

Unified San Diego
County Emergency
Services Organization
And
County Of San Diego

Operational Area
Emergency Plan

ANNEX Q

Evacuation

October 2010

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Unified San Diego County Emergency Services Organization

ANNEX Q

Evacuation

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Annex Q Evacuation

I. General

This San Diego County Operational Area (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. This Annex outlines strategies, procedures, recommendations, and organizational structures that can be used to implement a coordinated evacuation effort in the San Diego OA. In addition, this Annex provides general estimates on the number of residents within each jurisdiction of the OA that may potentially be impacted by specific hazards and need to evacuate, the number of residents that may require sheltering or transportation assistance, and the estimated number of pets that may need to be accommodated in an evacuation effort to assist in decision making processes. This Annex also provides hazard specific considerations, general evacuation transportation routes and capacities, countywide shelter capacities, resources available locally and through mutual aid, and special needs considerations.

The development of this Evacuation Annex was initiated through the establishment of an Evacuation Steering Committee, consisting of various jurisdictions, agencies, and disciplines in the OA. The Committee was instrumental in developing an Evacuation Planning Workshop that was conducted by San Diego County Office of Emergency Services (OES) on September 28th, 2006. Nearly 80 representatives from local, State, and Federal agencies, as well as those from OA jurisdictions attended and participated in this workshop. The purpose of the workshop was to determine the overall scope and assumptions of the OA Evacuation Annex, identify current and past evacuation planning efforts, identify evacuation planning needs, prioritize planning issues, and propose plan development recommendations.

To further define and evaluate strategies and considerations associated with this Annex, six Steering Committee meetings were conducted subsequent to the workshop, and the decisions, concepts, and strategies developed from these meetings are incorporated into this Annex.

This Evacuation Annex provides a framework for the County of San Diego to coordinate and respond to a Level II (moderate) evacuation scenario. For the purposes of this Annex, a Level II evacuation is defined as an evacuation effort that impacts two or more communities within the OA, where the evacuation distance between the impacted site and the “safe zone” generally does not exceed 30 miles, and the evacuation efforts generally do not extend beyond the OA boundaries. Although this Annex focuses on a Level II evacuation effort, additional considerations for a Level III (catastrophic) evacuation scenario are provided in Appendix A.

Command and Control

Any large-scale response to an incident, including those resulting in the evacuation of more than two impacted communities, will need to be coordinated through the OA Emergency Operations Center (EOC) operating under a Unified Command. The Coordinator of Emergency Services will coordinate the overall multi-jurisdictional evacuation effort and the OA Law Enforcement Coordinator will be responsible for coordinating OA-wide evacuation activities. This coordination

will be accomplished in the OA EOC with the involved jurisdictional EOCs and the Sheriff's Department Operations Center. Evacuation operations in the field will be conducted by law enforcement agencies, highway/road/street departments, and public and private transportation providers.

In addition, it is critical that jurisdictional EOCs coordinate evacuation efforts with the OA EOC to ensure potential conflicts are conciliated. This may involve phasing community evacuation efforts or the allocation of critical resources.

Communications

Inter-jurisdictional and inter-agency coordination will be conducted through the Incident Command Posts, OA EOC, San Diego County Medical Operations Center, jurisdictional EOCs and Department Operations Centers utilizing available communications equipment and infrastructure. Situational awareness will be supported through data-sharing systems such as WebEOC to expedite the transfer of information regarding the status of the incident. Activation, coordination, and use of the Joint Information Center will be initiated as soon as possible following an incident. The OA Joint Information Center will function to coordinate information to the media. All information released to the public regarding the incident will be cleared by Public Information Officers in the Joint Information Center. Real-time informational updates regarding evacuation routes, evacuation points, shelter capacities, and other essential information will be provided to evacuees en-route through emergency radio stations, 5-1-1 (Nationwide Travel Information), and Changeable Message Signs. All communication efforts will follow the protocols established under the San Diego Urban Area Tactical Interoperable Communications Plan and Annex I, Communications, of the Operational Area Emergency Plan.

Transportation

The primary mode of transportation that will be used during jurisdictional evacuation efforts will be privately owned automobiles. The OA will use available resources, Memorandums of Understanding and Agreement (MOUs/MOAs) with public and private transportation agencies, and mutual aid to procure, coordinate, and provide adequate means of transportation for those people that do not own or have access to automobiles, have disabilities which limit their transportation options, or have other special needs.

Primary evacuation routes consist of the major interstates, highways, and prime arterials within San Diego County. Local jurisdictions will work with the OA EOC, law enforcement officials, California Department of Transportation (Caltrans), California Highway Patrol (CHP), Public Works, and other applicable agencies/departments to identify evacuation points and transportation routes. In addition, transportation points will be identified to collect and transport people without transportation resources to evacuation points.

It is critical that modes of available transportation are identified that can help evacuate people with disabilities during an emergency. Transportation needs to be made available that can accommodate personnel in wheelchairs, scooters, or other mobility aids. Some potential options can be the use of lift-equipped school buses or vans. People that are blind or have poor vision will also need additional assistance because they can no longer rely on their traditional

orientation and navigation methods. Buses will most likely be the primary resources used to evacuate special needs populations. Each bus can accommodate two wheelchairs. It is also essential that local jurisdictions establish and maintain working relationships with public and private agencies that serve the transportation-dependent populations.

Sheltering Considerations

Local jurisdictions will work with law enforcement agencies to identify and establish evacuation points. These evacuation points will serve as temporary safe zones for evacuees and will provide basic needs such as food, water, and restrooms. Some evacuation points may be converted into shelter locations if necessary. Care and shelter operational procedures are outlined in Annex G of the Operational Area Emergency Plan.

All shelters should be Americans with Disabilities Act compliant throughout the facility to ensure persons with disabilities can access all amenities. All potential shelter sites should be assessed for parking, accessibility, and restroom accommodations to determine if these sites are compliant with the Americans with Disabilities Act.

Care and Protection of Animals

The Pets Evacuation and Transportation Standards Act of 2006 amends the Stafford Act, and requires evacuation plans to take into account the needs of individuals with household pets and service animals, prior to, during, and following a major disaster or emergency.

The San Diego County Department of Animal Services has plans in place to transport and shelter pets in a disaster under Annex O of the Operational Area Emergency Plan including the Animal Control Mutual Aid Agreement. Animal Control Officers, the San Diego Humane Society, and private animal care shelters will assist in the rescue, transport, and sheltering of small and large animals. MOUs need to be formalized with other agencies/organizations, especially for the transportation of large animals, such as horses. In addition, potential volunteer resources and private groups should be identified and tracked in WebEOC. Only non-emergency resources and personnel, such as public and private animal services agencies, will be used to rescue and transport animals during an evacuation effort.

It is assumed that residents that have their own means of transportation will evacuate with their small household pets. Residents that do not have access to vehicles will need to secure their pets in cages or carriers as they arrive at the transportation points. Animal Control Officers will work with animal services agencies and volunteers to develop an animal tracking methodology. If these residents do not have the required cages or carriers, they will be asked to secure their animals in their homes. This strategy places responsibility upon individual owners and will require a public education component that informs the public that carriers, cages, or trailers will be required for pet evacuations and recommends that pet owners microchip their animals for identification purposes. It is recognized that owners may refuse to evacuate their homes if they are required to leave their pets behind. Individual jurisdictions will need to identify strategies to address pet evacuations.

II. Introduction

The devastation caused by Hurricane Katrina, in 2005, has elevated the importance of evacuation planning as a key element of emergency management. Accordingly, there is an increasing recognition across the United States of the need for formal plans on how to evacuate communities and areas that have been or are likely to be stricken by disasters. Moreover, in 2006, Congress issued H.R. 2360, Department of Homeland Security Appropriations Act, which states, in part that; *“It is imperative all States and Urban Area Security Initiative grantees ensure there are sufficient resources devoted to putting in place plans for the complete evacuation of residents, including special needs groups in hospitals and nursing homes, or residents without access to transportation, in advance of and after such an event, as well as plans for sustenance of evacuees.”*

Evacuation is a process by which people are moved from a place where there is immediate or anticipated danger to a place of safety, offered appropriate temporary shelter facilities, and when the threat to safety is gone, enabled to return to their normal activities, or to make suitable alternative arrangements.

Although the San Diego County Operational Area (OA) has never faced an area-wide evacuation, analysis of County hazard profiles indicates that an evacuation effort involving thousands of individuals and impacting multiple communities is highly possible. For example, the October 2003 Southern California Firestorm wildfires became the largest firestorm in California’s history, forcing thousands of people from the OA to evacuate to temporary shelters.

A large scale evacuation is a complex, multi-jurisdictional effort that requires coordination between many disciplines, agencies, and organizations. It is also only one element of the larger disaster and incident response effort. Emergency services and other public safety organizations play key roles in ensuring that an evacuation is effective, efficient, and safe. In order to establish a framework for implementing a well-coordinated evacuation in the OA, the San Diego County Office of Emergency Services (OES) has developed this Evacuation Annex as an Annex to the Operational Area Emergency Plan.

Purpose

This 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. This Annex outlines strategies, procedures, recommendations, and organizational structures that can be used to implement a coordinated evacuation effort in the San Diego OA. In addition, this Annex provides general estimates on the number of residents within each jurisdiction of the OA that may potentially be impacted by specific hazards and need to evacuate, the number of residents that may require sheltering or transportation assistance, and the estimated number of pets that may need to be accommodated in an evacuation effort to assist in decision making processes. This Annex also provides hazard specific considerations, general evacuation transportation routes and capacities, county-wide shelter capacities, resources available locally and through mutual aid, and special needs considerations.

Methodology

The development of this Evacuation Annex was initiated through the establishment of an Evacuation Steering Committee, consisting of various jurisdictions, agencies, and disciplines in the OA. The Committee was instrumental in developing an Evacuation Planning Workshop that was conducted by San Diego County OES on September 28th, 2006. Nearly 80 representatives from local, State, and Federal agencies, as well as those from OA jurisdictions attended and participated in this workshop. The purpose of the workshop was to determine the overall scope and assumptions of the OA Evacuation Annex, identify current and past evacuation planning efforts, identify evacuation planning needs, prioritize planning issues, and propose plan development recommendations.

The overall goals of the workshop were to:

- Ensure that evacuation activities are effectively coordinated within the OA;
- Ensure stakeholder consensus and support of the county-wide and cross-jurisdictional evacuation planning concepts;
- Identify considerations and challenges of special needs populations;
- Encourage cross-jurisdictional and cross-agency collaboration;
- Achieve agreement regarding appropriate evacuation and shelter-in-place strategies, tactics, and triggers; and
- Ensure that effective evacuation communication processes and procedures are in place to coordinate multi-jurisdictional evacuations.

To further define and evaluate strategies and considerations associated with this Annex, six Steering Committee meetings have been conducted and the decisions, concepts, and strategies developed from these meetings are incorporated into this Annex. The Steering Committee consisted of the following agencies:

- San Diego/Imperial Counties Chapter, American Red Cross
- County of San Diego Health and Human Services Agency
- City of San Diego Office of Homeland Security
- Coronado Fire Department
- San Diego City Fire & Rescue
- County of San Diego OES
- San Diego Sheriff
- San Diego City Police

In addition, existing evacuation plans have been researched to identify evacuation best practices and lessons learned, determine the major components of a comprehensive evacuation plan, and analyze and evaluate current practices and strategies. An important document that was reviewed in this process was the *Catastrophic Hurricane Evacuation Plan Evaluation: A Report to Congress* published by the U.S. Department of Transportation in cooperation with the

U.S. Department of Homeland Security on June 1, 2006. This report provided review criteria and recommendations for evacuation plans based on lessons learned from Hurricane Katrina.

State and Local Guide 101: Guide for All-hazard Emergency Operations Planning, was also used to develop the overall structure and content of this Annex. *Attachment E – Evacuation of this Guide*, provides an overview of recommended situations, assumptions, and concepts and that should be considered in the development of an evacuation plan.

Situation and Assumptions

Situation

The OA is exposed to many hazards, all of which have the potential for disrupting communities, causing damage, and producing casualties. Dam failure, earthquake, flooding, tsunami, wildfire, and terrorism were identified by San Diego OES as the most plausible hazards to affect San Diego; all of which may require an evacuation of several communities within the OA. Table 1-1, on the following page, outlines the six hazards which may require an evacuation in the OA and the jurisdictions which are most likely to be affected by these hazards.

Assumptions

The following assumptions were established in development of this Annex:

- This Annex was developed for a Level II (moderate scale) evacuation scenario and will be activated when two or more communities within the OA are impacted by an evacuation. Additional considerations for a Level III (catastrophic) evacuation scenario are provided in Appendix A.
- For the purposes of this Annex, the evacuation distance between the impacted site and the “safe zone” generally does not exceed 30 miles, and the evacuation efforts generally do not extend beyond the OA boundaries.
- The OA has adopted the National Incident Management System and Standardized Emergency Management System and will follow the National Incident Management System and Standardized Emergency Management System principles and structures for evacuation-related activities.

**Table 1-1
 Major Hazards in the OA Potentially Requiring an Evacuation**

	Dam Failure	Earthquake	Flood (100 Year)	Tsunami	Wildfire/ Structure Fire (High Risk Probability)	Terrorism
Carlsbad	X	X	X	X	X	X
Chula Vista	X	X	X	X	X	X
Coronado		X	X	X		X
Del Mar	X	X	X	X	X	X
El Cajon	X	X	X		X	X
Encinitas	X	X	X	X	X	X
Escondido	X	X	X		X	X
Imperial Beach	X	X	X	X		X
La Mesa	X	X	X		X	X
Lemon Grove		X	X			X
National City	X	X	X	X		X
Oceanside	X	X	X	X	X	X
Poway	X	X	X		X	X
San Diego	X	X	X	X	X	X
San Marcos	X	X	X		X	X
Santee	X	X	X		X	X
Solana Beach	X	X	X	X		X
Vista	X	X	X		X	X
Unincorporated San Diego County	X	X	X	X	X	X

Adapted from the *Multi-Jurisdictional Hazard Mitigation Plan, San Diego County, CA, March 2004*

- Due to the San Diego OA hazard profile, most incidents requiring an evacuation are likely to happen with little or no warning.
- The OA will request and coordinate regional resources under the California Master Mutual Aid Agreement.
- Local jurisdictional plans will be consistent with the assumptions identified in the County of San Diego OA Evacuation Annex.
- If activated, this Annex will complement other jurisdictional evacuation plans and the jurisdictional evacuation plans will be consistent with the OA Evacuation Annex.
- Law Enforcement agencies will be the primary agency for evacuation activities with other agencies playing supporting roles.
- The OA Emergency Operations Center (EOC) will coordinate regional evacuation efforts.
- A decision to evacuate will be made at the local jurisdiction level with regional collaboration considerations.
- Terrorist incidents, as opposed to natural disasters, can occur at any location within the San Diego OA and there is no way to precisely estimate the potential number of individuals affected prior to such an incident.
- Ground and air transportation routes will generally be the primary means of evacuation in the San Diego OA. Over-water evacuations may be considered on an individual basis by each jurisdiction.
- Major ground transportation corridors in the San Diego OA will be used as primary evacuation routes during an evacuation effort.
- The San Diego OA should generally plan on not receiving Federal Emergency Management Agency (FEMA) assistance for possibly as long as 96 hours after an incident.
- Major ground transportation infrastructure within the San Diego OA will remain largely intact following an incident.
- Most people at risk will evacuate when officials recommend that they do so.
- In most emergency situations, the majority of evacuees (80 percent) will seek shelter with relatives or friends or in commercial accommodations rather than in public shelter facilities. Approximately 20 percent of evacuees will require public shelter assistance. These numbers are based on *State and Local Guide 101*. Table 1-2, provides estimates for individuals in each of the OA jurisdictions who will be potentially exposed to major hazards and may require public shelter assistance.
- Some individuals will refuse to evacuate, regardless of the threat.
- Most evacuees will use their personal vehicles to evacuate; transportation

will need to be provided to evacuees without access to personal vehicles.

