agencies and organizations during emergencies and disasters. The Amateur Radio Emergency Service, through its volunteer radio communicators, strives to be an effective partner in emergency and disaster response, providing public service partners at all levels with radio communications expertise, capability, and capacity.

2.3 ARES Strategic Plan

The Amateur Radio Emergency Service operates within the framework of the Strategic Plan as published by the American Radio Relay League in 2018. The Strategic Plan is located in the Appendix.

2.4 Organizational Structure

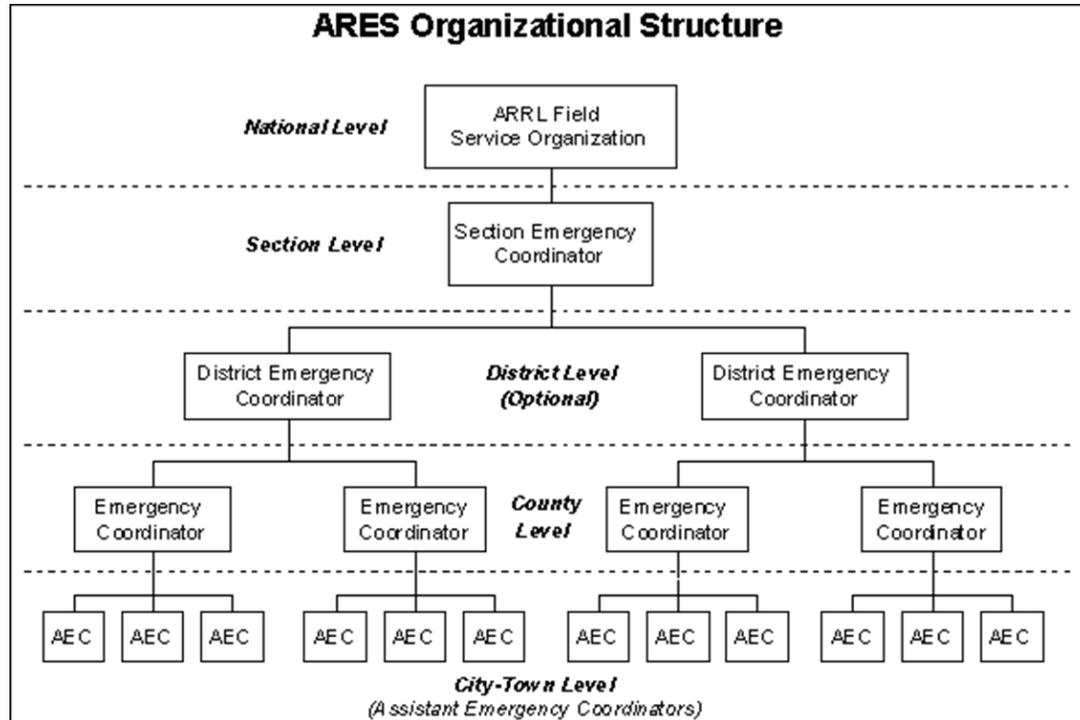
National emergency coordination is under the supervision of the American Radio Relay League (ARRL) Membership and Volunteer Programs Manager. From there, the United States is divided into fifteen Division. Each division is further divided into sections. The Division is made up of five distinct Sections as follows:

- Arizona Section: The State of Arizona
- Los Angeles Section: Los Angeles County
- Orange Section: Inyo, Orange, Riverside, and San Bernardino Counties.
- San Diego Section: Imperial and San Diego Counties.
- Santa Barbara Section: Santa Barbara, San Luis Obispo, and Ventura Counties.

2.5 ARES Leadership Organization Structure

Leadership for the Section is through the Section Manager who is voted into position by the members of the ARRL. The Section Manager (SM) selects the Section Emergency Coordinator (SEC), who appoints District Emergency Coordinators (DEC) and Emergency Coordinators (EC). The DEC and EC in turn select the various assistants (ADEC, AEC) to aid them in the functioning of their particular ARES group.

