

Executive Summary



Unified San Diego County Emergency Services Organization and County of San Diego Operational Area Emergency Operations Plan September 2014



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**UNIFIED SAN DIEGO COUNTY
EMERGENCY SERVICES ORGANIZATION
&
COUNTY OF SAN DIEGO
OPERATIONAL AREA EMERGENCY OPERATIONS PLAN**

Background

The San Diego County Operational Area (OA) was formed in the 1960's to assist all of the cities and the County in developing emergency plans, exercising those plans, developing Mutual Aid capabilities between jurisdictions and, in general, establishing relationships that would improve communications between jurisdictions and agencies. The OA consists of the County and all jurisdictions within the county.

The Operational Area (OA) Emergency Operations Plan (EOP) is for use by the County and all of the cities within the county to respond to major emergencies and disasters. It describes the roles and responsibilities of all county departments (including many city departments), and the relationship between the County and its departments and the jurisdictions within the county.

The Cities are encouraged to adopt the OA EOP as their own, with modifications as appropriate for their city. The Plan is updated every four years, or as necessary, by the Office of Emergency Services (OES) and the Unified Disaster Council (UDC) of the Unified San Diego County Emergency Services Organization.

The Plan

The Basic Plan

The Basic Plan portion of the OA EOP contains information on the OA and lists all of the hazards that our county is susceptible to. Those hazards include but are not limited to:

- Earthquake
- Flooding
- Drought
- Dam Failure
- Nuclear-related incidents
- Water, Gas or Energy Shortage
- Terrorism
- Tsunami
- Wildland Fire
- Urban Fire
- Transportation Accidents
- Hazardous materials incidents
- Landslides

The County of San Diego and the cities within the county have continued to coordinate emergency management services and disaster response activities. The cities within the County are dues paying members of the Unified San Diego County Emergency Services Organization.

Overview

The OA consists of 19 jurisdictions that range in population from several thousand to over 1,000,000, with a total estimated population over 3.2 million. To foster a regional approach, the cities and County joined together in 1961 to form an OA and entered into a Joint Powers Authority (JPA). The JPA establishes procedures and protocols for assisting one another in the event of a disaster or major emergency exceeding the capabilities of any single jurisdiction.

An OA is defined as a County and each of its political jurisdictions, including special districts. The UDC is the policy making body for the Unified Organization, and OES is staff to the UDC.

The OA EOP was developed in accordance with the State mandated Standardized Emergency Management System (SEMS) and the Federal mandated National Incident Management System (NIMS). SEMS and NIMS are based on the Incident Command System and the Multiple Agency Coordination System, both of which have been used by first responders and emergency managers for years.

The OA EOP is designed to be used by individual jurisdictions within the OA for the development of their own emergency plans. In some cases, with minor modifications as appropriate, the OA EOP can be used as the basis for city plans.

Purpose

The OA EOP describes a comprehensive emergency management system which provides for a planned response to disaster situations associated with natural disasters, technological incidents, terrorism and nuclear-related incidents. It delineates operational concepts relating to various emergency situations, identifies components of the Emergency Management Organization, and describes the overall responsibilities for protecting life and property and assuring the overall well-being of the population. The plan also identifies the sources of outside support which might be provided (through mutual aid and specific statutory authorities) by other jurisdictions, state and federal agencies and the private sector.

The plan cites authorities and references to support the plan and has five objectives:

1. To provide a system for the effective management of emergency situations.
2. To identify lines of authority and relationships.
3. To assign tasks and responsibilities.
4. To ensure adequate maintenance of facilities, services and resources.
5. To provide a framework for adequate resources for recovery operations.

The Annexes

The Plan is complete with 16 functional annexes. These annexes are:

Annex A	Emergency Management
Annex B	Fire and Rescue Mutual Aid Operations
Annex C	Law Enforcement Mutual Aid Operations
Annex D	Mass-Casualty Operations
Annex E	Public Health Operations
Annex F	Department of the Chief Medical Examiner Operations
Annex G	Care and Shelter Operations
Annex H	Environmental Health Operations
Annex I	Communications and Warning Systems
Annex J	Construction and Engineering Operations
Annex K	Logistics
Annex L	Emergency Public Information
Annex M	Behavioral Health Operations
Annex N	(Not Assigned)
Annex O	Animal Services
Annex P	Terrorism
Annex Q	Evacuation

The Recovery Annex, formerly Annex R, has been extracted from this revision of the OA EOP, and will become a standalone Recovery Plan.