- According to the U.S. Census Bureau's 2003 estimates (the latest available), 7% of households in San Diego metropolitan statistical area do not have access to a car, truck, or van for private use. Individuals in these households will require transportation assistance. In addition, a number of special needs populations will require transportation assistance.
- The decision to evacuate or shelter-in-place will be made based on the specifics of the incident. Factors such as characteristics of the populations affected, capacity to move or shelter people, roadway conditions, health and safety issues, and the duration of sheltering will be instrumental in making the decision to evacuate or to shelter-in-place.
- Naturally-occurring and man-made outbreaks of infectious disease will require only a small scale evacuation (e.g., several buildings)

Table 1-2
Individuals in OA Potentially Exposed to Major Hazards and May Require Public Shelter Assistance

	City of Carlsbad	City of Chula Vista	City of Coronado	City of Del Mar	City of El Cajon	City of Encinitas	City of Escondido	City of Imperial Beach	City of La Mesa	City of Lemon Grove	City of National City	City of Oceanside	City of Poway	City of San Diego	City of San Marcos	City of Santee	City of Solana Beach	City of Vista	Unincorporated County of San Diego
Dam Failure																			
Exposed Population	4,324	13,083	0	1,814	969	1,016	86,360	4,897	1,337	0	1,895	29,816	2,527	135,234	1,584	44,595	665	772	38,004
Shelter Estimates	865	2,617	0	363	194	203	17,272	979	267	0	379	5,963	505	27,047	317	8,919	133	154	7,601
Earthquake																			
Exposed Population	77,889	173,491	24,189	4,389	94,531	58,015	133,666	26,849	53,856	26,114	54,081	160,421	48,054	1,223,503	63,000	52,439	12,766	89,926	410,798
Shelter Estimates	15,578	34,698	4,838	878	18,906	11,603	26,733	5,370	10,771	5,223	10,816	32,084	9,611	244,701	12,600	10,488	2,553	17,985	82,160
Flood (100 Year)																			
Exposed Population	3,439	6,112	1,469	1,032	3,562	1,398	11,304	1,347	29	280	2,702	16,487	3,986	49,530	2,751	3,286	594	4,113	19,807
Shelter Estimates	688	1,222	294	206	712	280	2,261	269	6	56	540	3,297	797	9,906	550	657	119	823	3,961
Tsunami																			
Exposed Population	1,162	802	26,000**	1,021	0	704	0	72	0	0	258	1,506	0	25,578	0	0	521	0	533
Shelter Estimates	232	160	5,200	204	0	141	0	14	0	0	52	301	0	5,116	0	0	104	0	107
Wildfire/Structure Fire (High Risk Probability)																			
Exposed Population	3,302	1,208	0	43	41	1,068	2,332	0	326	0	0	1,942	4,826	16,351	4,598	3,007	0	852	16,015
Shelter Estimates	660	242	0	9	8	214	466	0	65	0	0	388	965	3,270	920	601	0	170	3,203

Adapted from the *Multi-Jurisdictional Hazard Mitigation Plan, San Diego County, CA, March 2004*

* Based on the assumption that 20 percent of exposed population will require a public shelter (per State and Local Guide 101), **Based on numbers obtained from www.coronadovisitorcenter.com

Authorities

Planning and response considerations associated with evacuation procedures are complex and must account for existing local, State, and Federal legislation and plans. This 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 following statutes and plans are applicable to this Annex:

Federal

1. National Incident Management System
2. 42 U.S.C. §§ 5121-5206 The Robert T. Stafford Disaster Relief and Emergency Assistance Act, P.L. 93-288, as amended – Provides means by which the federal government may supplement state and local resources in major disasters or emergencies where those state and local resources have been or will be overwhelmed.
3. 5 U.S.C. 5709, 5725, 5922, 5923 – Federal employees and their dependents may receive assistance if they must be evacuated.
4. 6 U.S.C. 317 – The role of FEMA includes evacuating disaster victims.
5. 15 U.S.C. 7301, 7307-7308 – National Construction Safety Teams must evaluate technical aspects of evacuation procedures and recommend research.
6. 42 U.S.C. 5195a – Emergency preparedness activities include non-military civilian evacuation and evacuation of personnel during hazards.
7. 42 U.S.C. 7403(f)(2) – Computer models for evacuation must be periodically evaluated and improved.
8. 42 U.S.C. 9601(23) – Temporary housing and evacuation of threatened persons are to be included in the scope of hazardous substance removal.
9. 42 U.S.C. 11003 – Emergency plans completed by local emergency planning committees (LEPCs) must include evacuation plans.
10. 42 U.S.C. 11004(b)(2) – Owners of facilities where a hazardous chemical release occurs must provide information on precautions to be taken, including evacuation.
11. 46 U.S.C. 70104(b) – Secretary of Transportation must establish incident response plans for facilities and vessels that include evacuation procedures.
12. P.L. 108-458, §7305, 118 Stat. 3848 – Congressional finding made that private and public sector emergency preparedness activities should include an evacuation plan.
13. H.R. 3 (109th Congress) Sec. 1304 (a) Signed by President George W. Bush on August 10, 2005 – Evacuation routes may be included as components of the National Highway System under the high priority corridor designations.
14. National Response Plan – Sets forth the roles and responsibilities of federal and certain non-federal entities after catastrophes overwhelm state and local governments.
15. 44 CFR Part 206 – federal disaster relief regulations

16. H.R. 3858 (109th Congress) - To amend the Robert T. Stafford Disaster Relief and Emergency Assistance Act to ensure that State and local emergency preparedness operational plans address the needs of individuals with household pets and service animals following a major disaster or emergency.

State

1. California Constitution
2. Standardized Emergency Management System
3. California Code of Regulations, Title 19, Chapters 1 through 6, including:
 - A. Chapter 1, Standardized Emergency Management System
 - B. Chapter 2, Sub-chapter 1, Individual Family Grant Program
Chapter 2, Sub-chapter 2, Hazardous Substances Emergency Response Training
Chapter 2, Sub-chapter 3, Disaster Service Worker Volunteer Program
Chapter 2, Sub-chapter 4, Dam Inundation Mapping Procedures Regulations
 - C. Chapter 3, Conflict of Interest
Chapter 4, Hazardous Materials, RRIRP
Chapter 4.5, Hazardous Materials, California Accidental Release Prevention Program
 - D. Chapter 5, State Assistance for Fire Equipment Act
 - E. Chapter 6, Disaster Assistance Act Regulations
4. California Department of Water Resources – Flood Fighting: California Water Code, Section 128
5. California Master Mutual Aid Agreement
6. California Fire Service and Rescue Emergency Mutual Aid Plan
7. California Law Enforcement Mutual Aid Plan
8. California Coroners Mutual Aid Plan
9. California Animal Response Emergency System – Organizes and coordinates the response of state agencies in assisting local government and volunteer organizations to address the needs of animals during disasters.
10. Section 8606 of the California Government Code – Requires the OES to enter into a Memorandum of Understanding (MOU) with the California Department of Agriculture to incorporate California Animal Response Emergency System program into their emergency planning.
11. Penal Code §§409, 409.5, 409.6
12. California Emergency Services Act, 2006

Local

1. Unified San Diego County Emergency Services Organization, Fifth Amended Emergency Services Agreement, 2005
2. County of San Diego Emergency Services Ordinance No. 8183, dated December 15, 2002
3. Unified San Diego County Emergency Services Organization, Operational Area Emergency Plan
4. San Diego County Mutual Aid Agreement
5. Public Works Mutual Aid Plan
6. County of San Diego Disaster Debris Recycling and Handling Plan
7. County of San Diego Re-Entry Protocol, September 2004
8. San Diego County Nuclear Power Plant Emergency Response Plan
9. Tactical Interoperable Communications Plan San Diego Urban Area
10. San Diego County Multi-Jurisdictional Hazard Mitigation Plan, March 2004
11. San Diego County Animal Control Mutual Aid Agreement

III. Concept of Operations

Overview

The Evacuation Annex will follow basic protocols set forth in the Operational Area Emergency Plan and the California Master Mutual Aid Agreement that dictate who is responsible for an evacuation effort and how regional resources will be requested and coordinated. The overall objectives of emergency evacuation operations and notifications are to:

1. Expedite the movement of persons from hazardous areas;
2. Institute access control measures to prevent unauthorized persons from entering vacated, or partially vacated areas;
3. Provide for evacuation to appropriate transportation points, evacuation points, and shelters;
4. Provide adequate means of transportation for persons with disabilities, the elderly, other persons with special needs, and persons without vehicles;
5. Provide for the procurement, allocation, and use of necessary transportation and law enforcement resources by means of mutual aid or other agreements;
6. Control evacuation traffic;
7. Account for the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency;
8. Provide initial notification, ongoing, and re-entry communications to the public through the Joint Information Center; and
9. Assure the safe re-entry of the evacuated persons.

This Evacuation Annex provides a framework for the County of San Diego to coordinate and respond to a Level II (moderate) evacuation scenario. For the purposes of this Annex, a Level II evacuation is defined as an evacuation effort that impacts two or more communities within the OA, where the evacuation distance between the impacted site and the “safe zone” generally does not exceed 30 miles, and the evacuation efforts generally do not extend beyond the OA boundaries.

Although this Annex focuses on a Level II evacuation effort, additional considerations for a Level III (catastrophic) evacuation scenario are provided in Appendix A.

Hazard Profiles

As a result of the Evacuation Workshop, it was determined that the OA Evacuation Annex would focus on and provide hazard specific information and considerations for six potential scenarios. These incidents were determined to be the most likely hazards that would require the evacuation of multiple communities with the OA and include:

- A. Dam Failure
- B. Earthquake
- C. Flood (100 Year)
- D. Tsunami
- E. Wildfire/Structural Fire
- F. Terrorism

The 2004 San Diego County Multi-Jurisdiction Hazard Mitigation Plan was used in the development of this Annex to identify the number of people that would potentially be impacted by these hazards and may require shelter assistance in each jurisdiction.

The San Diego County Nuclear Power Plant Emergency Response Plan was also reviewed to understand the procedures that have been established to respond to an emergency at the San Onofre Nuclear Generating Station. The assessment of this Annex indicated that a response to this type of emergency would require a Level I (minor) or Level II (moderate) evacuation effort, due to the fact that there are no residents, schools, or special populations in San Diego County within the identified Emergency Planning Zone (defined as a 10 mile radius of plume exposure). This Annex determined that the only population that would be affected would be those in transit on Interstate-5, non-essential plant workers, and people at the San Onofre State Beach. It is assumed that all of these affected groups would have their own means of transportation. In addition, members of the United States Marine Corps residing on Marine Corps Base Camp Pendleton and their families would follow the directions provided by Camp Pendleton authorities.

National Policy Guidance

In order to enhance the Nation’s emergency preparedness, the President has issued a series of national policy statements called Homeland Security Presidential Directives. The Homeland Security Presidential Directives mandated the development of new national planning documents to provide a detailed framework for local, State, and Federal agencies to prepare and respond to major disasters and events, including evacuations.

Homeland Security Presidential Directive-5 Domestic Incident Management was established to enhance the capability of all levels of government across the Nation to work together efficiently and effectively using a national approach to domestic incident management. This policy mandated the Department of Homeland Security to create the National Incident Management System and National Response Plan.

The National Incident Management System and Standardized Emergency Management System are based on the Incident Command System which is a management system designed to provide a structure for response to any emergency, large or small, and the Multi-Agency Coordination System. Incident Command System is used nationally by many emergency services organizations, and has been in operation for about 20 years.

The National Incident Management System and Standardized Emergency Management System provide a template for an integrated all-hazards approach to incident management. Use of the template enables federal, state, and local governments, as well as private-sector entities, to work together effectively and efficiently to prevent, prepare for, respond to, and recover from actual or potential domestic incidents regardless of cause, size, or complexity.

Decision to Evacuate

Local jurisdictions will generally make the determination on whether to evacuate communities prior to, during, or following an incident on a case-by-case basis. The decision to evacuate will depend entirely upon the nature, scope, and severity of the emergency; the number of people affected; and what actions are necessary to protect the public. In certain circumstances, the County OA may make recommendations on whether a jurisdiction should evacuate and will help coordinate the evacuation effort. However, the OA Evacuation Annex is automatically activated when an incident occurs requiring an evacuation effort that impacts two or more communities within the OA. Activation and termination of this Annex shall be at the direction of:

- A. The County's Chief Administrative Officer in that capacity, or as the OA Coordinator of the Unified San Diego County Emergency Services/Organization;
- B. A designated Assistant Chief Administrative Officer /Deputy Chief Administrative Officer; or
- C. The Director of County OES or a designated representative.

The local governing body, or whomever the local governing body has authorized to issue an evacuation order, is primarily responsible for ordering an evacuation. This authorization can be in the form of an ordinance, resolution, or order that the local governing body has enacted.

The decision on whether to evacuate or shelter-in-place must be carefully considered with the timing and nature of the incident. An evacuation effort involves an organized and supervised effort to relocate people from an area of danger to a safe location. Although evacuation is an effective means of moving people out of a dangerous area, due to its complexity and the stress it puts upon the population, it is considered as a last resort option. Sheltering-in-place is the practice of going or remaining indoors during or following an emergency event. This procedure is recommended if there is little time for the public to react to an incident and it is safer for the public to stay indoors for a short time period rather than travel outdoors. Sheltering-in-place may be a more effective protection measure than an evacuation, especially following a chemical,

radiological, or biological incident. Sheltering-in-place also has many advantages because it can be implemented immediately, allows people to remain in their familiar surroundings, and provides individuals with everyday necessities such as the telephone, radio, television, food, and clothing. However, the amount of time people can stay sheltered-in-place is dependant upon availability of food, water, medical care, utilities, and access to accurate and reliable information.

Sheltering-in-place is the preferred method of protection for people that are not directly impacted or in the direct path of a hazard. This will reduce congestion and transportation demand on the major transportation routes for those that have been directed to evacuate by Police or Fire personnel. See Appendix B for specific sheltering-in-place instructions.

Legal Considerations

Evacuation orders should be issued when there is a clear and immediate threat to the health and safety of the population and it is determined that evacuation is the best option for protection. Evacuation orders should be described as mandatory to promote public cooperation. However, law enforcement will not use force to remove any person who remains within the affected area when directed to evacuate. Annex C of the Operational Area Emergency Plan describes that in 2005, the Chief Legal Counsel for the Sheriff maintained an opinion based on case law that Penal Code Section 409.5 does not authorize forcible or mandatory evacuations. The Chief Legal Counsel stated “without a specific legislative amendment to Penal Code Section 409.5, it would be improper to infer statutory authority to forcibly evacuate people who do not wish to be evacuated, unless their presence in the closed area, resulted from an entry made after the area was closed pursuant to 409.5(a) or 409.5(b).”

Emergency responders should clearly inform people that failure to evacuate may result in serious physical injury or death and that future opportunities to evacuate may not exist. Law enforcement will document the location of people that refuse to evacuate or have these people sign waivers. Once a local jurisdiction orders a mandatory evacuation, it is critical that public information dissemination, transportation, sheltering resources, and security and protection of private property are provided to a level where the public feels evacuation is more desirable than staying behind.

Command and Control

Basic command and control of a multi-jurisdictional evacuation effort in the OA will follow the provisions outlined in the Operational Area Emergency Plan and the California Master Mutual Aid Agreement, as with any emergency or disaster. All jurisdictions within the OA will operate according to the National Incident Management System and Standardized Emergency Management System, and respond utilizing the Incident Command System.

Response to an emergency or disaster is managed at the lowest level possible. Accordingly, local governments have the primary responsibility for evacuation preparedness and response activities and must develop individual evacuation plans or annexes in coordination with their respective Emergency Operation Plans (EOPs). The Standardized Emergency Management System, National Incident Management System, and Incident Command System dictate that response to any incident is initiated by local resources. If the event escalates beyond the

capability of the local jurisdiction or expands to affect multiple jurisdictions, then State, and possibly Federal resources will be requested through the Mutual Aid System and under the National Response Plan.

Any large-scale response to an incident, including those resulting in the evacuation of more than two impacted communities, will need to be coordinated through the OA EOC operating under a Unified Command. The Coordinator of Emergency Services will coordinate the overall multi-jurisdictional evacuation effort and the OA Law Enforcement Coordinator will be responsible for coordinating OA-wide evacuation activities. This coordination will be accomplished in the OA EOC with the involved jurisdictional EOCs and the Sheriff's Department Operations Center. Evacuation operations in the field will be conducted by law enforcement agencies, highway/road/street departments, and public and private transportation providers.

Communications

Inter-jurisdictional and inter-agency coordination will be conducted through the Incident Command Posts, OA EOC, San Diego County Medical Operations Center, jurisdictional EOCs and Department Operations Centers utilizing available communications equipment and infrastructure. Situational awareness will be supported through data-sharing systems such as WebEOC to expedite the transfer of information regarding the status of the incident. Activation, coordination, and use of the Joint Information Center will be initiated as soon as possible following an incident. The OA Joint Information Center will function to coordinate information to the media. All information released to the public regarding the incident will be cleared by Public Information Officers in the Joint Information Center. Real-time informational updates regarding evacuation routes, evacuation points, shelter capacities, and other essential information will be provided to evacuees en-route through emergency radio stations, 5-1-1, and Caltrans Changeable Message Signs.

All communication efforts will follow the protocols established under the San Diego Urban Area Tactical Interoperable Communications Plan and Annex I of the Operational Area Emergency Plan. Re-entry into the impacted communities will follow the procedures outlined in the County of San Diego Re-Entry Protocol. See Section 3 for a more detailed analysis of communication considerations.

Transportation Requirements

The primary mode of transportation that will be used during jurisdictional evacuation efforts will be privately owned automobiles. The OA will use available resources, Memorandums of Understanding and Agreement (MOUs/MOAs) with public and private transportation agencies, and mutual aid to procure, coordinate, and provide adequate means of transportation for those people that do not own or have access to automobiles, have disabilities which limit their transportation options, or have other special needs.

Primary evacuation routes consist of the major interstates, highways, and prime arterials within San Diego County. Local jurisdictions will work with the OA EOC, law enforcement officials, California Department of Transportation (Caltrans), California Highway Patrol (CHP), Public Works, and other applicable agencies/departments to identify evacuation points and

transportation routes. In addition, transportation points will be identified to collect and transport people without transportation resources to evacuation points.

The following major interstates and highways within San Diego County were identified as the primary transportation routes for an evacuation effort:

Interstate 5	Route 75
Interstate 8	Route 76
Interstate 15	Route 78
Interstate 805	Route 94
Route 52	Route 125
Route 54	Route 163
Route 56	Route 905
Route 67	

For more detailed information on transportation strategies, traffic control, transportation resources, and evacuation routes see Section 4.

Evacuation Points and Sheltering

Local jurisdictions will work with law enforcement agencies to identify and establish evacuation points. These evacuation points will serve as temporary safe zones for evacuees and will provide basic needs such as food, water, and restrooms. Some evacuation points may be converted into shelter locations if necessary. Care and shelter operational procedures are outlined in Annex G of the Operational Area Emergency Plan.

Transportation points will also be identified to collect and transport people without transportation resources to evacuation points. These points should be large, well known sites such as shopping centers, libraries, and schools.

Special Needs Populations

The evacuation of individuals who have special needs or are vulnerable pose many difficult challenges with respect to notification, evacuation, emergency transportation, sheltering requirements, and information dissemination.

For the purposes of this Annex, special needs populations include at-risk populations and are defined as people who are elderly; people with disabilities and other medical conditions; people with limited English proficiency; people with hearing and sight impairments; people who are in institutions; and people without access to private vehicles. Locating personnel with special needs is one of the most challenging aspects of this Annex.

Due to liability concerns and the effort required to maintain databases, it was determined that self identification is not an acceptable solution for pre-identifying special needs populations in the San Diego OA for notification purposes. Reverse 9-1-1 and the Community Emergency Response Teams (CERTs) are the best means available for notifying these populations during an evacuation effort.

The traditional types of notification methods may not meet the requirements of personnel who are blind or have poor vision or are deaf or hard of hearing. Notification procedures must include multiple types of methodologies to ensure all segments of the population are provided with the required information. Specific forms of notification can include telephone, television messages with open captioning or sign language, auto-dialed teletypewriter messages, text messages, or email.