ARES EMERGENCY / DISASTER RESPONSE PLAN



Orange Section Amateur Radio Emergency Service is comprised of volunteer groups of amateur radio operators who come together for the common purpose of providing emergency communications service to public safety and public health agencies and communities. Groups also are formed to support Homeowner Associations, CERT Teams, and individual neighborhoods. Some Orange Section ARES volunteers are lone operators that are able to serve in the capacity of a Net Control station when needed.

2.6 Levels of Membership in ARES

2.6.1 Level I

This is the primary level for those who choose a non-leadership role as well as those new to amateur radio or emergency communications. Introductory training is conducted by the local ARES group to meet their needs and those of their served agency or partners. This training could be formal or informal, and would introduce the ARES participant to the fundamentals of emergency communications and provide instruction on how participants are to conduct themselves while serving in the field or otherwise activated.

2.6.2 Level II

In addition to Level I requirements, participants shall have completed the following courses:

- ARRL's EC-001 Introduction to Amateur Radio Emergency Communications
- The most current of the following FEMA courses:
- IS-100 Introduction to the Incident Command System, ICS-100
- IS-200 Basic Incident Command System for Initial Response
- IS-700 An Introduction to the National Incident Management System
- IS-800 National Response Framework, An Introduction

2.6.3 Level III

This level of training prepares ARES participants to take on leadership positions within ARES and other designated position in the ARES program. In addition to the Level II requirements, participants are required to complete:

- ARRL's EC-016, Emergency Communications for Management
- FEMA Professional Development Series of Courses (Seven FEMA/EMI Independent Study Courses).

Participants are also encourage to complete the following two FEMA courses

- ICS-300, Intermediate Incident Command system
- ICS-400, Advanced ICS Command and General Staff-Complex Incidents.

2.7 Situation Overview

2.7.1 County Summary

2.7.1.1 General Population:

Currently the Orange Section supports a population of approximately 7,250,000.

- Inyo: 18,546
- Orange: 3,010,232
- Riverside: 2,189,641
- San Bernardino: 2,035,210

2.7.1.2 Geographical area:

Orange Section is comprised of the four counties for a total of 38,583 square miles.

- Inyo: 10,227 sq. mi.
- Orange: 948 sp. mi.
- Riverside: 7,303 sq. mi.
- San Bernardino: 20,105 sp. mi.

2.8 Individual County Information

Information regarding evacuation routes, shelter locations, natural and manmade hazards may be found within the individual county emergency plans in the Appendix. Designated staff members (SEC, DEC, EC) should be familiar with these locations.

2.9 Hazard Analysis Summary

The Orange Section is exposed to many hazards, all of which have the potential for disrupting communities, causing casualties, and damaging or destroying public or private property.

2.9.1 Surrounding Hazards

The four counties that reside within the Orange Section are exposed to a wide range of hazards as outlined in more detail within each county's emergency operation plan located in the Appendix. Hazards with the highest probability, and in fact those that reoccur annually, are wildfires and floods. The most destructive of the listed hazards are earthquakes. Although these occur daily, any one occurrence has the possibility to become catastrophic. Refer to Table I for a list of current hazards.

2.9.2 High Priority Hazards

Table II briefly discusses the Orange Section's high-priority hazards including flood, severe storm, fire, chemical, intruder, civil disturbance, and terrorism. The rating of Severity and Probability is from 1 least probable, to 4 most probable and grouped by types of hazard; Natural, Agricultural, Man-made, Medical and then the ARES Response Probability from least to most probable.

ARES EMERGENCY / DISASTER RESPONSE PLAN

Table I Hazards

Hazard	How and Why Identified
Airline/Airport Emergencies	History of events and the presence of a large number of airports and flight paths within the four county Section.
Civil Unrest	Vulnerability due to number of public gathering venues.
Dam Failure	Vulnerability due to presence of a relatively large number of dams.
Earthquakes	History of events and the presence of fault lines and geologic activity in the four county Section.
Extreme Weather	History of events.
Hazardous Materials Incidents	History of events and the presence of a large number of transportation corridors and Hazardous Materials Facilities in the Section.
Highway Emergencies	History of events and the presence of a large number of transportation corridors.
Jails and Prisons Incidents	Vulnerability due to presence of State and County correctional facilities.
Landslides	History of events.
Pandemic	Due to urban expansion there is an increasing probability of health related emergencies.
Pipeline/Aqueduct Incidents	History of events and the presence of a large number of various pipelines within the four county Section.
Power Outage	History of events.
Rail line Emergencies	History of events and the presence of a large number of rail transportation corridors.
Terrorism	Heightened sense of awareness since September 2001.
Toxic pollution	Vulnerability due to presence of pollution in air, water, and soil.
Tsunami	History of events from countries bordering the Pacific Ocean that can cause damage and flooding along coastal regions of Orange County.
Wildfire	History of events and the presence of a large number of rivers and channels in the four county Section.