A. Annex A - Emergency Management

The Emergency Management Annex describes the OA Emergency Operations Center (EOC) and the positions and activities within the OA EOC. It states that if a disaster occurs in the unincorporated area of the county, the County of San Diego Chief Administrative Officer (CAO) will direct the emergency as the Director of Emergency Services. If the disaster or emergency occurs in more than one jurisdiction, the CAO will serve as the Coordinator of Emergency Services and will coordinate resources. The coordination or direction will be carried out at the Operational Area EOC.

The EOC is divided into six sections:

- (1) Policy
- (2) Operations
- (3) Planning
- (4) Information/Intelligence
- (5) Logistics
- (6) Finance/Administration

Under NIMS, the sections are designed to be flexible and scalable for any incident, and the OA EOC has been modified to suit the needs of the OA. The OA EOC closely mirrors the Incident Command System with minor modifications as necessary. Communications between the field, the OA EOC, and jurisdictional EOCs occurs bilaterally and vertically between established reporting structures and levels of government.

Annex A also outlines the priorities for emergency management and describes how these

OA EOC supports the OA response, including the information sharing process which is critical to effective incident management.

Annex A also discusses local Proclamations of Emergency and contains sample proclamations of emergency for both cities and the County.

B. Annex B - Fire and Rescue Mutual Aid Operations

Annex B is devoted to Fire and Rescue Operations. Most fires can be handled by the first responding agency and there are a number of mutual aid agreements, both written and unwritten between fire agencies. Some of the agreements even call for Automatic Aid, meaning that when a first alarm is given, a neighboring fire department is sent at the same time or instead of the primary Department.

Any fire department can request assistance from other fire departments throughout the county simply by requesting those assets through the Zone Coordinator to the OA Fire and Rescue Coordinator (California Department of Forestry and Fire Protection), also known as CAL FIRE. The Zone Coordinator will work with the OA Fire and Rescue Coordinator to request needed resources and prepared to receive and utilize the mutual aid provided.

The OA Fire and Rescue Coordinator is responsible for coordination of all fire and rescue resources within the OA on major mutual aid operations, and evaluates requests for assistance from local agency and determines the resources from the OA which can provide the most timely assistance and initiates appropriate response thereof. Not only can the OA Fire and Rescue Coordinator request strike teams and other resources from fire departments within the OA, but can make requests for resources from fire departments throughout the State of California.

The annex also describes the County-owned resources available to conduct fire and rescue operations, including the communications capabilities that exist among fire agencies.

C. Annex C - Law Enforcement Mutual Aid Operations

The Law Enforcement Mutual Aid Operations Annex addresses the many different local, state, federal and tribal law enforcement entities that work together to provide security to the region during normal operations as well as during times of disaster. The annex also addresses the mechanism for coordinating these agencies into a collaborative response when law enforcement mutual aid is required in the OA. It also describes the use of military forces for mutual aid.

Requesting and activating law enforcement mutual aid is the responsibility of the San Diego County Sheriff's Department as the OA Law Enforcement Mutual Aid Coordinator. The Sheriff serves as the OA Law Enforcement Coordinator, and if the Sheriff determines there are insufficient resources within the OA, he/she will contact the Regional Law Enforcement Mutual Aid Coordinator (Region VI).

The Sheriff is the Director of law enforcement activities for the unincorporated areas of San Diego County, and those cities that have contracted with the Sheriff for law enforcement. He/she is the Mutual Aid Coordinator for law enforcement resources in the

incorporated cities.

When mutual aid is activated, supporting agencies will respond to a central law enforcement staging area for assignment. In general, law enforcement will assist with such activities as law enforcement, evacuations, traffic control/direction, scene security, search and rescue operations (if appropriately trained) and a variety of activities that fall within the purview of a law enforcement officer.