It is critical that modes of available transportation are identified that can accommodate people with disabilities during an evacuation. Transportation that can accommodate personnel in wheelchairs, scooters, or other mobility aids needs to be made available. Some potential options can be the use of lift-equipped school buses or vans.

All shelters should be Americans with Disabilities Act compliant throughout the facility to ensure persons with disabilities can access all amenities. All potential shelter sites should be assessed for parking, accessibility, and restroom accommodations to determine if these sites are compliant with the Americans with Disabilities Act.

Care and Protection of Animals

The Pets Evacuation and Transportation Standards Act of 2006 amends the Stafford Act, and requires evacuation plans to take into account the needs of individuals with household pets and service animals, prior to, during, and following a major disaster or emergency.

The San Diego County Department of Animal Services has plans in place to transport and shelter pets in a disaster under Annex O of the Operational Area Emergency Plan including the Animal Control Mutual Aid Agreement. Animal Control Officers, the San Diego Humane Society, and private animal care shelters will assist in the rescue, transport, and sheltering of small and large animals. MOUs need to be formalized with other agencies/organizations, especially for the transportation of large animals, such as horses. In addition, potential volunteer resources and private groups should be identified and tracked in WebEOC. Only non-emergency resources and personnel, such as public and private animal services agencies, will be used to rescue and transport animals during an evacuation effort.

Roles and Responsibilities

The roles and responsibilities of local, County, State, and Federal governments in an evacuation effort are summarized in the following sections. Refer to the Operational Area Emergency Plan for additional information related to County OA emergency management operations. In addition, departments and agencies assigned responsibilities in this Annex are accountable for developing and maintaining Standard Operating Procedures (SOPs) which cover those responsibilities.

Local Jurisdictions

Each incorporated jurisdiction is responsible for developing an evacuation plan or annex as part of their EOP. The decision to order an evacuation will be made by the Incident Commander at the local level based on situational reports. Impacted jurisdictions will be responsible for activating their EOC during an incident and for communicating and coordinating resources with

the OA EOC. If two or more communities are impacted by an evacuation effort, then incident response will be coordinated through the OA EOC under a Unified Command.

County

Annex C of the Operational Area Emergency Plan describes the roles and responsibilities assigned to County Departments during an evacuation effort. The Coordinator of Emergency Services will coordinate an overall multi-jurisdictional evacuation effort. In general, the various County Departments will help coordinate evacuation efforts for the incorporated areas and will direct and conduct evacuation operations for the unincorporated areas of the County of San Diego.

During an evacuation effort, the designated County Evacuation Coordinator is the Sheriff. The Evacuation Coordinator will be assisted by other law enforcement and support agencies. Evacuation operations will be conducted by the County of San Diego Sheriff's Department, Fire and Rescue, County Health and Human Services Agency, Department of Animal Services, Department of Planning and Land Use, Department of Environmental Health, Department of General Services, Department of Public Works, Department of Agriculture, Weights, and Measures, and the Department of Parks and Recreation.

The OA Law Enforcement Coordinator is responsible for coordinating transportation resources and operations on a countywide basis. This coordination will be accomplished in the OA EOC with the involved City EOCs, Department Operations Centers, and the Sheriff's Department Operations Center.

Specific County roles and responsibilities are described below.

Office of Emergency Services

1. Responsible for the development, maintenance, and testing of the OA Evacuation Annex.
2. Coordinate evacuation efforts with local jurisdictions that may be affected by the evacuation.
3. Direct and coordinate resources in support of evacuation efforts.
4. Approve release of warnings, instructions, and other emergency public information related to the evacuation effort.
5. Report situation and damage assessments to the Governor's OES.
6. Maintain expenditure records to facilitate reimbursement.
7. Coordinate and maintain files of all initial assessment reports.
8. Coordinate the development of after-action reports.

Sheriff's Department/Law Enforcement

1. Provide evacuation notification and advisory to unsafe areas.
2. Identify transportation and evacuation points.
3. Coordinate relocation of people to safe areas with other agencies.

4. Search vacated areas to ensure that all people have received warnings.
5. Provide initial field situation reports and updates from field units and Aerial Support to Regional Enforcement Agencies.
6. Contact the American Red Cross for potential and confirmed evacuation and shelter needs of displaced population.
7. Coordinate the provision of transportation resources to special needs populations.
8. Provide traffic control measures for evacuation effort.
9. Provide law enforcement and crowd control measures at transportation points, evacuation points and mass care facilities.
10. Provide security and access control to vacated areas.
11. Request mutual aid assistance from the OA or Regional Law Enforcement Coordinator.
12. Establish traffic control and other measures to permit re-entry into the impacted communities as dictated by the County of San Diego Re-Entry Protocol.

Fire and Rescue Operations

1. Assist with evacuation efforts and medical response.
2. Coordinate rescue operations.
3. Provide fire protection and search and rescue in the vacated areas.
4. Support public safety in evacuation execution.

County Health and Human Services Agency

1. Assist the American Red Cross in providing mass care.
2. Ensure specialized services are provided as required for special needs population groups including the aged and those with disabilities.
3. Assist the American Red Cross in coordination with the Logistics Section of the OA EOC to ensure the transportation of evacuees to and from shelters.
4. Provide care for unaccompanied minors until County shelters are established.
5. Inspect shelters for food safety and sanitation conditions.

Department of Animal Services

1. Direct emergency animal control operations during a disaster within the unincorporated areas and contracted jurisdictions.
2. Coordinate emergency animal control operations during a disaster if more than one jurisdiction is impacted.
3. Develop and implement a system to identify and track animals received during a disaster.
4. Coordinate the transportation of animals to animal care facilities as requested.

Department of Planning and Land Use

1. Work with the Fire Department to conduct damage assessment.
2. Conduct safety assessments and coordinate with FEMA and Cal EMA Damage Assessment Teams.
3. Deem structures safe to re-enter.

Department of Environmental Health

1. Evaluate County facilities for re-occupancy after an emergency, including ventilation systems.
2. Perform health hazard evaluations and provide recommendations to Departments regarding disaster-related issues (including asbestos, lead, mold, etc).
3. Perform drinking water testing.

Department of General Services

1. Inspect and report on the status of communications sites and regional/county facilities.
2. Provide support to OES for the set up of Assistance Centers (Local, Family and Disaster) if located in County owned facilities or in the unincorporated areas.
3. Provide generators for County owned facilities.

Department of Public Works

1. Inspect and report on county roads.
2. Inspect and report on drainage/flood control facilities.
3. Inspect and report on County water and wastewater facilities and other county facilities.
4. At the direction of law enforcement, open and close county roads.
5. Direct debris removal and recycling in the unincorporated areas.
6. Maintain the ALERT Flood Warning System.
7. Perform shelter inspections prior to occupancy.

Department of Agriculture, Weights, and Measures

1. Assist in interagency operations and public information.
2. Assist in Geographic Information Systems (GIS)/Mapping and web pages.
3. Assist in resource ordering and damage assessment.

Department of Parks and Recreation

1. Department of Parks and Recreation may be able to provide use of park space for temporary housing in time of a disaster.

2. All County parks will be available for the evacuated public and large animals at the request of law enforcement.
3. All County parks and community centers will be available for temporary fire recovery centers and programs as requested.

State Agencies

A designated member of the CHP will function as the Cal EMA Mutual Aid Region Movement Coordinator and will coordinate traffic control operations on a region-wide basis. The Movement Coordinator will be assisted by a representative of Caltrans, who will function as the Mutual Aid Region Transportation Coordinator. These coordinators will work between the OA and the State in coordination of resources.

State agencies which may be involved in an evacuation effort include Cal EMA, Caltrans, and CHP.

California Emergency Management Agency

1. Coordinate State and Federal resources to aid in disaster recovery for individuals, families, certain private non-profit organizations, local and state government.
2. Coordinate requests for State and Federal emergency declarations.
3. Participate in damage assessments.
4. Provide environmental/historical, engineering and technical assistance.
5. Administer State and Federal Public Assistance and hazard mitigation grants, including payment and processing.
6. Provide program oversight of other state-administered disaster recovery.
7. Lead community relations elements in times of disaster.
8. Coordinate the establishment of Joint Field Offices, Disaster Resource Centers, and Local Assistance Centers.

California Department of Transportation

1. Provide reports and estimates on state roads, highways and freeways, including all overpasses, underpasses and bridges.
2. Establish and implement long-term closures for detouring and channelization of traffic.
3. Activate Changeable Message Signs to inform motorists of changes in road conditions ahead.

California Highway Patrol

1. Provide initial reports on damage to roads, highways and freeways.
2. Coordinate with Caltrans and local jurisdictions as applicable to barricade or secure unsafe sections of roadway.

3. Assist emergency vehicles and equipment in entering or leaving hazardous areas.
4. Monitor truck traffic to ensure safe transport of debris during debris removal and demolition operations.
5. Coordinate the Interstate traffic during the evacuation.
6. Coordinate re-entry of displaced populations per the County's Re-Entry Protocol.

Federal

The overall responsibility for evacuation rests with local government. However, when local capabilities are no longer sufficient to deal with the incident response, local government, through the OA, will request assistance from the State. If State resources are insufficient, the Governor will request assistance from the Federal Government. The President may declare a major disaster and the National Response Plan, including the Catastrophic Incident Annex may be activated.

Emergency Support Functions provide the structure for coordinating Federal interagency support for Incidents of National Significance. The Emergency Support Function structure includes mechanisms used to provide Federal support to local, State, tribal governments, or to Federal departments and agencies, both for declared disasters and emergencies under the Stafford Act and for non-Stafford Act incidents. Emergency Support Functions are groupings of government and certain private-sector capabilities into an organizational structure to provide the support, resources, program implementation, and services that are required to save lives, protect property and the environment, restore essential services and critical infrastructure, and help victims and communities return to normal, when feasible, following domestic incidents. Per the National Response Plan, each Emergency Support Function has an identified Emergency Support Function coordinator as well as primary and secondary support agencies.

Evacuation efforts by local and State governments would be supported under several Emergency Support Functions, including Emergency Support Function #1 – Transportation, Emergency Support Function #2 – Communication, Emergency Support Function #3 – Public Works and Engineering, Emergency Support Function #3 – Emergency Management, Emergency Support Function #6 – Mass Care, Housing, and Human Services, Emergency Support Function #8 – Public Health and Medical Services, and Emergency Support Function #9 – Urban Search and Rescue.

Community Based Organizations and Private Agency Resources

A. American Red Cross

The American Red Cross was chartered by Congress to be the leading disaster relief organization in the United States. The American Red Cross assumes the role of providing food, shelter, emergency first aid, disaster welfare information, and bulk distribution of emergency relief items. The organization also serves as a support agency for public health and medical services by providing blood, mental health services, and disaster health services, among other support functions. The American Red Cross also feeds emergency workers, handles inquiries from

concerned family members outside the disaster area, provides blood and blood products to disaster victims, provides assistance in locating missing persons, and helps those affected by disaster to access other available resources. The American Red Cross will also work with the San Diego County Health and Human Services Agency in providing mass care.

B. Public and Private Animal Care Agencies

The San Diego Humane Society, Zoological Society, Veterinary Medical Association, Public Animal Control agencies, and private animal care shelters can provide assistance in animal control operations during an evacuation effort which include:

- Assist in the recovery and rescue of animals.
- Provide temporary corrals or trailers for large animals.
- Coordinate the provision of emergency shelters for animals.

C. Utility Agencies

San Diego Gas and Electric (SDG&E), the San Diego County Water Authority, AT&T, and other utility agencies will play vital roles following an incident by assessing utility damage, setting guidelines and priorities for utility restoration, coordinating with local and State governments, and assessing the need for mutual aid assistance.

D. Goodwill Industries

Goodwill Industries will work with OES to coordinate the mobilization and management of spontaneous donations that are made by the public following a disaster.

E. Salvation Army

The Salvation Army may provide recovery assistance through its donations management, mobile feeding, emergency shelter, applicant registration, collection and distribution of clothing and supplies, counseling, and language interpretation.

F. Volunteers

Members of the community will likely show up at the impacted area, evacuation and transportation points, and shelters to volunteer their time and resources to assist in the evacuation effort. Although these people have the best intentions, they can sometimes impede the response progress. It is critical that jurisdictions establish and implement spontaneous volunteer management plans to ensure the efficient and effective use of volunteers. All Spontaneous Volunteer coordination in the OA will be directed through Volunteer San Diego.

G. 2-1-1 Informational Line

2-1-1 is the new national dialing code for free, 24-hour community, health and disaster information. Like 9-1-1 for emergency service, 2-1-1 has been set aside by the Federal Communications Commission for the public to easily access

community information. Callers receive personalized information from a live phone specialist who can answer questions about a variety of nonprofit services and agencies. In times of disaster, 2-1-1 can be mobilized as a central point for disseminating public information. After the danger has passed, 2-1-1 helps victims secure recovery assistance.

H. **Businesses**

Following an incident, a number of businesses are likely to donate large, uniform quantities of products and supplies. These products and supplies will be managed and distributed in the OA based on the greatest needs. In addition, businesses will be instrumental in restoring infrastructure and facilitating economic recovery in San Diego County.

IV. Communications

Effective, interoperable, reliable, timely, and redundant communications and information management are essential to a successful evacuation effort. Communications considerations include the initial evacuation notification to the public, inter-jurisdictional and intra-agency communication, situation report updates, real-time communication updates to evacuees, and communications with special needs populations.

All communication efforts will follow the protocols established under the San Diego Urban Area Tactical Interoperable Communications Plan and Annex I of the Operational Area Emergency Plan.

Public Notification and Communications

Effective and informative notification to the public will be vital to convincing them that they should evacuate or shelter-in-place. The public must understand why they need to evacuate or shelter-in-place, how long they will need to do so, the location of transportation and evacuation points, the time required for evacuations, the availability of shelters, what they should take with them, how their pets will be accommodated, how they should secure their homes, and the security that will be provided when they are away from their homes. If the event happens during the weekday and school children are being evacuated, parents will need timely information on where to pick up their children. Notification methods will include the Emergency Alert System, use of the local media through television and radio, internet, and Reverse 9-1-1. The majority of evacuation advisories will be based on a non-notice or short notice incident. Without proper information, people may evacuate towards a hazard, putting them in greater danger, or may evacuate unnecessarily and create additional congestion on identified evacuation routes.

In the event of a no-notice or short-notice incident that will require an evacuation effort, the media will most likely be the first to notify the public. The Joint Information Center will not be functional and will not be able to provide information to the media or the public until the OA EOC is activated.

It is also important to note that certain methods of communicating with the public may not be

available following an incident, including television and the internet. In the event of a total loss of television or internet connectivity, the County has the ability to override AM/FM radio bands. KOGO 600AM and KLSD 1360 AM radio stations will function as the primary and secondary local radio stations that broadcast emergency information to the public.

Initial Notification

Effective initial communication to the public will enhance the efficiency of the overall evacuation and reduce the associated mental and physical strains. The public is often confused by evacuation information and unable to make informed decisions on evacuations. Some people will not know if they are in a hazardous area, will evacuate unnecessarily, or may not know when to respond to an order of evacuation. The initial public notification shall provide basic information to residents including:

1. Whether residents should evacuate or shelter-in-place.
2. The areas that need to be evacuated, with reference to known geographic features.
3. Why and when residents should evacuate.
4. The time required for evacuation efforts.
5. The designated transportation and evacuation points and evacuation routes.
6. Available transportation options.
7. What residents should take from their homes.
8. How long the evacuation is expected to last.
9. How pets will be accommodated.
10. Security plans that are in place to protect residential property.
11. When informational updates will be made available.
12. Other information deemed appropriate and required before residents evacuate.

For people that will be relying on transportation points, it is important that these people are informed about when transportation services will begin and end, transportation point locations, frequency of pick-ups, travel destinations (evacuation points), and what to bring with them (see Appendix C).

Available communication tools/capabilities which may be used to notify the general public about the need to evacuate or shelter-in-place include:

1. Emergency Alert System
2. Community Emergency Notification System
3. Reverse 9-1-1
4. 2-1-1
5. Emergency websites
6. Television including County Television Network
7. Radio

8. Public address systems
9. Helicopters equipped with bullhorns
10. Low power local radios
11. Police cruisers equipped with bullhorns
12. Door to door notification
13. Changeable Message Signs

Communicating with Special Needs Populations

The traditional types of notification methods may not meet the requirements of those with special needs, such as those who are blind, have poor vision, are deaf or are hard of hearing. Notification procedures will be tailored to each special need group, employing multiple methodologies to ensure that all segments of the population are provided with the necessary information. Generally, Reverse 9-1-1 and CERT will be the primary means of contacting special needs populations. Other forms of notification that are effective can include telephone, television messages with open captioning or sign language, auto-dialed teletypewriter messages, text messages, email, or direct door-to-door notification , or special programs such as Project Care “You are not alone.”

Local jurisdictions should also establish relationships with public and private agencies that provide home-based care provision services or work with special needs populations.

Evacuation Informational Updates

The public must be provided coordinated, frequent, and accurate information during an evacuation effort. Real-time updates must be communicated to evacuees that include the location of transportation and evacuation points; evacuation routes; road and area closures; the availability of hotels, food, fuel, medical and other essential services; traffic conditions; and shelter capacities. Other essential information to be conveyed to the public includes the security measures that are being implemented, weather conditions, and any changes to evacuation plans.

Real-time informational updates will be provided to evacuees en-route through emergency radio stations, television, websites, 2-1-1 and 5-1-1 informational lines, and highway Changeable Message Signs. It is also recommended that local jurisdictions consider posting signs along major evacuation transportation corridors that provide information about emergency numbers or radio stations that can be used during an emergency.

The Joint Information Center is responsible for providing informational updates to the public and to the media. Depending on the duration of the evacuation, communication methods may vary from the onset of the evacuation to the conclusion of the evacuation. Therefore, it is important that the public understands how they can continue to access informational updates for the duration of the incident.