ARES EMERGENCY / DISASTER RESPONSE PLAN

Table II, High Priority Hazards

Hazard	Severity 1-4	Probability 1-4	ARES Response Probability 1-4
Natural Hazards			
Earthquake	4	3	4
Wildland fire	3	4	4
Flood	3	3	4
Drought	3	3	3 Fire Watch
Landslides	2	2	4
Tsunami	3	3	4
Extreme Weather	2	4	4 SkyWarn reporting
Severe Wind	3	3	4 SkyWarn reporting
Agricultural			
Disease/Contamination	3	4	1
Agricultural Terrorism	4	4	1
Man-Made			
Pipeline/Aqueduct	4	3	4
Dam Failure	4	2	4
Transportation	4	4	2
Power Outage	3	4	4
Hazmat Accidents	3	3	3
Terrorism/Active Shooter	4	4	1
Civil Unrest	3	2	1
Jail/Prison Event	2	3	1
Medical			
Pandemic	4	3	1

2.10 Preparedness, Prevention, and Mitigation Overview

Preparedness is achieved and maintained through a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action. Ongoing preparedness efforts require coordination among all those involved in emergency management and incident response activities. Orange Section ARES fosters preparedness at all levels including lone volunteers through SEC. Examples of preparedness actions include maintaining this plan, conducting training, planning and implementing drills and exercises.

Prevention includes actions, when serving in active service as ARES, to avoid an incident or to report/notify authorities to stop an incident from occurring. Orange Section ARES is committed to taking proactive prevention measures whenever possible to protect the safety of volunteers and community citizens. Our policy requires all volunteers to display identification when in active service as ARES.

Mitigation includes activities to reduce the loss of life and property from natural and/or human-caused disasters by avoiding or lessening the impact of a disaster and providing value to the public by creating safer communities. Orange Section ARES volunteers may report/notify authorities to reduce or eliminate the adverse effects of natural, technological, and human-caused hazards on people and property.

2.11 Planning Assumptions

Stating the planning assumptions allows the Orange Section ARES to deviate from the plan if certain assumptions prove not to be true during operations. The Section's EOP assumes:

- The community will continue to be exposed and subject to hazards and incidents described in the Hazard Analysis Summary, as well as lesser hazards and others that may develop in the future.
- A major disaster could occur at any time, and at any place. In many cases, dissemination of warning to ARES group volunteers and implementation of increased readiness measures may be possible; however, some emergency situations occur with little or no warning.
- A single community incident (e.g., fire, gas main breakage) could occur at any time without warning and the ARES volunteer in that community cannot, and should not, wait for direction from the local EC. Action is required immediately to save lives and protect property.
- Following a major or catastrophic incident, any ARES volunteer may have to rely on their own resources to be self-sustaining for up to 72 hours or more.

- Outside assistance from nearby ARES Mutual Assistance Teams (ARESMAT) will be available in most serious incidents. However, because of the extended time to request and dispatch external assistance in major incidents, it is essential for the local volunteer to be prepared to carry out the initial incident response until ARESMAT volunteers arrive.
- Maintaining the Orange Section ARES EOP and providing frequent opportunities for stakeholders (volunteers, served agency representatives, public safety agencies, etc.) to exercise the plan can improve the ARES's readiness to respond to incidents.
- A spirit of volunteerism among community members will result in their providing assistance and support to incident management efforts.

2.12 Planning Limitations

It is the intention of the Orange Section ARES that no guarantee is implied by this plan of a perfect incident management system. As personnel and resources may be overwhelmed, ARES can only endeavor to make every reasonable effort to manage the situation, with the resources and information available at the time.