D. Annex D - Mass-Casualty Operations

Annex D is the annex that is exercised and used most often. It is routinely used in traffic accidents with more than five or ten injuries and is used in exercises throughout the year by all of the hospitals to meet accreditation requirements. County Health and Human Services Agency (HHSA) Emergency Medical Services (EMS) is responsible for the update and revisions to Annex D.

Annex D identifies the system of Base Hospitals, trauma facilities and satellite hospitals in the OA. It also defines the role of paramedics, emergency medical technicians, hospital personnel, law enforcement, fire and hazardous materials specialists, among others. It defines communications links between the field, the hospitals, and the EMS Department Operations Center (Medical Operations Center) (DOC (MOC)). It also describes the National Disaster Medical System (NDMS) which can be activated in the event of a major emergency where the number of injured exceeds local capabilities.

E. Annex E - Public Health Operations

Annex E describes the roles and responsibilities of the Public Health Divisions of the County HHSA, including Public Health Nurses, the Public Health Lab and various other divisions. Annex E also describes the roles of departments within the Land Use and Environment Group (LUEG).

Annex E describes how HHSA and LUEG are responsible for health/medical and environmental mitigation of impact or potential impact resulting from Public Health emergency/disaster.

The primary missions of Public Health Operations include preventative health measures and communicable disease control, and these activities align with the operations listed under State of California Emergency Function (EF) - 8 and Federal Emergency Support Function (ESF) - 8 in response to a public health and/or medical disaster, or potential incident requiring a communication and coordination with State and Federal response agencies.

F. Annex F – Department of the Chief Medical Examiner Operations

This annex defines the role of the Department of the Chief Medical Examiner during and following a disaster, and discusses statewide Mutual Aid. The San Diego County Department of the Chief Medical Examiner is the agency responsible for investigating deaths primarily resulting from sudden and unexpected causes, and certifying the cause and manner of such deaths, in San Diego County, according to California Government Code Section 27491, and Health and Safety Code Section 102850. With that responsibility, the Medical Examiner also has a role in identifying victims of mass fatality

incidences, and in storage of human remains until final disposition can be made.

When activated, the Medical Examiner will change daily operations to meet the requirements of the emergency. Emergency operations include temporarily expanding the capacity to store human remains, property and evidence, temporary expansion of communication capabilities, especially concerning communicating with the next-of-kin of victims. The Medical Examiner will maintain usual operations, expanding in the necessary areas, with assistance from outside agencies, including use of the California Coroner's Mutual Aid Agreement, depending on the situation, and the US Department of Health and Human Services' Disaster Mortuary Operations Response Teams (DMORT).

Annex F describes the various services the Medical Examiner is responsible for providing during an emergency.

G. Annex G - Care and Shelter Operations

Annex G defines the collective and individual responsibilities of County and/or City governments and non-governmental agencies responding to or acting in support of mass care and shelter operations.

County HHSA, in coordination with the American Red Cross (ARC), is the lead agency for coordinating care and shelter; however, in San Diego County, mass care services may be provided by a combination of any one of the following agencies: ARC, County of San Diego, local governments and/or faith-based organizations.

This annex describes the roles and responsibilities of each agency/organization identified as having a role in mass care and shelter, and describe the response relationships between each agency/organization. This annex addresses the various populations who may need mass care and sheltering assistance and identifies how these individuals will be provided for.

H. Annex H - Environmental Health Operations

Annex H provides for a coordinated Environmental Health response to actual or potential public and environmental health problems associated with disasters.

Environmental Health Operations include appropriate actions to prepare for, respond to, and recover from a threat to public health, welfare, or the environment caused by actual or potential natural disasters and/or acts of terrorism. Appropriate general actions can include, but are not limited to: actions to prevent, minimize, or mitigate a hazardous materials release; efforts to ensure food, pool, and housing safety to the community; develop methods and procedures to prevent vector borne disease transmission; to ensure a safe and sanitary potable water supply; and to determine actions to contain and prevent contamination to the groundwater of waste water releases.

This annex describes the roles and responsibilities of the Department of Environmental Health and its subdivisions, and support of State and Federal agencies.