Inter-Jurisdictional and Inter-Agency Communications

Inter-jurisdictional and inter-agency coordination will be conducted through the Incident Command Posts, OA EOC, San Diego County Medical Operations Center, and jurisdictional EOCs and Department Operations Centers utilizing available communication equipment and infrastructure and using established procedures (See Annex I of the Operational Area Emergency Plan). Agency liaisons will also be present in the OA EOC and in impacted jurisdictional EOCs to facilitate communication between agency operation centers. Situational awareness will be supported through data-sharing systems such as WebEOC to expedite the transfer of information regarding the status of the incident. Emergency managers must be able to make informed decisions based on changing risks, resources, and capabilities throughout the execution of the evacuation effort. The identification of operational adjustments and alternative evacuation routes based on traffic monitoring, infrastructure damage, and other information must effectively communicated to all affected jurisdictions, agencies, and the public. Effective and efficient communication is essential for information sharing and status updates to all affected jurisdictions. In addition, it is critical that jurisdictional EOCs coordinate evacuation efforts with the OA EOC to ensure potential conflicts are conciliated. This may involve phasing community evacuation efforts or the allocation of critical resources.

Multiple techniques and systems exist in San Diego County to facilitate the necessary region-wide communication. These interoperable resources, the agencies that control each of these resources, and the protocols and procedures for activating these resources are provided in the San Diego Urban Area Tactical Interoperable Communications Plan.

Communication Contingency Plans

In the event of total devastation to all local electronic communications, the Joint Information Center will contact Orange County or Los Angeles County radio stations to broadcast emergency information to the general public in stricken areas.

Radio Amateur Civil Emergency Service (RACES) has the ability to obtain a great deal of information for local governments even when other communications systems are unavailable. The Radio Amateur Civil Emergency Service will be heavily relied upon to relay information from the incident site to the EOC.

Additional Sources of Information

Additional sources of information that may be available during an evacuation effort include:

- San Diego County Emergency Homepage: <http://www.sdcountyemergency.com>
- County of San Diego OES Website: <http://www.readysandiego.org>
- American Red Cross Website: www.sdarc.org or (858) 309-1200
- Nationwide Travel Information phone number: 5-1-1
- Nationwide Disaster Information: 2-1-1
- Traffic Information Website: www.sigalert.com
- California Organization of Transportation website: www.dot.ca.gov

Hazard-Specific Considerations

Dam Failure:

A dam failure incident would involve a short-notice evacuation effort and all available means of communicating warnings to the public would need to be utilized as quickly as possible. There would be little time to obtain the necessary personnel and equipment to warn the public, therefore it is essential that jurisdictions that may be impacted by dam inundation hazards, have a plan to quickly carry out communication efforts with limited resources.

The OA has site-specific dam evacuation plans for the major dams/reservoirs in San Diego County.

Earthquake:

An earthquake incident would occur with out any notice and may cause power outages or damage to certain communication resources. In these circumstances, back-up communication resources may need to be used.

Additional information on earthquake faults can be found in the OA Emergency Plan's Basic Plan Section, or from the United States Geological Survey website at www.usgs.gov.

Flood (100 Year):

Communication of approaching storms and associated precipitation could allow some initial pre-incident preparation and planning (i.e. purchase of sandbags, etc).

The public must be informed that they should not attempt to drive through water on a road. Most vehicles can be swept away by less than two feet of moving water.

The public should also be informed to avoid walking through floodwaters. People can be swept away by as little as two-inches of moving water.

Tsunami:

A tsunami incident would involve a short-notice evacuation effort. All available means of quickly communicating warnings and instructions to the public would need to be utilized. This would include use of lifeguards to evacuate beaches, moving vehicles with speakers and sirens, and helicopters with bullhorns as potential communication strategies.

Wildfire/Structural Fire:

Wildfires may travel large distances relatively fast and quickly develop into emergency situations. In these situations, advanced warning should be communicated to the public as soon as possible. Information should include preparedness actions such as securing property, assembling disaster supplies, refueling vehicles, and the identification of evacuation routes. Emergency responders must be prepared to make evacuation announcements via bullhorns, loudspeakers, or via door-to-door notification process as soon as the situation necessitates.

Special facilities such as correctional facilities, nursing homes, and hospitals that may be impacted should be contacted and requested to review and be prepared to implement their evacuation plans.

Terrorism:

An act of terrorism is intended to disrupt a community's way of life through violence and physiological fear. Effective, relevant, and timely information will be critical in easing the public's fear following a terrorist incident.

At times, the best response to protect public safety from certain biological or chemical terrorist attacks will be to shelter-in-place. Information and directions on whether the public should evacuate or shelter-on-place must be adequately conveyed during the initial public notification.

Advanced notice may be available for certain terrorist attacks. These types of incidents will be handled on a case-by-case basis and the decision to communicate an evacuation order will be made at the local level through the Incident Commander.

V. Transportation

Modes of Transportation

The primary mode of transportation that will be used during jurisdictional evacuation efforts will be privately owned automobiles. However, it is critical that evacuation plans identify and provide other safe modes of transportation for those people that cannot evacuate by private vehicle and for special needs populations. The County is developing MOUs/MOAs with the Metropolitan Transit System and the North County Transit District for the use of buses, trolleys, and rail resources and the provision of bus drivers, light rail transit operators, and paratransit operators. Agreements with private school and charter bus companies will also be pursued. In addition, the County will work on establishing and maintaining working relationships with partner organizations including advocacy organizations, agencies that serve the transportation-dependent populations, and faith and community based organizations. All available transportation resources will be included in the WebEOC tracking system database.

The OA will use available resources, MOUs/MOAs with public and private transportation agencies, and mutual aid to procure, coordinate, and provide adequate means of transportation for those people that do not own or have access to automobiles, have disabilities which limit their transportation options, or have other special needs.

Transportation Points

Local jurisdictions will work with law enforcement agencies to identify and establish transportation points. Transportation points will function to collect and transport people without transportation resources to evacuation points. The estimated number of people in each jurisdiction within the OA that will require transportation assistance for each potential hazard is presented in Table 4-1.

These points should be large, well known sites such as shopping centers, libraries, and schools. The overall number and location of evacuation points should be based on the population that needs to be accommodated and with the understanding that evacuees will reach these points

by foot. Law enforcement personnel should ensure these points are well marked through the use of signs or other forms of identification. It is critical that people are informed of their destinations prior to using provided public transportation.

Transportation Coordination

Staging areas will be established to first stage and then obtain control over transportation resources in support of transportation point operations. Strike Teams/Task Forces can then be used to coordinate these resources effectively. The assigned leader of the Strike Team/Task Force will be responsible for coordinating these resources and will have the ability to communicate with command and control of the evacuation and each of the drivers. It is critical that control over transportation resources is maintained, especially after evacuees are dropped off at the evacuation points, and drivers must be re-routed to other transportation points.

Law enforcement escorts can also be used to provide force protection and maintain control over transportation resources. Law enforcement vehicles can maintain communications with authorities via radio. These escorts can therefore be used to coordinate real-time information on road conditions, evacuation and transportation points, and other critical information.

Overall evacuation routes need to be coordinated across jurisdictional boundaries. There may be a need for sustained inter-jurisdictional coordination between evacuated communities and host communities along or near the evacuation routes.

Evacuation Routes and Capacities

Primary evacuation routes consist of the major interstates, highways, and prime arterials within San Diego County. Local jurisdictions will work with the OA EOC, law enforcement officials, Caltrans, CHP, Department of Public Works, and other applicable agencies/departments to identify evacuation points and transportation routes. In addition, transportation points will be identified to collect and transport those people without transportation resources to evacuation points.

Evacuation Route Determination

It will be necessary to identify evacuation points before evacuation routes are announced to the public. Evacuation routes will be determined based on the location and extent of the incident and will include as many pre-designated transportation routes as possible. Important roadway characteristics and factors that should be considered when selecting an evacuation route include:

1. Shortest route to the designated destination areas;
2. Maximum capacity;
3. Ability to increase capacity and traffic flow using traffic control strategies;
4. Maximum number of lanes that provide continuous flow through the evacuation area;
5. Availability of infrastructure to disseminate real-time conditions and messages to evacuees en-route, such as Changeable Message Signs; and
6. Minimal number of potentially hazardous points and bottlenecks, such as bridges, tunnels, lane reductions, etc.

Traffic conditions must be monitored along evacuation routes and operational adjustments should be made as necessary to maximize throughput. These adjustments may include the identification of alternative evacuation routes.

Table 4-1
Estimated Number of People That Will Require Transportation Assistance

	City of Carlsbad	City of Chula Vista	City of Coronado	City of Del Mar	City of El Cajon	City of Encinitas	City of Escondido	City of Imperial Beach	City of La Mesa	City of Lemon Grove	City of National City	City of Oceanside	City of Poway	City of San Diego	City of San Marcos	City of Santee	City of Solana Beach	City of Vista	Unincorporated County of San Diego
Dam Failure																			
Exposed Population	4,324	13,083	0	1,814	969	1,016	86,360	4,897	1,337	0	1,895	29,816	2,527	135,234	1,584	44,595	665	772	38,004
Assistance Estimate	302	915	0	127	68	71	6,045	343	94	0	133	2,087	177	9,466	111	3,121	47	54	2,660
Earthquake																			
Exposed Population	77,889	173,491	24,189	4,389	94,531	58,015	133,666	26,849	53,856	26,114	54,081	160,421	48,054	1,223,503	63,000	52,439	12,766	89,926	410,798
Assistance Estimate	5,452	12,144	1,693	307	6,617	4,061	9,356	1,879	3,770	1,828	3,786	11,229	3,364	85,645	4,410	367	893	6295	28,756
Flood (100 Year)																			
Exposed Population	3,439	6,112	1,469	1,032	3,562	1,398	11,304	1,347	29	280	2,702	16,487	3,986	49,530	2,751	3,286	594	4,113	19,807
Assistance Estimate	240	427	102	72	249	98	791	94	2	20	189	1,154	279	3,467	193	230	42	288	1,386
Tsunami																			
Exposed Population	1,162	802	26,000	1,021	0	704	0	72	0	0	258	1,506	0	25,578	0	0	521	0	533
Assistance Estimate	81	56	1,820	72	0	49	0	5	0	0	18	105	0	1,790	0	0	36	0	37
Wildfire/Structure Fire (High Risk Probability)																			
Exposed Population	3,302	1,208	0	43	41	1,068	2,332	0	326	0	0	1,942	4,826	16,351	4,598	3,007	0	852	16,015
Assistance Estimate	231	85	0	3	3	75	163	0	23	0	0	136	338	430	321	210	0	60	1,121

Average Daily Traffic

Traffic volume data can provide useful information to emergency managers when determining evacuation routes and durations. Table 4-2 presents the average weekday traffic counts for interstates and highways in the OA. These traffic counts represent the recorded two-way, highest averaged 24-hour daily traffic volumes that were collected along numerous segments of each roadway in 2005.

**Table 4-2
 Highest Average Weekday Traffic Volumes in San Diego County**

Interstate/ Highway	Highest Average Weekday Traffic Volumes
Interstate 5	274,000
Interstate 8	328,700
Interstate 15	316,200
Interstate 805	259,300
Route 52	128,100
Route 54	124,900
Route 56	71,700
Route 67	96,800
Route 75	82,900
Route 76	54,300
Route 78	160,200
Route 94	188,000
Route 125	170,600
Route 163	256,800
Route 905	69,400

Source: Caltrans

Roadway Capacity

Roadway capacity represents the maximum number of vehicles that can reasonably be accommodated on an evacuation route. Roadway capacity is measured in vehicles per hour. Roadway capacities can fluctuate based on the number of available lanes, number of traffic signals, construction activity, accidents, and obstructions. Each roadway classification has a different capacity, with freeways and highways having the highest capacities. Based on Highway Capacity Manual guidelines, and using peak numbers, the average freeway can accommodate 2,200 vehicles per hour per lane, at a speed of 30 miles per hour (mph).

Approximate roadway capacities were determined for San Diego County highways, interstates, and prime arterials, using San Diego Association of Governments data (see Appendix D). These numbers reflect the AM peak hourly capacity numbers for the worst case segment of each roadway.

Determination of Evacuation Times

The length of time it will take for an area to evacuate can be determined by dividing the number of vehicles that need to evacuate by the total roadway capacity. This formula is provided below:

$$\text{Evacuation Time} = \frac{\left(\frac{\text{Evacuation Population}}{\text{Average Vehicle Occupancy}} \right)}{\text{Roadway Capacity}}$$

Using the at-risk jurisdictional population data for each hazard, estimated roadway capacities, and an average occupancy of 1.5 persons per vehicle, this formula can be used to estimate evacuation times.

Sample Calculations

Evacuation time for the exposed population in the City of Santee during a wildfire using the SR-52 WB as an evacuation route:

$$\text{Evacuation Time} = \frac{\left[\frac{3,007 \text{ (exposed population from Table 4-1)}}{1.5 \text{ (average vehicle occupancy)}} \right]}{3600 \text{ vph (capacity for SR-52 WB from Appendix D)}}$$

$$\text{Evacuation Time} = \frac{2,004.67}{3,600 \text{ vph}}$$

Evacuation Time = 0.56 hours or approximately 34 minutes to evacuate the exposed population in the City of Santee using the SR-52 WB during a wildfire.

Transportation Strategies

There are many transportation strategies that are available that can be implemented during an evacuation effort to enhance traffic flow and reduce the overall evacuation time. These

strategies include contra-flow, traffic signal coordination, closure of off and on-ramps, Intelligent Transportation System, segregation of pedestrian and vehicle traffic, exclusive bus routes, phased evacuation, phased release of parking facilities, use of designated markings, road barriers, and use of the San Diego Freeway Patrol Service.

Contra-Flow Operations

Contra-flow is a tactic in which one or more lanes of a roadway are reversed to allow for an increase of traffic flow in one direction. Contra-flow can be implemented for highway and arterial roadways, however, the unsignalized, divided, and access-controlled configurations of highways make these roadways ideal for contra-flow operations. An important consideration in the development of contra-flow plans is the identification of inception and termination points for the corridor. Congestion at these points can significantly reduce the effectiveness of these operations. Effective implementation of these plans includes the deployment of appropriate signage, signals, and barriers as well as the use of CHP and law enforcement personnel. For safety considerations, contra-flow operations should only be performed during daylight hours. In addition, an emergency return lane must also be designated.

If contra-flow operations are used in San Diego County in an evacuation effort, it will be implemented for only small segments of roadways. Each jurisdiction will have the option to use contra-flow on their local roadways; however, the use of contra-flow on the highways will be determined by the OA EOC and County Sheriffs Department, and coordinated with CHP and Caltrans.

Traffic Signal Coordination and Timing

Traffic signal coordination and timing plans are intended to maximize traffic flow in the outbound direction during an evacuation effort. Depending on the extent of the evacuation, coordination may be necessary both locally and regionally to re-time the traffic signal systems. Additionally, it is important to identify the number of non-programmed signals along the evacuation routes. These signals can be plugged into non-centrally programmed traffic signal boxes which will then generate flashing yellow and red lights to help manage traffic.

Individual jurisdictions should determine whether local traffic signals can be controlled from a central location as well as the availability and capability of back-up power sources.

Closure of On and Off-Ramps

Closure of outbound on-ramps on designated evacuation routes will reduce congestion on these roadways resulting from traffic originating at intermediate locations between evacuation origins and destinations. In addition to reducing congestion, closure of outbound on-ramps will also help eliminate entrance queuing. Closure of off-ramps will ensure evacuees remain on designated evacuation routes. These tactics will require coordinated efforts between CHP, Caltrans, local jurisdictions, and other emergency personnel to place and staff barricades at the tops of such ramps throughout the evacuation route.

Intelligent Transportation Systems

Intelligent Transportation Systems include a broad range of technologically based tools that enable transportation and emergency managers to monitor traffic conditions, respond to capacity-reducing events, and provide real-time road conditions. San Diego is equipped with

numerous forms of Intelligent Transportation Systems technologies including roadway electronic surveillance, automatic vehicle location, Changeable Message Signs, and Highway Advisory Radio. These types of technologies provide real-time information to the San Diego Transportation Management Center. The San Diego Transportation Management Center integrates Caltrans Traffic Operations, Caltrans Maintenance, and CHP Communications into a unified, co-located communication and command center. The Transportation Management Center functions to provide communications, surveillance, and computer infrastructure required for coordinated transportation management. Using Intelligent Transportation Systems technologies, the Transportation Management Center can quickly detect, verify, and respond to incidents, such as recommending a different evacuation route due to congestion. Table 4-3 provides a list of Intelligent Transportation Systems technologies that are available in San Diego.

**Table 4-3
 San Diego Intelligent Transportation Systems Deployment (2005)**

Freeway Management	Reported	Total	Percent
Miles under electronic surveillance	238	292	82%
Ramps controlled by ramp meter	277	670	41%
Miles under lane control	30	292	10%
Number of Dynamic Messaging Signs	40	N/A**	N/A**
Miles covered by Highway Advisory Radio	4	292	1%
Incident Management			
Freeway miles under incident detection algorithms	NR*	292	N/A**
Freeway miles under free cell phone call to a dedicated number	NR*	292	N/A**
Freeway miles covered by surveillance cameras (CCTV)	66	292	23%
Freeway miles covered by service patrols	226	292	77%
Arterial miles under incident detection algorithms	0	1137	0%
Arterial miles under free cell phone call to a dedicated number	0	1137	0%
Arterial miles covered by surveillance cameras (CCTV)	5	1137	0%
Arterial miles covered by service patrols	0	1137	0%
Arterial Management			
Signalized intersections covered by electronic surveillance	940	2726	34%
Signalized intersections under centralized or closed loop control	1794	2726	66%
Number of Dynamic Messaging Signs	12	N/A**	N/A**
Arterial miles covered by Highway Advisory Radio	24	1137	2%
Transit Management			
Fixed route buses equipped with Automatic Vehicle Location	238	677	35%
Fixed route buses with electronic real-time monitoring of system components	498	677	74%
Demand responsive vehicles that operate under Computer Aided Dispatch	0	0	0%
Bus stops with electronic display of dynamic traveler information to the public	6	5330	0%
Highway Rail Intersections			
Highway rail intersections under electronic surveillance	12	55	22%
Emergency Management			
Vehicles under Computer Aided Dispatch	1466	1598	92%
Vehicles equipped with on-board navigation capabilities	639	1598	40%
*NR=No Response, **N/A=Not Applicable			

Source: U.S. Department of Transportation Intelligent Transportation Systems Joint Program Office

Segregation of Pedestrian and Vehicle Traffic

This strategy will designate certain urban roadways as pedestrian only. This will provide separation between vehicles and pedestrians during an evacuation, thus reducing confusion and increasing the efficiency and safety of the evacuation. Some short-notice incidents such as a tsunami emergency, would involve an immediate evacuation on foot versus by vehicle. Resources required to accomplish successful implementation of vehicle/pedestrian separation on evacuation routes will include appropriate signage, signals, barriers; and deployment of emergency management personnel and communications equipment.