3.0 *CONCEPT OF OPERATIONS*

3.1 ARES Activation

Clubs and groups that provide ARES are to follow the activation protocol of their respective served agency and or bylaws.

Individual ARES members are self-activating. It is understood that when an emergency situation occurs, those in the affected area will be aware of the emergency. Individual ARES members within the affected area tune their equipment to the local net repeater frequency. If that repeater is not operable they are to utilize the output frequency of the repeater in simplex mode and announce that they are an active ARES. This will allow other amateur operators that may use the local repeater and outside the affected area to receive messages from inside the affected area.

Local net repeater frequencies may be VHF or UHF. Other frequencies that may be utilized are those frequencies that are used by ARES in regularly scheduled HF nets, which include the 40m and 80m frequencies. Refer to the ARES Nets listing in the Appendix for a list of frequencies to use. It is these frequencies that will be used when activating.

The ARES volunteer will tune to the necessary frequency and announce that they are an active ARES and assume the position of net control. In development of this function the following is adhered to by all ARES groups:

- Conduct regularly scheduled nets to allow for volunteers to check their equipment.
- Conduct regularly scheduled nets to allow for volunteers to serve as the net control station.
- Develop appropriate, ongoing training for all volunteers at all levels.
- Conduct periodic drills and other emergency response actions (such as search and rescue, communications, and damage assessment) to train volunteers and demonstrate to community members ARES capabilities. Simple drills should be held once a quarter; more complicated drills should be held once or twice a year.
- Provide training programs to ensure that volunteers are aware of, and properly trained to follow, the local ARES group plan and the emergency response procedures.

3.2 Emergency Response

As a result of the 1991 East Bay Hills fire, the Petris Bill was passed to improve emergency response in California. Effective January 1, 1993, Section 8607 of the *California Government Code* requires that state and local governments, and special districts, respond to disasters using the Standardized Emergency Management System (SEMS). By December of 1996, each responding organization must use SEMS or risk losing state assistance funds for emergency response-related personnel costs. Using SEMS also includes planning, training, and exercising [*California Code of Regulation* _2400-2450].

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After the terrorist attacks of September 2001, President Bush created the Department of Homeland Security and signed into law Homeland Security Presidential Directive – 5, requiring the use of the National Incident Management System (NIMS). NIMS require that each organization understands and uses the following:

- The Incident Command System, a method of organizing any emergency response effort into five basic functions: command, planning/intelligence, operations, logistics, and finance/administration.
- An Emergency Operations Center (or Incident Command Post in the field), the staff of which is organized according to the same five functions as the Incident Command System.
- Coordination of the Emergency Operations Center with the Operational Area (county) Emergency Operations Center, or with city Emergency Operations Centers and/or Riverside County Offices of Education, as needed.
- Incorporation of SEMS, NIMS, and ICS into all plans, training, and exercises.
- Documentation of the use of SEMS, NIMS, and ICS in planning, training, exercising, and during an actual emergency.

Although ARES is not a state or local government nor special district, volunteers are required to complete ICS and NIMS training.

3.3 Disaster Service Workers

California Government Code Section 3100 declares that public employees are disaster service workers, subject to such disaster service activities as may be assigned to them by their superiors or by law. The term public employee includes all persons employed by the state or any county, city, city and county, state agency or public district, excluding aliens legally employed. This law applies in the following cases: 1) when a local emergency has been proclaimed, 2) when a state emergency has been proclaimed, or 3) when a federal disaster declaration has been made.

The law has two ramifications: a) public employees may be pressed into service as Disaster Service Workers by their superiors and may be asked to do jobs other than their usual duties for periods of time exceeding their normal working hours; and b) in those cases, their Workers' Compensation Coverage becomes the responsibility of state government (OES). Their overtime pay, however, is paid by the employer. These circumstances apply only when a local or state emergency has been declared.

ARES volunteers not serving under the auspicious of a State or Local government are NOT Disaster Service Workers and are not covered under the State's Workers' Compensation insurance. ARES volunteers may be sworn in as Disaster Service Workers during a crisis by a local government official at the officials discretion. No ARES volunteer should place themselves in harms way while serving in an ARES capacity.