I. Annex I – Communications and Warning Systems

This annex addresses the communications and the Alert and Warning systems that are

currently in place in the Operational Area. The OA has 19 jurisdictions (18 incorporated cities and one unincorporated area), numerous special districts and many military facilities which support a number of communications systems. In addition to common carrier communications (wired and cellular) networks, the OA has developed robust interagency and interoperable wireless voice and data communications capabilities.

The County of San Diego and most of the jurisdictions within the OA participate in the Regional Communications System (RCS). This 800 MHz public safety trunked radio network provides voice communications coverage over the entire OA. The RCS network provides access to conventional mutual aid / interoperability frequencies that can be used to communicate with non-member agencies when there is a need to coordinate information and / or operations.

This annex also addresses the role of the Sheriff's Department Communications Division Services division in providing communications support and services to the OA EOC.

J. Annex J - Construction and Engineering Operations

This annex defines the role of public works departments at the County and city levels. This annex is structured to provide public works and engineering-related support for the changing requirements of domestic incident management to include preparedness, response, recovery, and mitigation actions.

Activities within the scope of this function include conducting pre-incident and post-incident assessments of public works and infrastructure; executing emergency contract support for life-saving and life-sustaining services; providing technical assistance to include engineering expertise, construction management, and contracting and real estate services; and providing emergency repair of damaged public infrastructure and critical facilities.

This annex also describes the general guidelines for other key external support agencies when responding to various emergencies outside of the direct control of the County.

K. Annex K - Logistics

Annex K describes the functions carried out within the Logistics Section of the OA EOC, including the requesting and procurement of resources, and donations management. This annex also describes the roles and responsibilities of Logistics Section personnel.

Additionally, this annex addresses internal and external coordination of resource support, as well as logistical mutual aid from State and Federal partners.

L. Annex L - Emergency Public Information

This annex describes the method for providing the most efficient, accurate, and complete dissemination of public information. It describes the role of the Operational Area Media Team as the lead for conducting public information operations from the OA EOC.

This annex also addresses the OA need for coordinated information among all jurisdictions, agencies, and organizations.

This annex describes the roles and responsibilities of the members of the Operational Area Media Team, their role in the OA Joint Information Center (JIC), and the communications tools available to public information officers.

M. Annex M - Behavioral Health Operations

This annex describes the role of the Behavioral Health Division of HHSA during emergencies. Behavioral Health Services (BHS) are provided to mitigate the effects of acute and longer-term threats to the mental health of the population and to maintain the mental health and safety of responders. Services may include crisis counseling and psychological first aid, and other services to relieve mental health and/or substance abuse problems caused or aggravated by a disaster or its aftermath.

This annex addresses the roles and responsibilities of County Behavioral Health personnel in the field and at the OA EOC. BHS personnel provide support and assistance to both disaster workers and people in shelters.

N. Annex N

Annex N is not assigned at this time.

O. Annex O - Animal Services

This annex describes the emergency operations role of the County of San Diego Department of Animal Services (DAS) and the other animal control and animal care agencies in the OA. The Animal Control Mutual Aid Agreement, among and between the County of San Diego and the Cities in the county, provides for an Operational Area-wide animal control program.

This annex provides for the management and coordination of animal control activities, including but not limited to the planning, evacuation, sheltering and reunification of animals and owners in San Diego County during any natural and/or man-made disaster.

P. Annex P - Terrorism

This annex provides a summary of the Terrorist Incident Emergency Response Protocol. This protocol defines the framework for developing and sustaining a comprehensive and integrated approach addressing terrorism in the OA. It is a blueprint for the development of OA efforts for responding to and combating terrorism, with special emphasis on terrorist acts employing weapons of mass destruction (WMD) such as nuclear, biological or chemical (NBC) terrorism in addition to conventional weapons (bombs).

Q. Annex Q - Evacuation

The OA Evacuation Annex is intended to be used as a template for the development of other jurisdictional evacuation plans and will support or supplement the evacuation plans prepared and maintained by each local jurisdiction.

The OA Evacuation Annex describes how emergency managers will cooperate and the decisions they will have to make and implement to respond to a disaster that requires an evacuation of residents and their pets. This annex outlines strategies, procedures,

recommendations and organizational structures that can be used to implement a coordinated evacuation effort in the OA.