Exclusive Bus Routes

This strategy involves the designation of certain lanes within an evacuation route exclusively for buses or other large capacity or high occupancy vehicles. Exclusive bus routes may also be established along alternative evacuation routes. The implementation of this strategy will help support and expedite transportation point operations and can greatly increase the number of people that can be evacuated within a set period of time. This strategy will require coordination between the OA EOC, affected local jurisdictions, law enforcement agencies, and Caltrans.

Phased Evacuation

The purpose of a phased evacuation is to reduce congestion and transportation demand on designated evacuation routes by controlling access to evacuation routes in stages and sections. This strategy can also be used to prioritize the evacuation of certain communities that are in proximity to the immediate danger. A phased evacuation effort will need to be enforced by law enforcement agencies and coordinated with the OA EOC and affected jurisdictions.

Phased Release of Parking Facilities

The coordinated release of vehicles from parking facilities will reduce the number of vehicles on evacuation routes. To implement this strategy, parking facilities will be inventoried and categorized according to size, location, or other relevant factors. Additionally, public resources will be allocated to coordinate logistics and to enforce compliance with phased release protocol. This tactic may cause evacuees to use public transportation rather than privately owned vehicles.

Use of Designated Markings

Designated markings and signs will play a key role in accomplishing a safe and efficient evacuation. Signs, flags, and other markings can be used to provide guidance and information to evacuees en-route.

Road Barriers

Road barriers will be used in conjunction with other transportation strategies to ensure evacuees remain on designated evacuation routes or are blocked from entering closed areas.

San Diego Freeway Patrol Service

Caltrans, CHP, and the San Diego Association of Governments operate the San Diego Freeway Patrol Service which can be used during an evacuation effort to provide services to disabled vehicles including changing tires, jump-starting vehicles, providing gas, or towing vehicles. The Freeway Patrol Service has a fleet of 25 tow trucks and seven light-duty pickup trucks.

Communication Considerations

It is essential that accurate and timely information is provided to evacuees en-route during an evacuation effort. Evacuees must be provided real-time information updates regarding road conditions, evacuation routes, availability of shelters, evacuation times, and other vital information. Travel and evacuation information can be provided through 5-1-1 and 2-1-1 telephone systems, emergency broadcast radio, and dynamic messaging signs, such as Changeable Message Signs. It is also recommended that local jurisdictions consider posting signs along major evacuation transportation corridors that provide information about emergency numbers or radio stations that can be used during an emergency. KOGO 600AM and KLSD 1360 AM radio stations will function as the primary and secondary local radio stations that broadcast emergency information to the public.

If evacuation of public schools is required, students will normally be transported on school buses to other schools outside the risk area. It is essential that the public is provided timely information on where parents can pick up their children and the security procedures that are in place to ensure their protection. In addition, it is assumed that transportation arrangements can be made with hotels/motels for the evacuation of tourists.

Evacuation of Special Needs Populations

It is critical that modes of available transportation are identified that can help evacuate people with disabilities during an emergency. Transportation that can accommodate personnel in wheelchairs, scooters, or other mobility aids needs to be made available. Some potential options can be the use of lift-equipped school buses or vans. People that are blind or have poor vision will also need additional assistance because they can no longer rely on their traditional orientation and navigation methods. Buses will most likely be the primary resources used to evacuate special needs populations. Each bus can accommodate two wheelchairs. It is also essential that local jurisdictions establish and maintain working relationships with public and private agencies that serve the transportation-dependent populations.

County Health and Human Services Agency determined that there are approximately 25,000 non-ambulatory people in the San Diego region who live at home and will potentially require transportation assistance during an evacuation effort, there are approximately 20,000 people in the region who require in-home support, 700 of which are considered to be on the more critical list. County OES also has a list of licensed care and in-home support facilities in the region. Local jurisdictions will need to evaluate how many of these people live within their boundaries. It is also important to note that many of the special needs populations will not be able to reach the designated transportation points. Jurisdictions must identify how these situations will be handled and the types of vehicles and equipment that will be required.

Specialized facilities such as hospitals, nursing homes, and correctional facilities are required to have their own respective evacuation plans and procedures that will be followed during an incident. Jurisdictions in the OA must ensure that the MOUs/MOAs and private transportation contracts established by jurisdictions are not duplicated and don't rely on the same exact transportation resources as other jurisdictions and organizations.

In addition, people that are rescued following an incident will also have to be transported to evacuation points.

Evacuation of Animals

Ensuring for the transportation, care, and sheltering of animals is an important factor in evacuation planning. Many people will refuse to evacuate their homes if they cannot take their pets with them. It is estimated that up to 25 percent of pet owners will completely fail to evacuate because of their animals. Furthermore, about 30-50 percent of pet owners will leave pets behind; and approximately 50-70 percent of those individuals who leave animals behind, will attempt to re-enter an evacuated site to rescue their animals. Therefore, it is imperative that evacuation plans address pet evacuation and sheltering procedures to protect both human and animal health and safety.

Due to the lessons learned from Hurricane Katrina, the Pets Evacuation and Transportation Standards Act of 2006 was established which amends the Stafford Act, and requires evacuation plans to take into account the needs of individuals with household pets and service animals, prior to, during, and following a major disaster or emergency.

The County Department of Animal Services has plans in place to transport and shelter pets in a disaster under Annex O of the Operational Area Emergency Plan including the Animal Control Mutual Aid Agreement. Animal Control Officers, San Diego Humane Society, and private animal care shelters will assist in the rescue, transport, and sheltering of small and large animals. Only non-emergency resources and personnel, such as public and private animal services agencies, will be used to rescue and transport animals during an evacuation effort.

It is assumed that residents that have their own means of transportation will evacuate with their small household pets. Residents that do not have access to vehicles will need to secure their pets in cages or carriers as they arrive at the transportation points. Animal Control Officers will work with animal services agencies and volunteers to develop an animal tracking methodology. If these residents do not have the required cages or carriers, they will be asked to secure their animals in their homes. This strategy places responsibility upon individual owners and will require a public education component that informs the public that carriers, cages, or trailers will be required for pet evacuations and recommends that pet owners microchip their animals for identification purposes. It is recognized that owners may refuse to evacuate their homes if they are required to leave their pets behind. Individual jurisdictions will need to identify strategies to address pet evacuations.

Jurisdictions must not assume that owners will have their own means of transporting large animals, such as trailers. The Humane Society and County Animal Services will provide support with the transportation of large animals. MOUs need to be formalized with other agencies/organizations for the transportation of large animals, such as horses. In addition, potential volunteer resources and private groups should be identified and tracked in WebEOC. Jurisdictions can also:

- A. Provide pet owners information of nearby kennels, animal shelters, and veterinary clinics that may be able to be temporary shelter pets.

B. Set up temporary pet shelters at fairgrounds, parks, and other similar facilities.

If local resources become overwhelmed during the disaster response, the OA EOC will request assistance through the Regional EOC from the California Department of Food and Agriculture, the lead agency for California Animal Response Emergency System. If necessary, the California Department of Food and Agriculture will coordinate requests for Federal assistance.

The California Animal Response Emergency System participants will activate and respond to animal rescue, emergency care and shelter, veterinary care, and general assistance for animals, at or near the facilities sheltering and caring for people.

Pet Estimates

The scope of animals addressed in the plan is based upon the California Animal Response Emergency System definition. The California Animal Response Emergency System defines “animals” as “*commercial livestock, companion animals, exotic pets, and restricted species*” and further defines these terms as follows:

Livestock: Any cattle, sheep, swine, goat, or any horse, mule, or other equine whether live or dead.

Pet Animal: Any household animal including, but not limited to, cats, dogs, or other carnivores whether or not for public exhibition.

Restricted Species: Any animal requiring a license or permit from the Department of Fish and Game.

Service Animals: Animals specifically trained to guide, signal, or assist people with disabilities or special needs.

Based on U.S. standards and formulas provided by the California County Animal Disaster Preparedness and Response Guide (January 1999), OA pet estimates are provided in Table 4-4 below.

**Table 4-4
 OA Pet Estimates**

	Households with Pets (%)	Average Number of Animals per Household	San Diego Pet Estimates*
Dogs	31.6	1.69	594,497
Cats	27.3	2.19	665,553
Birds	4.6	2.74	140,309
Other pets	10.7	N/A	12,113
Total	N/A	N/A	1,457,056

* Based on a household estimate of 1,113,207

To provide further information on potential pet evacuation requirements, Table 4-5 on the following page provides estimates for the number of animals in selected jurisdictions within the San Diego OA.

Some additional information related to animal evacuations includes the following:

1. Approximately 3,000 large animals (horses and livestock) were rescued by Animal Services during the Cedar Fires in 2003.
2. Approximately 27,000 cows exist in San Diego County (2005 data).
3. The San Diego Zoo and Wild Animal Park are home to approximately 7,000 rare and endangered animals.
4. Disposing of dead animals requires additional considerations due to the fact that as carcasses decompose, materials are released that can contaminate the environment or cause diseases.

Table 4-5
Pets Estimates by Jurisdiction

	# of Households*	Dogs	Cats	Birds	Other pets
Carlsbad	36,709	19,604	21,947	4,627	495
Chula Vista	71,438	38,151	42,711	9,004	963
Coronado	10,861	5,756	6,516	1,412	109
Del Mar	2,128	1,136	1,272	268	228
El Cajon	32,220	17,207	19,263	4,061	3,448
Encinitas	22,830	12,192	13,649	2,877	2,443
Escondido	43,599	23,284	26,067	5,495	4,665
Imperial Beach	9,272	4,952	5,543	1,169	992
La Mesa	24,186	12,916	14,460	3,048	2,588
Lemon Grove	8,559	4,571	5,117	1,079	916
National City	15,018	8,020	8,979	1,893	1,607
Oceanside	58,608	31,299	35,040	7,387	6,271
Poway	15,467	8,260	9,247	1,949	1,655
San Diego	466,579	249,172	278,954	58,808	49,924
San Marcos	24,573	13,123	14,691	3,097	2,629
Santee	18,470	9,864	11,043	2,328	1,976
Solana Beach	5,673	3,030	3,392	715	607
Vista	28,066	14,988	16,780	3,537	3,003

* Household estimates for Carlsbad, Chula Vista, El Cajon, Escondido, Oceanside, San Diego, San Marcos, and Vista are based on 2005 U.S. Census Bureau estimates of number of households. Household estimates for Del Mar, Encinitas, Imperial Beach, La Mesa, Lemon Grove, National City, Poway, Santee, and Solana Beach are based on 2000 U.S. Census Bureau estimates of number of households (the latest data available). Household and pet estimates for Coronado were provided by the City of Coronado Fire Department.

Hazard-Specific Considerations

Figures 4-1 through 4-5 illustrate the major hazards addressed in this Annex and the primary evacuation routes that should be used for an evacuation effort. Hazard specific transportation considerations for each hazard are provided below.

Dam Failure:

Due to the short-notice of a dam inundation incident, evacuation of the public to areas of safety may best be conducted by foot.

Sections of the identified primary evacuation routes may become inundated with water and washed out (see Figures 4-1A and B). Emergency personnel will need to access the feasibility of these roads to determine if alternative evacuation routes need to be identified.

Earthquake:

An earthquake incident has the potential to cause considerable damage to transportation infrastructure. Emergency response personnel, in coordination with Public Works, will need to assess damage to bridges, overpasses, elevated roadways, utility lines, and roadways before safe evacuation routes can be identified and relayed to the public.

An earthquake incident has the potential to significantly impair San Diego's regional transportation system, requiring major evacuation route diversions, and implementation of numerous transportation management and operational strategies and technologies (see Figure 4-2).

A major earthquake along the Rose Canyon fault would potentially shut down Lindbergh Field (San Diego International Airport). Montgomery and Brown Fields would have limited capabilities to support the delivery of supplies and materials from outside of the OA. MCAS Miramar could be utilized to coordinate federal/state support, if necessary.

Flood (100 Year):

The public must be informed that they should not attempt to drive through moving flood water on roadways. Most vehicles can be swept away by less than two feet of moving water.

The public should also be informed to avoid walking through floodwaters. People can be swept away by as little as two-inches of moving water.

Due to the ubiquitous geographic locations of flood hazards in San Diego County, as well as the nature of flooding to exacerbate quickly, based on a fast rising flood hazard, the public may be advised to evacuate to higher ground by foot, if it is more efficient than by vehicle.

Sections of the identified primary evacuations routes may become inundated with water and washed out (see Figures 4-3A and B). Emergency personnel will need to access the feasibility of these roads to determine if alternative evacuation routes need to be identified.

There is a possibility that flooding may trap people within danger zones. Emergency personnel will need to rescue these people using boats or helicopters. Zodiacs and flat-bottom bass boats

are the best resources to use for flood rescue. Some of the cities within the OA have River Rescue Teams, including:

- A. City of San Diego
- B. City of Del Mar
- C. City of Encinitas
- D. City of Oceanside
- E. City of Chula Vista

Some of the cities within the OA have Swiftwater Rescue Teams, as well.

Tsunami:

Based on traffic conditions and the short-notice of a tsunami incident, the most efficient way to conduct an evacuation effort may be by foot. Evacuees need to evacuate two miles inland from the coast or 100 feet above sea level to reach a safe zone.

Sections of the primary evacuation routes may become inundated with water and washed out (see Figure 4-4). Emergency personnel will need to access the feasibility of these roads to determine if alternative evacuation routes need to be identified.

Wildfire/Structural Fire:

Although the majority of wildfire hazards are located in the eastern section of the county, this area only represents a small portion of the overall population (see Figures 4-5A and B).

Routes 67, 76, 78, and 79 are some of the primary evacuation routes for east county populations. It is important to note that these roadways decrease in lanes in certain segments, resulting in a reduction in traffic capacity, and leading to potential bottle necking and an increased evacuation time.

Smoke from large wildfires can significantly reduce visibility over a wide area, resulting in reduced speed limits, roadway closures, and evacuation route diversions. Poor visibility may also require the use of pilot cars to direct traffic.

Terrorism:

Based on the type of terrorist event, emergency responders may need to conduct a damage assessment of transportation infrastructure.