4.0 ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

4.1 The Emergency Operations Center

The Emergency Operations Center is traditionally a physical location. Within which it operates under the Incident Command System framework. However, with radio, there is no physical location where all members of the command staff, during an activation, would locate themselves and manage an incident. Therefore for an ARES operation that operates outside of a traditional physical EOC, the EOC becomes virtual, yet still operates within the ICS framework by activating nets and sub-nets, as needed, in support of an incident.

4.2 ARES on the Ground

ARES members provide emergency communications support to virtually any agency and jurisdiction. ARES moves information from the affected area by ARES members on the ground in the affected area to other members and agencies both inside and outside of the affected area. Information may also be transmitted via local frequencies to ARES members using HF frequencies to move traffic onto the National Traffic System (NTS). Emergency communicators monitor those frequencies during times of crisis and can be ready to relay information and/or assume the position of net control.

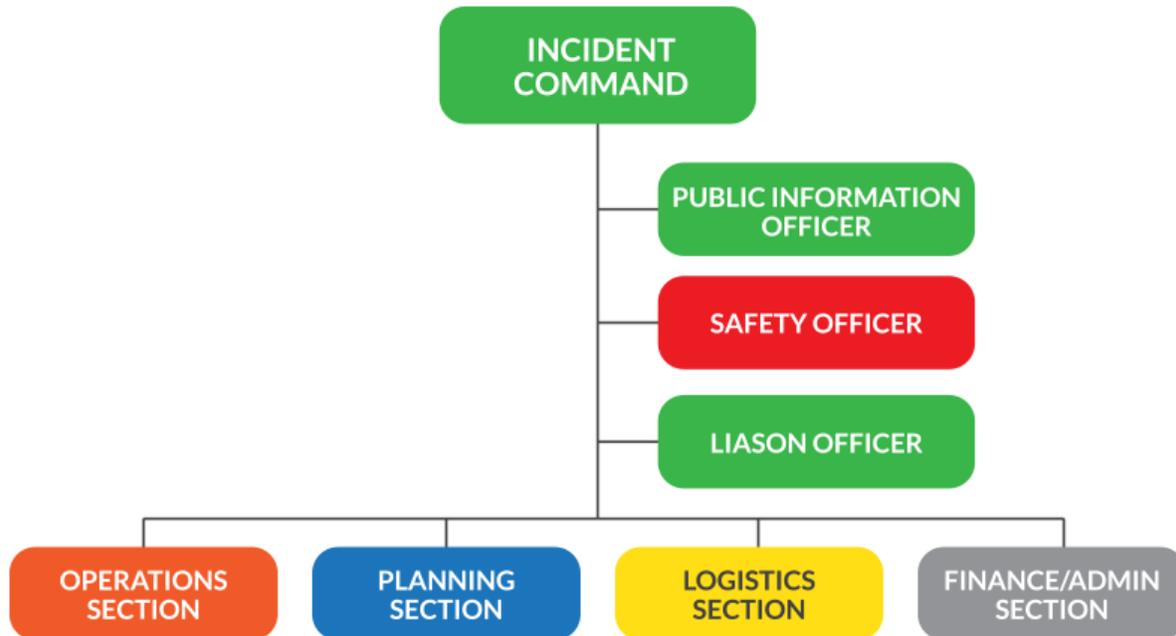
5.0 DIRECTION, CONTROL, AND COORDINATION

5.1 Incident Command System (ICS)

The Incident Command System (ICS) is a standardized, all-hazards, incident management concept. This concept enables a coordinated response among various jurisdictions and agencies. The ICS establishes common processes for planning and management of resources. This allows for integration within a common organizational structure.

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The Incident Commander is delegated the authority to direct tactical on-scene operations until a coordinated Unified Command management framework can be established with local authorities. The Policy Group is responsible for providing the Incident Commander with strategic guidance, information analysis, and needed resources.



5.2 Command Staff

5.2.1 Incident Commander:

Directs the incident management activities using strategic guidance provided by the Policy Group.