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Figure 4-1A

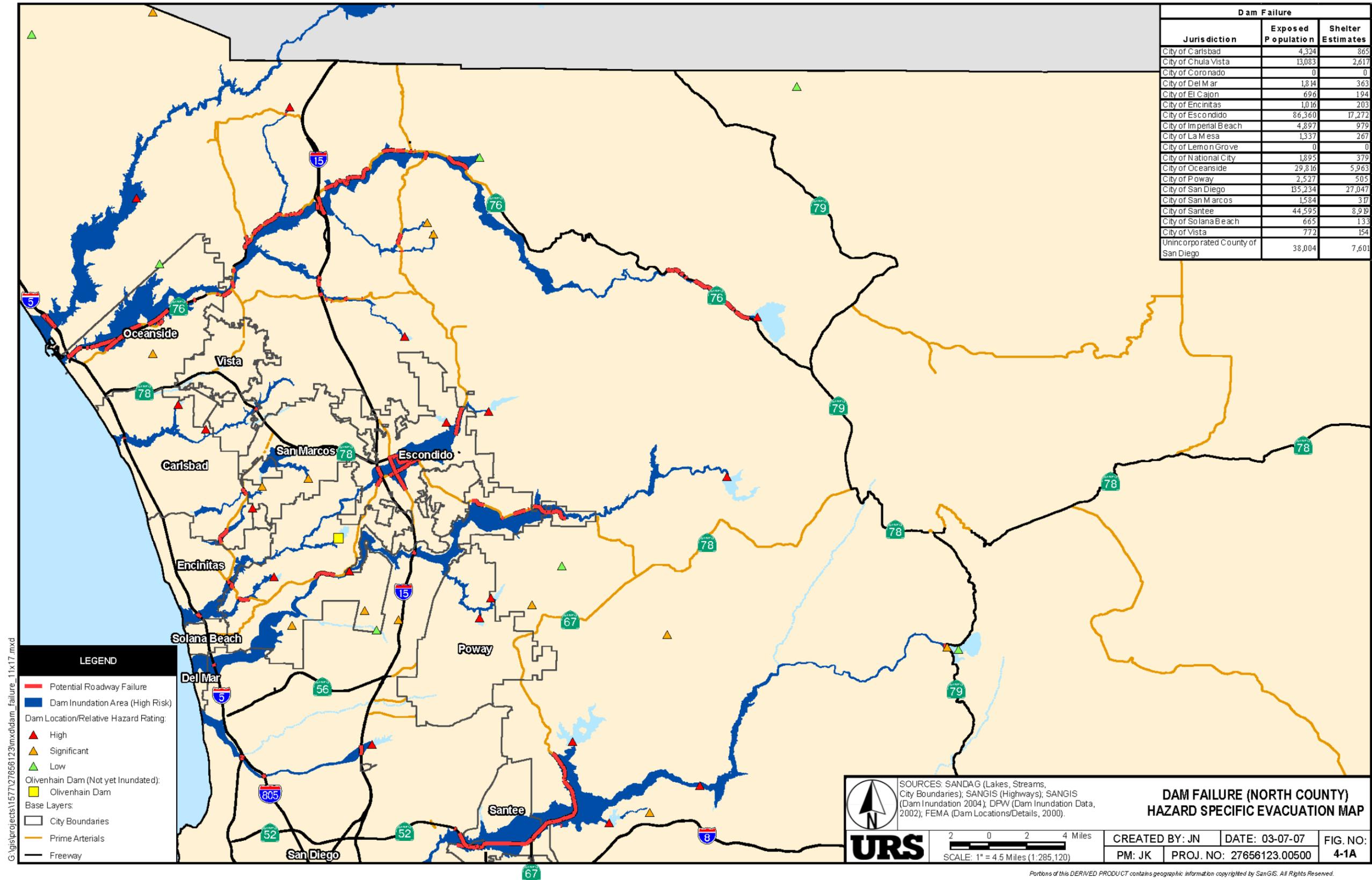
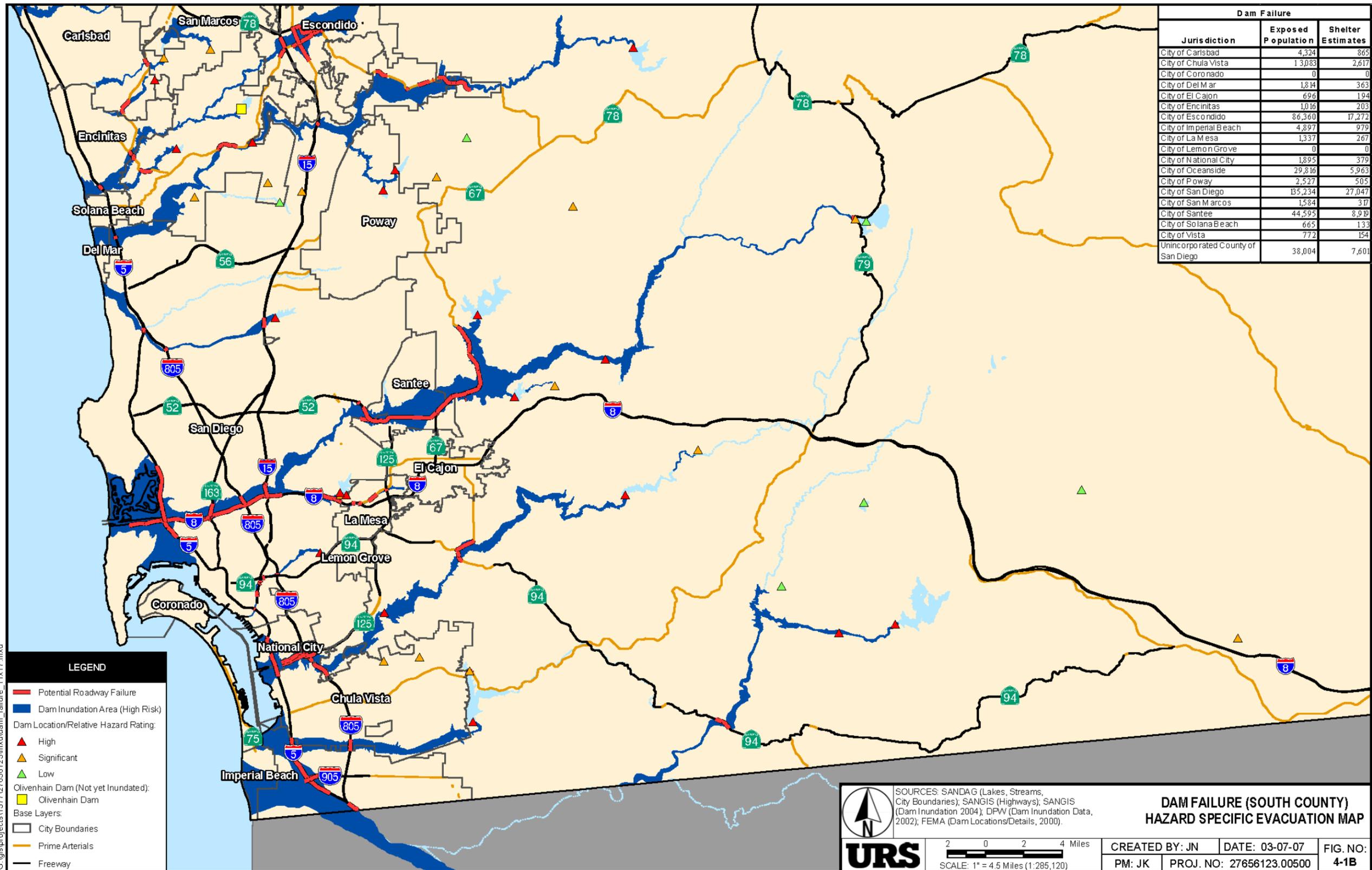


Figure 4-1B



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Figure 4-2

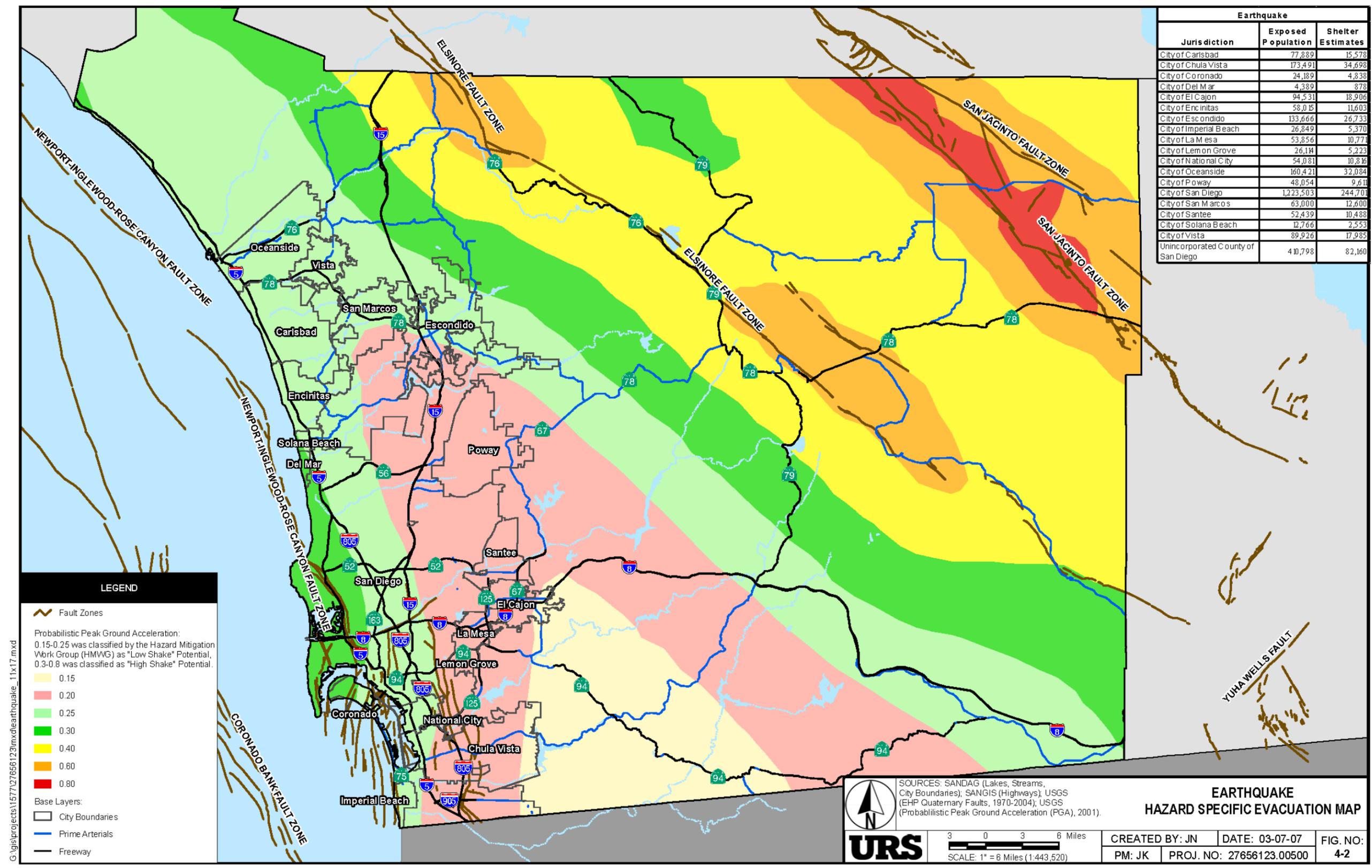


Figure 4-3A

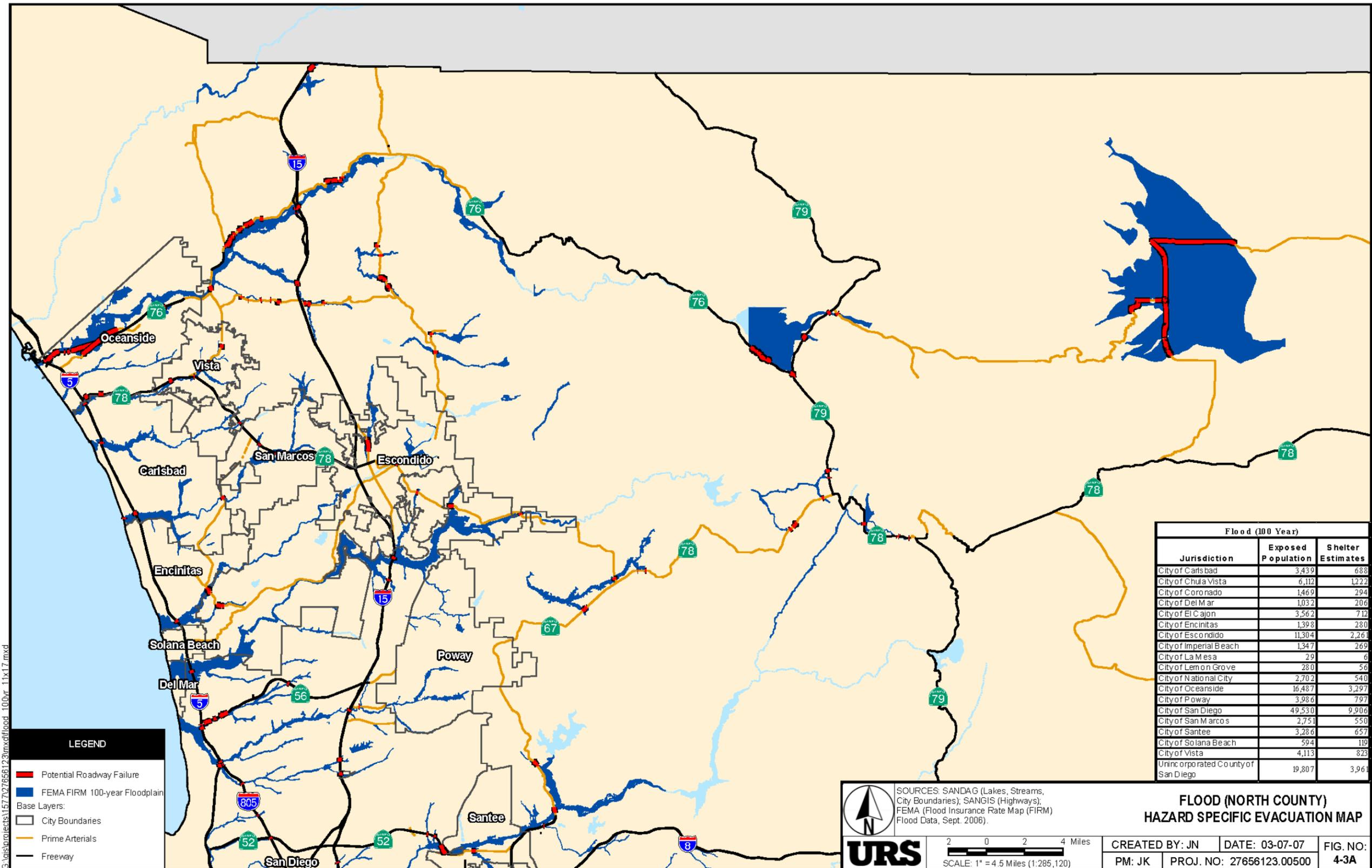


Figure 4-3B

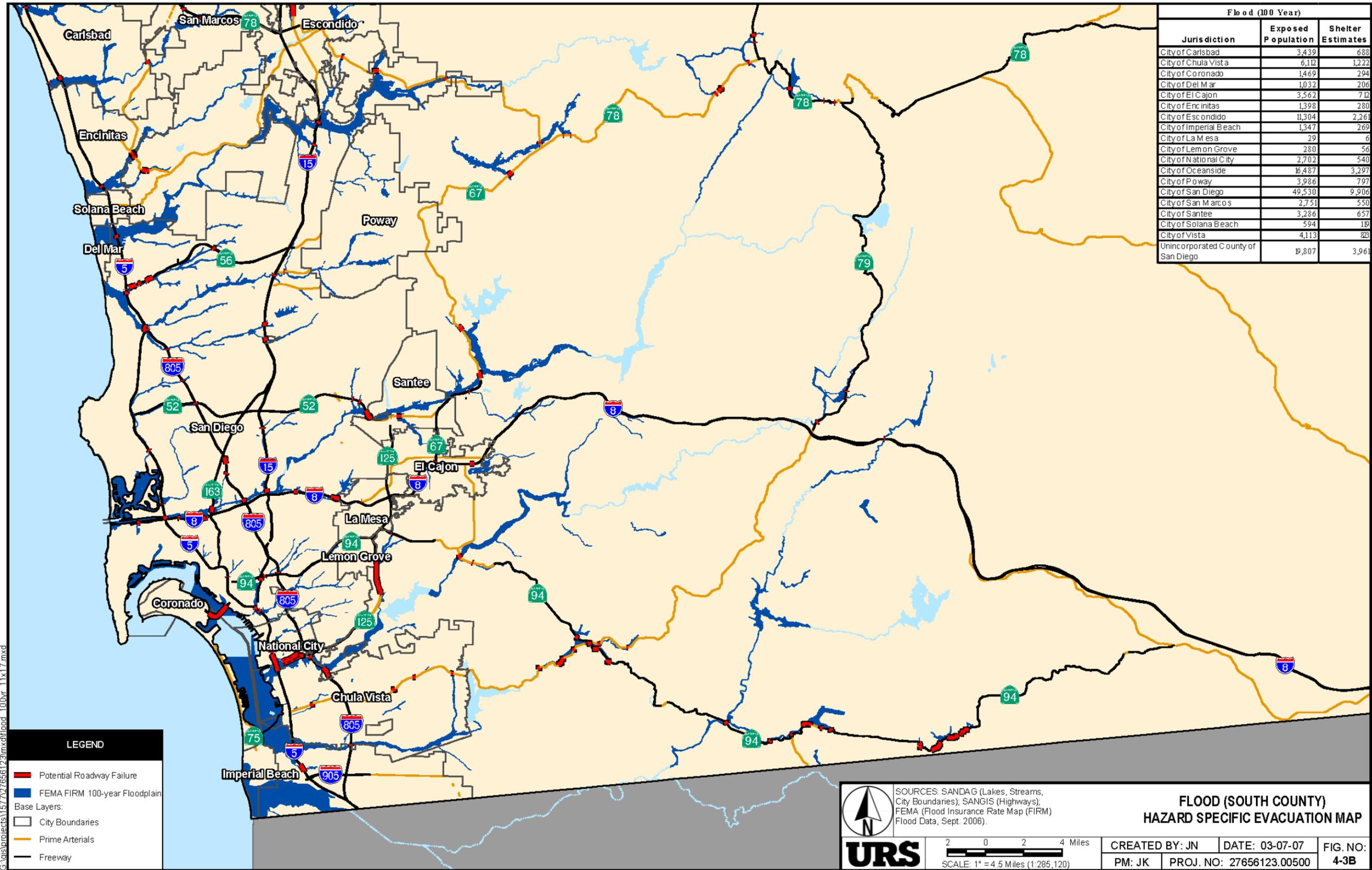
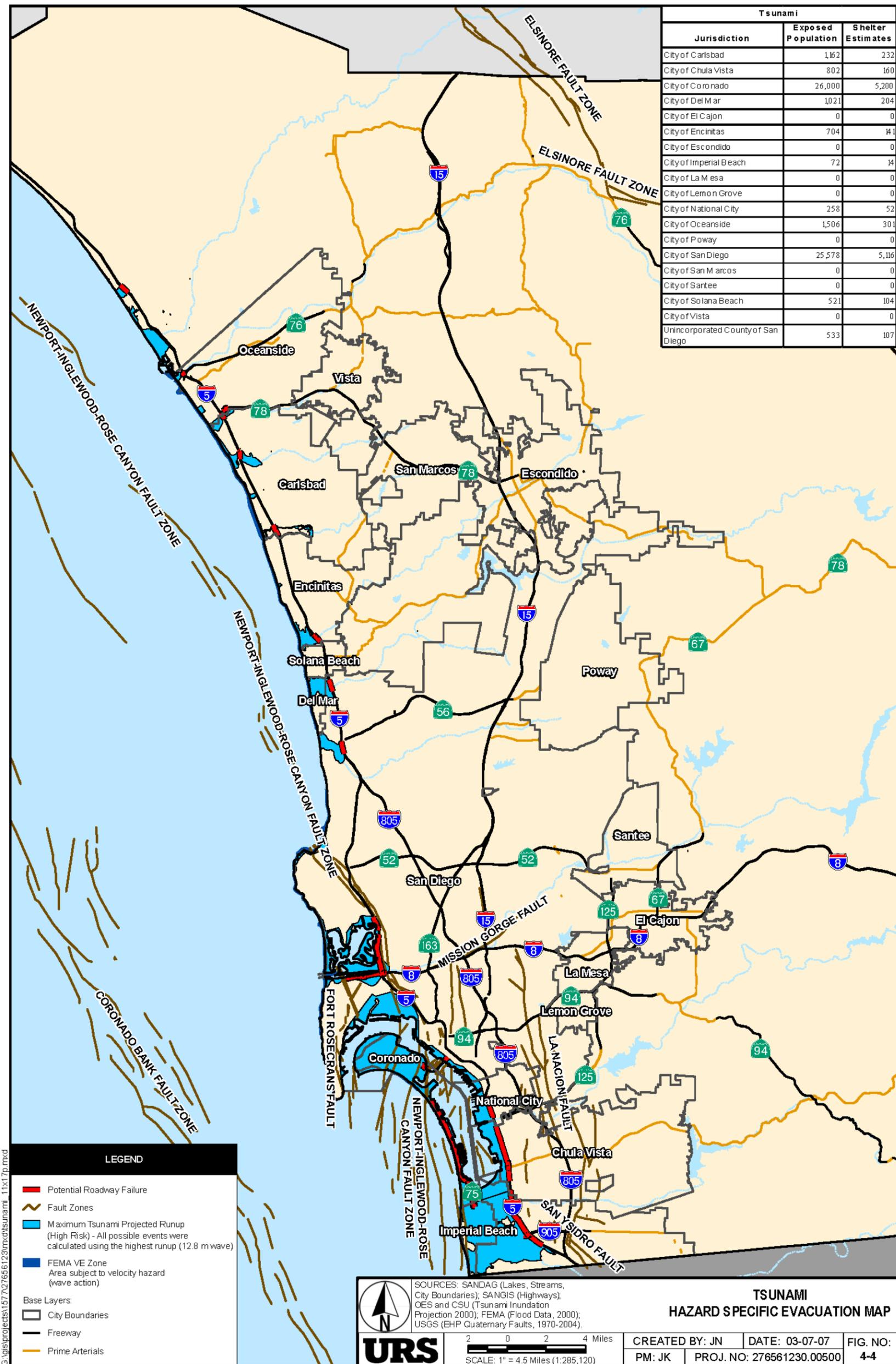


Figure 4-4



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Figure 4-5A

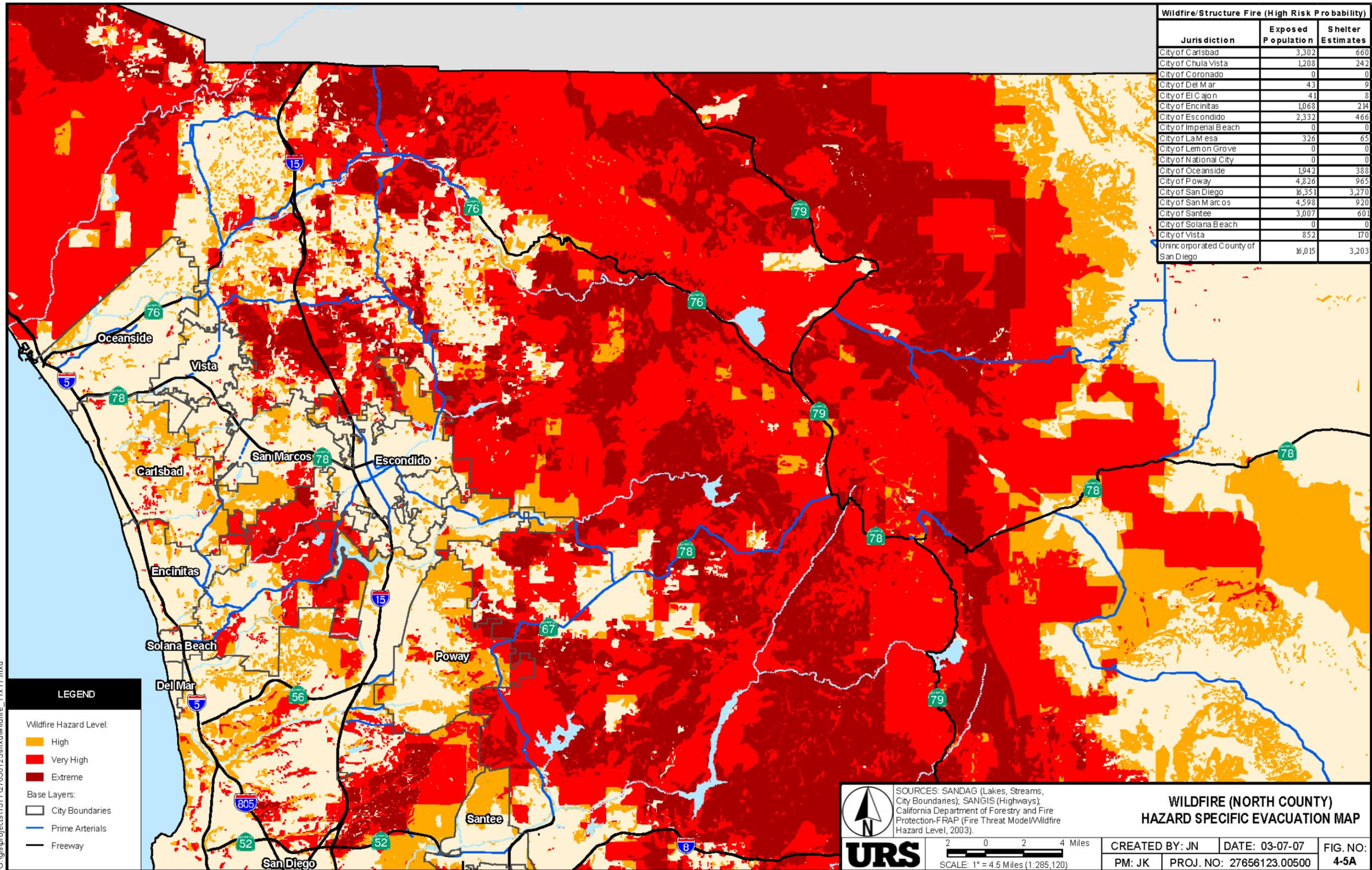
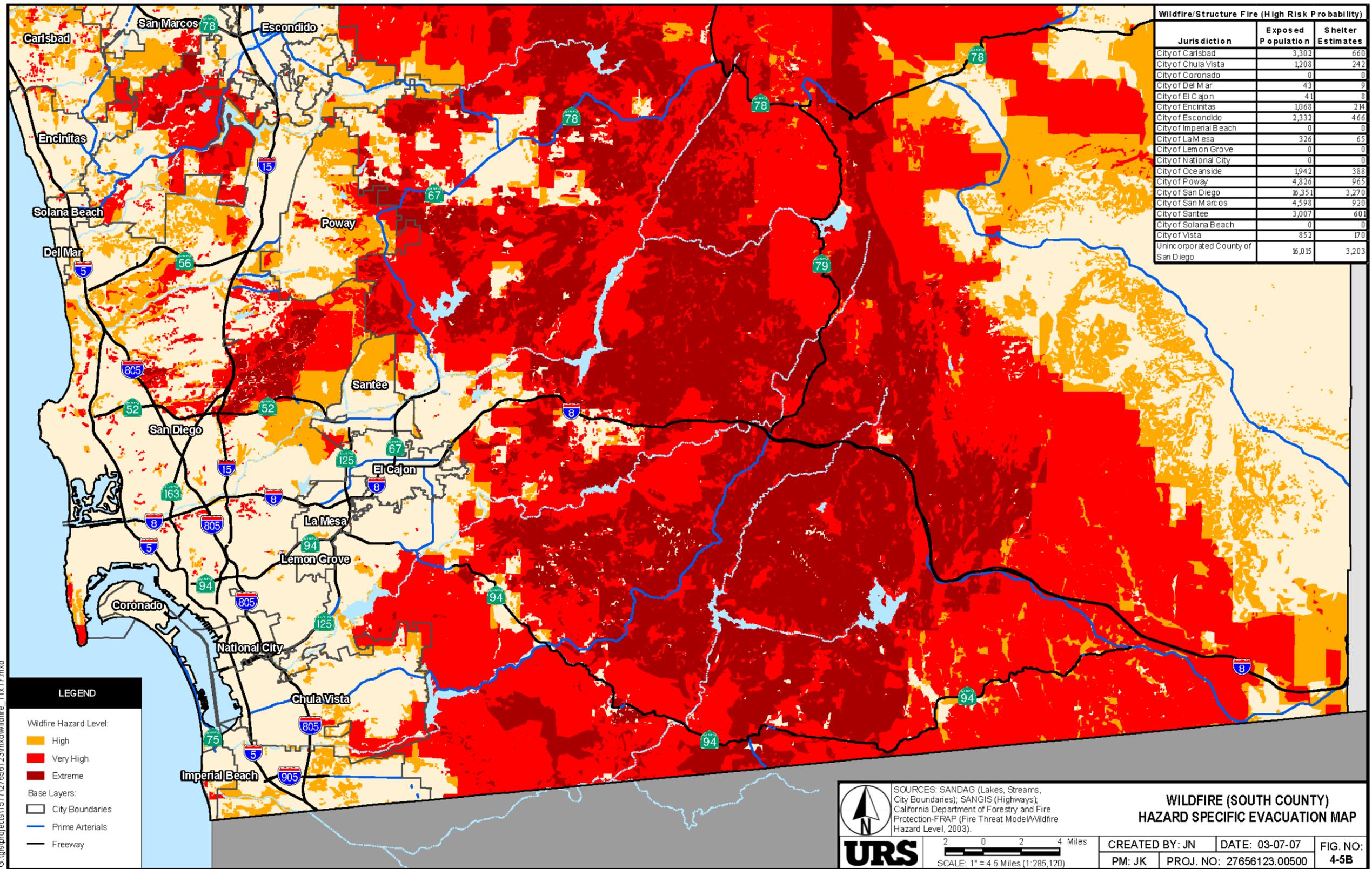


Figure 4-5B



VI. Sheltering Considerations

Shelter will initially be provided to evacuees through the establishment of evacuation points. These evacuation points will serve as temporary safe zones for evacuees and will provide basic needs such as food, water, and restrooms.

In the event that it is determined that mass care is required, Annex G: Care and Shelter Operations of the Operational Area Emergency Plan will be activated. The American Red Cross will provide the bulk of mass care facilities. The American Red Cross has MOAs established with approximately 670 sites within the OA for shelters. With mutual aid, the American Red Cross can provide shelter to approximately 70,000 people in San Diego County. Some evacuation points may also be converted into shelter locations if necessary.

Shelters must be able to meet the basic needs for their designated maximum capacity. This includes but is not limited to:

- Restrooms>Showers
- Beds/Cots
- Food/Water
- Blankets
- Toiletries
- First Aid

Evacuees will not be permitted to enter shelters if they are carrying weapons, illegal drugs, or alcohol.

During a disaster, all County of San Diego employees are considered to be Disaster Service Workers and may be asked to fulfill duties outside the scope of their normal job functions. In order to augment the resources of the American Red Cross, the County has implemented the County Shelter Team Program. This Program will utilize County employees as Disaster Service Workers to fulfill the need of sheltering the residents in San Diego County when needed. County OES has trained County employees in sheltering procedures to be part of the County Shelter Team Program. This Program will be implemented when the resources of the San Diego/Imperial Counties Chapter of the American Red Cross are exhausted, or a population that requires services that general population shelters cannot provide, require sheltering.

Jurisdictions should also consider establishing specific shelters for Disaster Service Workers and their families so these responders can concentrate on their work and not have to worry about family members.

Special Needs Populations Sheltering

There are no shelters in San Diego County that are designated explicitly for special needs populations. Per Annex G of the Operational Area Emergency Plan, the Director of Health and Human Services will serve as the Care and Shelter Branch Coordinator in the OA EOC and will

ensure that specialized services are provided as required to special needs populations. Shelters will need to accommodate people that require medications, especially certain types of insulin that require refrigeration, and for people who rely on life-support systems or other devices that require power to operate. These shelters must be equipped with back-up generators for power supply and have refrigeration capabilities.

All shelters should be Americans with Disabilities Act compliant throughout the facility to ensure that persons with disabilities can access all amenities. All potential shelter sites should be assessed for parking, accessibility, and restroom accommodations to determine if these sites are Americans with Disabilities Act compliant.

County OES has developed specific sheltering/medical and transportation plans for unaccompanied minors, medically fragile individuals, and those that require additional assistance that can not be provided at general shelters.

Animal Sheltering

Procedures to shelter animals in a disaster are outlined under Annex O of the Operational Area Emergency Plan. The County Department of Animal Services is the lead agency in a disaster of any kind involving animals. Animal Control Officers, San Diego Humane Society, and private animal care shelters will assist in the sheltering of small and large animals. Animal Services has three animal shelters located in Carlsbad, San Diego, and Bonita. Animals will be either accommodated at each shelter as they arrive on site or relocated to alternate shelters. Service animals are not considered pets and will be accommodated at general shelters.

Animal Services will also coordinate the procurement and dissemination of animal feed and supplies to the sheltered animals. Jurisdictions should work with local and regional agencies to identify shelter and confinement resources, animal food and water sources, and supplies.

The American Red Cross has an MOU with the City of San Diego Humane Society for support with animal sheltering. American Red Cross plans to use this MOU to establish similar MOUs within other jurisdictions as well as with County Animal Services.

Regional Shelter Capacities

Table 5-1 illustrates potential American Red Cross shelter capacities by zip code within the OA. These shelters only represent potential sites that may be activated during an evacuation. During an emergency, it is probable that other unofficial shelters will be activated by faith-based organizations and other public and private agencies. Jurisdictions should recommend that residents work with authorities to identify shelter locations.

In a large event, spontaneous or non-traditional shelters are likely to appear in the OA. Spontaneous shelters are sites that are not requested or physically supported by the American Red Cross, OA, or local jurisdictions. Moreover, the OA may not be aware that these shelters are in operation. The spontaneous shelters may be operated by volunteer organizations that may not be known to response agencies or formally established. The shelter organizations can manage and equip the shelter on their own or may request support from the OA and the

American Red Cross. When a spontaneous shelter receives operational support from the American Red Cross or the OA, it becomes a government-sanctioned shelter. As such, it must follow the guidance and information needs of the OA, including adherence to operating policies and procedures, providing standardized services, and submitting daily status reports.

**Table 5-1
 Regional Shelter Capacities**

Zip Code	Shelter Capacity
91901	347
91905	3
91906	95
91910	479
91911	313
91916	90
91935	187
91941	606
91942	56
91945	100
91950	497
91962	240
91963	53
91978	395
91977	2,063
92004	100
92007	26
92008	794
92009	75
92010	249
92011	76
92019	617
92020	2,142
92021	925
92024	250
92025	1,139
92026	501
92027	2,354
92028	867
92029	93

Zip Code	Shelter Capacity
92037	1,189
92054	202
92056	387
92057	371
92060	97
92064	1,901
92065	452
92067	337
92071	6,134
92069	1,197
92075	211
92078	250
92081	500
92082	850
92083	337
92084	1,499
92086	325
92091	112
92093	1,750
92101	1,486
92102	672
92103	1,041
92104	358
92105	548
92106	993
92107	416
92109	903
92110	359
92111	1,230
92113	1,876

Zip Code	Shelter Capacity
92114	1,755
92115	829
92117	1,693
92118	1,151
92119	589
92120	1,041
92122	1,097
92123	1,172
92124	1,603
92126	888
92127	502
92128	724
92129	1,044
92130	185
92131	346
92139	731
92154	1,314
92173	508
TOTAL CAPACITY: 61,102	

FEMA Long-Term Housing Assistance

In declared disasters and emergencies, short and long-term housing assistance from FEMA may be available.

Temporary Housing Assistance

Temporary Housing Assistance is provided when a FEMA assistance applicant's home is destroyed or damaged so badly that it cannot be lived in and there is insufficient insurance to meet the need for housing. Temporary rental assistance, grants to replace destroyed homes and repair grants are included in this type of assistance.

Rental Assistance

Rental assistance grants are provided by FEMA to homeowners and renters to temporarily rent another place while repairs are made to their home or while they are looking for another place to live. Applicants' damaged homes must be inspected to determine if they are eligible for rental assistance grants. Rental assistance grants may be used to pay for renting an apartment or house, or for staying in a hotel or motel. In areas where no housing is available to rent, alternative forms of housing, such as travel trailers or mobile homes, may be provided.

Repair Grants

Underinsured disaster victims may be eligible for grants to cover labor and material costs for home repairs to make the home safe to live in. Typical types of repairs covered include: roof, electrical system, and windows and doors. FEMA assistance covers minimal repairs. Low-interest disaster loans from the U.S. Small Business Administration are the source of funding for repairs to restore victims' houses to pre-disaster condition.

Communication Considerations

The OA EOC and impacted EOCs must be constantly aware of shelter requirements and capacities throughout the region. The American Red Cross shelter managers will inform their Disaster Operations Center about shelter capacities. The Disaster Operations Center will relay this information to the American Red Cross Liaison in the OA EOC, who will then convey this information to the Information and Intelligence Section, other EOCs, and the Joint Information Center.

Evacuees will be provided updated shelter information en-route through emergency radio broadcasts, messaging boards along the evacuation routes, and 2-1-1 informational lines.

Shelter personnel must ensure they are able to communicate with special needs populations including people who are deaf; deaf-blind or hard of hearing; blind or have low vision; or have cognitive disabilities. Translation services (language or sign language) should also be provided at shelters and evacuation points. Jurisdictions in the OA must work with local educational and ethnic organizations to identify individuals who speak foreign languages and who will be available to assist in the evacuation.

Hazard-Specific Considerations

Dam Failure:

Shelter sites will be located outside the areas impacted by these hazards.

Earthquake:

Shelters will need to be assessed for structural damage prior to being opened up for public use.

Residents may refuse to evacuate from their homes following an earthquake and will choose to camp in their yards and protect their property as an alternative of going to a shelter.

Flood (100 Year)

Shelter sites will be located outside the areas impacted by these hazards.

Tsunami:

Based on traffic conditions, an evacuation from a short-notice tsunami incident may be conducted more efficiently by foot. Therefore, evacuation points or shelters will need to be established in proximity to where the population evacuated (2 miles from the coast).

Wildfire/Structural Fire:

Due to the unpredictability of wildfires and how they can spread rapidly, there will need to be flexibility in identifying shelters that are safely located outside the hazard zones.

Terrorism:

Sheltering-in-place may provide greater protection to the public during acts of terrorism involving chemical, biological, or radiological agents.

VII. Resources

It is important to know what types of resources are available and which agencies can provide them in order to effectively respond to an incident.

Personnel

The County has a list of critical personnel to notify during an incident and will go through established channels for mutual aid. Individual jurisdictions are responsible for maintaining their respective lists and notifying their critical personnel during an emergency.

It is recommended that each jurisdiction pre-identify skilled laborer resources that may be needed during an emergency such as bus drivers and interpreters.