Responsibilities and duties include:

- Establish command
 - Begin appointing ICS positions on the air.
- Ensure staff safety.
 - Remind volunteers that ARES does NOT deploy. Operate from where you are unless you are directed to deploy.
- Assess incident objectives.
- What are your Served Agency or Community's needs?

- Implement the Incident Action Plan.
- Coordinate overall efforts.
 - Monitor the effectiveness of nets. Add sub-nets as needed.
- Maintain a manageable span of control.
- Authorize release of information.

5.2.2 Public Information Officer:

The Public Information Officer is a member of the Command Staff. This individual may need to be located at the Incident Command Post (ICP) or wherever the Joint Information Center (JIC) is. The primary responsibility is to relay information to the media.

Specific responsibilities include:

- Stay in contact with the Incident Commander.
 - Know how to contact the IC.
- Establish a relationship with the media.
- Maintain communication with media.
- Prepare information for release to the media.
 - Maintain a relationship via the JIC.
- Monitor media for emergency information.
- Inform staff, client population and public.
 - Do no broadcast. Maintain relations with the JIC.
- Brief the Incident Team Chiefs.
 - Briefings should be held at regular intervals via voice or digital means (WinLink).

5.2.3 Safety Officer

The main focus of the Safety Officer is volunteer safety. A main part of field safety is familiarity with the geographic area. The Safety Officer should not rely on the internet for mapping as access to the internet could be unavailable during an incident. Paper maps, such as from a map book or separate maps available from the Automobile Club

should be on-hand. The Safety Officer should also develop a relationship with the community's Public Works Department personnel.

Specific responsibilities include:

- Ensure that all personnel follow the highest safety standards.
 - Remind field personnel to maintain typical Field Day precautions.
- Assist evacuations.
 - Monitor Operations Net(s).
- Become familiar with facility and surrounding area.
 - Know your surroundings and served agency facilities.
- Maintain communication with site and/or field operations.
- Effect closure of dangerous areas.
 - Monitor public safety frequencies and inform Operations and the IC.
- Prepare and track personnel injury reports.

5.2.4 Liaison Officer

The third staff member of the Command Staff. This individual manages volunteers and other agencies.

Specific responsibilities include:

- Update the IC as requested and as needed.
- Maintain communication with outside agencies.
- Maintain communication with volunteer agencies.
- Maintain communication with other sites.
- Manage volunteers as they arrive/get on the air.
- Update available resource list as needed.

5.3 General Staff

5.3.1 Operations Chief

The Operations Chief oversees the field work of those volunteers within an affected area or near ground zero.

Specific responsibilities include:

- Direct and coordinate with site operations.
 - Work with the served agency.
- Ensure safety of operations staff.
 - ARES does not deploy unless requested.
- Carry out the Incident Action Plan.
 - Fulfill the Served Agency communications needs.
- Keep the IC informed.
 - Situation updates via digital mode(s) (WinLink, FLDigi, etc.)
- Request resources through the IC.
- Release resources through the IC.

In the absence of a particular served agency, Operations will serve the communities needs by transmitting situational reports to the local government agency in a RACES mode.

5.3.2 Logistics Chief

Supports incident management operations by securing and providing needed personnel, equipment, facilities, resources, and services required for incident resolution; coordinating personnel; assembling and deploying volunteer teams; and facilitating communication among incident responders. This function may involve a major role in an extended incident.

Specific responsibilities include:

- Locate and provide facilities.
- Locate and provide storage.
- Locate and provide personnel.
- Locate and provide supplies/materials.
- Provide support to other amateur radio operations.
- Keep Planning and IC informed.

The Logistics Chief should build a relationship with local VOAD(s).

5.3.3 Planning & Intelligence Section Chief:

Collects, evaluates, and disseminates information needed to measure the size, scope, and seriousness of an incident and to plan appropriate incident management activities.

Specific responsibilities include::

- Assist Incident Commander in the collection and evaluation of information about an incident as it develops (including site map and area map of related events), assist with ongoing planning efforts, and maintain incident time log.
 - Monitor nets.
- Evaluate information.
- Disseminate information.
 - Maintain communications with Operations and the IC.
- Track and manage all available resources.
 - Maintain communications with the Liaison and Logistics Chiefs.

5.3.4 Finance & Administration Section Chief:

Oversees the tracking of all response efforts. Served agencies and local governments need to know what emergency communications volunteers have provided at the conclusion of an incident.

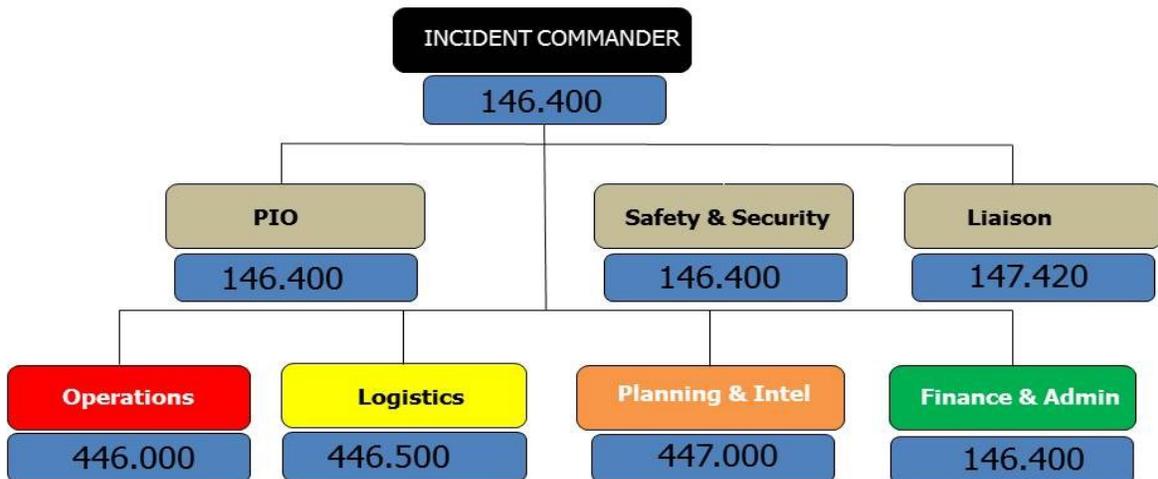
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Specific responsibilities include:

- Track and document personnel injuries.
- Track and document damage.
- Track and document personnel time.
- Track and document materials bought.
- Track and document materials distributed.

5.4 ICS Organizational Chart for On-The-Air Operations

Shown in the ICS organizational chart below is an example of simplex frequencies that could be assigned to the different ICS positions. Each ARES group, or groups, would necessarily use frequencies that make sense for the area and/or served agency.



ICS Organization Comms Example

6.0 RECOVERY

Incident recovery is a central component of a comprehensive disaster program. The primary objectives of recovery are to restore communities, or in some ARES situations served agencies, to pre-disaster levels, promote the health, safety and welfare of the population, protect property, and regulate the operations of the served agency or community following a disaster. The key to successful recovery is preparation.

ARES may continue operations well after a disaster has been controlled and the recovery process begun. Communications backup may be required until all needed communications for the community, region, or served agency had been restored and/or our communications capabilities are no longer required.

There are four components of recover:

- Physical/structural
- Business continuity
- Restoration of academic learning
- Psychological/emotional

ARES could support various agencies during the recovery phase of a disaster, during that time between disaster stabilization and the restoration of infrastructure and return to normal, or near normal, daily activities.

7.0 CONTINUITY OF OPERATIONS

Continuity of Operations (COOP) is a program that ensures continued performance of essential functions across a full range of potential emergencies, be they natural or man-made, when a significant interruption of services occurs following a severe disaster.

ARES could support various agencies for COOP phase of a disaster, during that time between disaster stabilization and the restoration of infrastructure and return to normal, or near normal, daily activities.

APPENDIX

County Emergency Plans

[Inyo County](#)

[Orange County](#)

[Riverside County](#)

[San Bernardino County](#)

ARES Plans and Training

[ARES Strategic Plan](#)

[ARES Plan](#)

[ARRL ARES Standardized Training Task Book](#)