Transportation

The County is developing MOUs/MOAs with the Metropolitan Transit System and the North County Transit District for the use of buses, trolleys, and rail resources and the provision of bus drivers, light rail transit operators, and paratransit operators. Agreements with private school and charter bus companies and other private transportation companies will also be pursued. In

addition, the County will work on establishing and maintaining working relationships with partner organizations including advocacy organizations, agencies that serve the transportation-dependent populations, and faith and community based organizations. All available transportation resources will be included in the WebEOC tracking system database.

Buses are San Diego's greatest resource in terms of alternative transportation modes. The Metropolitan Transit System has approximately 600 buses that could be made available for an evacuation effort, each of which can accommodate two wheelchairs. The Metropolitan Transit System could also provide bus drivers and paratransit operators.

Additional potential transportation resources include, but are not limited to, the following:

- A. Charter or school buses
- B. San Diego Trolley
- C. Amtrak
- D. Shuttles
- E. Taxis
- F. Hotel vans
- G. Rental cars
- H. Limousines
- I. Helicopters

Additional Resource Requirements

It is essential that jurisdictions have a good understanding of what resources will or will not be available to them from other agencies in an evacuation effort. Jurisdictions should ensure that mutual aid agreements exist for critical resources such as traffic barricades, heavy equipment, and personnel resources. It is also essential that local jurisdictions establish and maintain working relationships with public and private agencies that work with special needs populations or serve the transportation-dependent populations. These agencies can provide assistance in the identification and transportation of special needs populations.

MOUs need to be formalized with other agencies and organizations for the provision of animal food, water, and supplies as well as assistance in the transportation of large animals. In addition, potential volunteer resources and private groups that can provide animal services should be identified and tracked in WebEOC.

Mutual Aid

Under the terms of the California Master Mutual Aid Agreement, emergency response mutual aid is provided on a voluntary basis from one jurisdiction to another. The Southern Mutual Aid Region VI consists of six counties and includes the County of San Diego. To facilitate mutual aid, discipline-specific mutual aid systems work through designated mutual aid coordinators at the OA, regional, and state levels. Mutual aid coordinators are established for:

- A. Fire and Rescue;

- B. Law Enforcement;
- C. Emergency Services; and
- D. Disaster Medical.

The basic role of a mutual aid coordinator is to:

1. Receive mutual aid requests;
2. Coordinate the provision of resources from within the coordinator's geographic area of responsibility; and
3. Pass unfilled requests to the next governmental level.

Mutual aid requests that do not fall into one of the discipline-specific mutual aid systems are handled through the emergency services mutual aid system by emergency management staff at the local government, OA, regional, and state levels.

When an OA needs a resource, it forwards a request to the Regional EOC. The requesting OA generates a mission request tracking form, which includes the following information:

1. A description of the current situation;
2. A description of the requested staff, equipment, facility, and supply needed;
3. Specification of the type or nature of the service to be provided;
4. Delivery location with a common map reference;
5. Local contact at delivery location with primary and secondary means of contact;
6. Name of the requesting agency and/or OA contact person;
7. Indication of when the resource is needed and an estimated duration of use; and
8. For requested resources that include personnel and/or equipment with operators, a description of logistical support is required (e.g., food, shelter, fuel, and reasonable maintenance).

Fire and Rescue and Law Enforcement mutual aid operations in the San Diego OA are described in Annexes B and C of the Operational Area Emergency Plan. San Diego OA will follow the established Mutual Aid procedures to obtain additional supplies, equipment, and personnel to assist in the evacuation.

American Red Cross

The American Red Cross maintains disaster field supply storage facilities in Southern California. The warehouses contain materials for shelters, such as cots, blankets, and comfort kits, and equipment needed for such American Red Cross operations as mobile feeding.

The American Red Cross maintains contracts with private vendors for foods to be distributed through mobile feeding operations. Disaster field supplies and supply contracts support American Red Cross operations.

Resources are transported via American Red Cross vehicles, private contractors of the American Red Cross, or if needed, through local government or OA support.

American Red Cross chapters maintain their own caches of supplies for smaller scale shelters. American Red Cross chapters use their own resources and activate existing agreements with local vendors as much as possible to meet local needs.

VIII. Access Control and Security

Once an area is evacuated, it needs to be kept clear for security reasons, the safety of responders, and to keep individuals out of hazardous areas. Perimeter control is normally accomplished by establishing Access Control Points, roadblocks, or road closures supplemented by suitably equipped mobile patrols.

Security Requirements

After people have been evacuated, access back into the damaged areas will be controlled to secure the area and protect public safety. Access Control Points will be established through staffed check points, road blocks, or road closures and can be used to establish outer and inner perimeter controls. The outer perimeter control will be used to provide information and reduce sight-seeing traffic. The inner perimeter control will function to restrict traffic to emergency response vehicles and personnel only. When possible, law enforcement personnel will also conduct periodic patrols within the secured areas, to deter theft and looting of abandoned residences. Access back into the evacuated areas should initially be limited to:

- A. Emergency service and public works personnel;
- B. Utility companies engaged in restoring utility services;
- C. Contractors restoring damaged buildings, clearing roads, and removing debris;
- D. Commercial vehicles delivering food, essential supplies, life support equipment, construction supplies, and other related materials; and
- E. Media representatives.

Law enforcement will be present at designated evacuation and transportation points and shelter sites for security, crowd control, and to deter criminal activity. Local law enforcement agencies can request mutual aid from the San Diego County Sheriff who serves as the OA Law Enforcement Coordinator.

Law enforcement personnel should also establish protocols for allowing critical employees, including essential medical and volunteer staff through roadblocks. Law enforcement should also consider making allowances at blockades, shelters, and other impacted areas for attendants, home health aides, visiting nurses, guide animals, and other individuals that are crucial to the immediate health care needs of people with disabilities.

IX. Re-Entry Procedures

Guidance and procedures to ensure a coordinated, safe, and orderly re-entry into impacted communities following an incident is provided in the County of San Diego Re-Entry Protocol.

Re-entry will be initiated by the EOC Director, based on clearance from the Incident Commander or the Liaison Officer of the Incident Management Team, in consultation with the Operations Section Chief at the OA EOC. In the event that the OA EOC has been deactivated, re-entry procedures will be initiated by the Incident Commander or the Liaison Officer of the Incident Management Team.

The Operations Section Chief or the Incident Commander will designate a Re-Entry Coordinator. The Re-Entry Coordinator is responsible for coordinating the re-entry procedures with all involved agencies and ensuring effective communication. Priorities for re-entry include:

- A. Safety
- B. Security
- C. Damage Assessment
- D. Restoration of Services
- E. Communication of Information

The impacted areas must be thoroughly investigated to ensure it is safe for residents to return and normal operations have been restored. This assessment will include verification that:

1. Structures and trees are deemed safe;
2. Damage and safety assessment has been completed;
3. There are no leaking or ruptured gas lines or downed power lines;
4. Water and sewer lines have been repaired;
5. Search and rescue operations have been completed;
6. There are no hazardous materials that can threaten public safety or appropriate warnings have been issued;
7. Water has been deemed safe or appropriate warnings have been issued;
8. Major transportation routes are passable and debris has been removed from public right-of-way; and
9. There is no threat to public safety and other significant hazards have been eliminated.

The public will be notified of the re-entry status through emergency broadcast radio, television, press releases, internet, informational phone lines such as 2-1-1, community briefings, and informational updates at shelters.

Once evacuees are permitted to return, it is important that procedures are established to properly identify residents and critical support personnel as well as ensure the legitimacy of contractors, insurance adjusters, and other personnel. Re-entry points should be staffed by law enforcement personnel.

Transportation resources will have to be coordinated to return evacuees that require transportation assistance from evacuation points or shelters back to their communities. Traffic management plans will need to be established for the return of evacuees which include the identification of preferred travel routes. Relief agencies such as the American Red Cross and Public Health Departments will also need to work closely with residents to provide information material and assistance.

When people are permitted to leave the shelters and return back to their homes, there is a potential that people with disabilities may not be able to enter their homes, especially if required ramps or other means of access have been destroyed. Due to these considerations, short-term housing must be identified that can accommodate the needs of personnel with disabilities. Potential sites could be hotels or motels, apartment buildings, or portable trailers with ramps. It is also important that these temporary housing sites are located in proximity to necessary support networks.

Each local EOC will be responsible for making the determination that re-entry has been completed for its jurisdiction, and promptly informing the OA EOC. Following confirmation from all affected jurisdictions that the re-entry process is complete, the OA EOC will notify every local EOC in the affected area of the date and time of completion.

X. Evacuation Annex Training and Exercises

The OA Evacuation Annex is considered a working document that will evolve in response to ever-changing threats. Ongoing exercises, training, evaluation, management, and maintenance of this Annex will ensure that new hazards and changes in communities can be addressed. A well-developed training and exercise program is vital to ensuring overall readiness and preparedness. Training ensures that personnel are prepared for their roles and responsibilities. Exercises test the capabilities, resources, and working relationships of responding agencies.

Training

All County and City staff should receive awareness training on the policies and procedures identified in their respective evacuation plan. All staff that may potentially participate in responding to emergencies in the City or OA EOC or Department Operations Centers must maintain minimum training competencies. An on-going training documentation program should also be developed by each jurisdiction to accommodate staff turnover and ensure all personnel have the required competencies. Training can be accomplished through classroom or internet instruction, coursework, independent study, on-the-job training, or hands-on exercises.

Shelter staff and volunteers are well trained to provide general emergency services, but it is also important that they become familiar with at least identifying if not providing services to people with disabilities. Shelter staff should also be trained on how to communicate with people who are deaf or hard of hearing such as exchanging notes, posting signs, or posting written messages. Staff should also be aware that they may have to read printed information or provide other types of assistance to people who are blind or have poor vision.

Exercises

Conducting regular tabletop and operational exercises will help identify areas of the Annex that require revision, enhancement, or additional detail. Exercises also help identify additional training or equipment that is necessary to improve the capabilities of response personnel to implement evacuation efforts. The Homeland Security Exercise and Evaluation Program describes the types of exercises sponsored and approved by the U.S. Department of Homeland Security, Office for Domestic Preparedness including seminars, tabletops, drills, functional exercises, and full-scale exercises.

Seminars are discussion based exercises to provide an overview of the plan procedures, concepts, protocols, available resources, and strategies. Tabletop exercises involve participants discussing simulated situations to assess plans, policies, and procedures. Tabletop exercises provide a convenient and low cost method of introducing officials to problem situations for discussion and problem solving. Such exercises are a good way to see if adequate emergency policies and procedures exist. Periodic tabletop exercises specific to short-notice and no-notice incidents requiring evacuation efforts within the OA are recommended.

Drills are coordinated activities used to test a single specific operation or procedure of an agency. Drills could be used to test evacuation notification procedures, transportation resource deployment, requests for mutual aid, or evacuation point activation. Functional exercises are intended to test multiple functions of a plan through the development of a scenario with simulated movement of personnel and equipment. The objective is to test the ability of the plan's procedures, policies, and staff to respond to a realistic, stressful, and complex crisis scenario. These plans can also be coordinated with adjoining jurisdictions. Full-scale exercises are the most complex and involve multiple agencies and jurisdictions to test the implementation of a plan; however this level of exercise would be far too disruptive to the communities.

An After Action Report shall be developed after each exercise and a real-life incident requiring evacuation to assess strengths, weaknesses, and opportunities of the evacuation effort and to determine recommendations to improve evacuation response. Based on the After Action Report, the Corrective Action Plan and specific completion schedule should be developed. As part of the Corrective Action Plan, recommendations identified in the After Action Report will then be integrated into the evacuation plans.

Public Outreach

It is recommended that each jurisdiction conduct public information programs to increase citizen awareness of potential hazards that may require an evacuation effort, potential evacuation routes, availability of transportation, what people should take with them during an evacuation, recommendations for families with small children, where they can expect to receive timely information, and how pets will be accommodated.

People with disabilities should also be educated about realistic expectations of service during and after an emergency. The public must also be informed about the importance of workplace and home evacuation procedures and the need to practice these drills on a regular basis. Furthermore, the public must be aware of the importance of family disaster planning and the

potential need to shelter in place following an incident. Animal owners should be encouraged to purchase appropriate cages, carriers, or trailers for their animals, maintain a supply of medicines or special foods that the animal requires, and ensure their animals wear identification at all times and are microchipped.

San Diego County OES will have copies of the OA Evacuation Annex available for public review.

XI. Annex Maintenance

San Diego County OES will be responsible for maintaining and updating the OA Evacuation Annex. The Annex will be reviewed annually and updated as necessary based on lessons learned and After Action Reports following drills, exercises, or actual incidents. The Annex will be revised every four years, at a minimum, to integrate new hazard information, established MOU/MOAs, changes in communities, and incorporate lessons learned from exercises or real incidents.

Revisions and updates should include:

1. Review of existing evacuation procedures for all identified hazards to ensure continued accuracy and validity;
2. Review of the availability of evacuation routes;
3. Incorporation of new MOUs/MOA and resources;
4. Determination of additional evacuation procedures;
5. Assurance that necessary training has been made available to all relevant departments/agencies.

Departments and agencies assigned responsibilities in this Annex are accountable for developing and maintaining SOPs which cover those responsibilities.

In addition, a Steering Committee should be established to work with the individual jurisdictions as they are developing or updating their specific evacuation plans to ensure all plans are consistent and can be coordinated during an evacuation effort.

Changes to this Annex shall be recorded in the Record of Changes table on the following page.

Appendix A

Level III Evacuation Considerations

This appendix is intended to provide additional considerations that would be applicable during a Level III (catastrophic) evacuation effort. The National Response Plan defines a catastrophic event as any natural or manmade incident, including terrorism, which results in extraordinary levels of mass casualties, damage, or disruption severely affecting the population, infrastructure, environment, economy, national morale, and/or government functions. A catastrophic event could result in sustained national impacts over a prolonged period of time, immediately exceed local and State resources, and significantly interrupt government operations and emergency services to such an extent that national security could be threatened.

The following concepts, circumstances, and strategies should be considered during a Level III evacuation effort:

1. Food, water, restrooms, fuel, and shelter opportunities need to be available along evacuation routes.
2. Rest areas, truck weigh stations, welcome centers, and service plazas should be staffed with emergency personnel to provide information to evacuees en-route.
3. Tow trucks will need to be deployed along the evacuation routes to remove stalled or broken-down vehicles.
4. Refueling resources will need to be provided for vehicles that operate on gas, diesel, and compressed natural gas.
5. Mega shelters sites may need to be identified and staffed.
6. The OA EOC will need to coordinate with shelter sites outside the county including Riverside and Orange County. The Riverside American Red Cross has an approximate capacity to accommodate 25,000 people.
7. A large scale evacuation effort over a long distance may be very challenging given the transportation network of San Diego County.
8. Under Emergency Support Function -6: Mass Care, Housing, and Human Services, American Red Cross and FEMA are to assist evacuees and people with special needs. The National Response Plan also refers to the use of the National Disaster Medical System, which can be activated by the Department of Homeland Security to assist in medical response and patient evacuations beyond care provided under Emergency Support Function -6.
9. Under the National Response Plan, a catastrophic incident engenders a comprehensive and integrated Federal, State, and local response. When the Secretary of Defense authorizes Defense Support of Civil Authorities for domestic incidents, the Department of Defense retains command of military forces under Defense Support of Civil Authorities and coordinates its activities under a Unified Area Command.

10. FEMA maintains pre-positioned caches of disaster supplies throughout the western United States.
11. In the event of a catastrophic incident in the San Diego County, FEMA will assign representatives with the authority to commit federal resources to the County and arrange the logistics of federal shipments.
12. During the first 48 hours following an incident, FEMA transports “push items”—federal assets that include Emergency Response Teams, equipment, and other supplies—to an incident Mobilization Center.
13. FEMA ships resources from mobilization centers to Federal Operational Staging Areas and to state staging areas, and relies on state and local agencies to distribute the resources.
 - A. In a catastrophic incident, FEMA will deliver resources and transfer them to state control at any of the following locations:
 - B. - Directly where the resources are needed;
 - C. - Incident Command Post in a local jurisdiction;
 - D. - Point of Distribution;
 - E. - State staging area;
 - F. - Federal Operational Staging Area; or
 - G. - Mobilization Center.
14. Federal personnel provide warehousing, transportation, and other labor whenever resources remain under the management of the Federal Government.
15. FEMA resources include federal support until the point where supplies are handed off to the state and local authorities for distribution to the public. When supplies and commodities are handed off to the state and local government, labor and logistics support becomes the responsibility of those parties, unless the disaster requires further federal support from the Federal Government.
16. FEMA is responsible for restocking Mobilization Centers and Federal Operational Staging Areas to a 1 to 3-day supply level.
17. FEMA validates the eligibility of and prioritizes requests from the State Government.
18. FEMA mission tasks the Department of Transportation to activate the National Transportation Contract as part of Emergency Support Function #1 – Transportation.
19. FEMA mission tasks the U.S. Army Corps of Engineers to support requests for ice, water, and emergency power under Emergency Support Function #3 – Public Works and Engineering.
20. Under the National Response Plan and at FEMA’s direction, the U.S. Army Corps of Engineers may provide local and State Government with the following direct federal assistance:
 - A. Supplies of bottled or bulk potable water;
 - B. Supplies of packaged ice;

- C. Transportation of purchased commodities to one or more staging and/or distribution sites, including moving from staging sites to Points of Distribution;
 - D. Loading and unloading of trailers and reefers;
 - E. Storing of purchased or government-furnished commodities at staging sites outside of affected areas or Points of Distribution in affected areas;
 - F. Managing commodity contracts to execute assigned mission.
21. The Department of Homeland Security and Health and Human Services Agency manage the Strategic National Stockpile (SNS) which is a large inventory of medicine and medical supplies used to protect the public if an emergency is severe enough to deplete local medical supplies.
22. The SNS, which is strategically located in caches throughout the country, are staged for shipping to a disaster area within 12 hours of notification.
23. Technical staff travels with the SNS push packages to coordinate with state and local officials, and to ensure prompt and effective use of the materials.
24. Health and Human Services transfers authority for the SNS assets to state and local authorities once they arrive at a designated state receiving and storage site.

Appendix B

Instructions on Sheltering-In-Place

- Close and lock all windows and exterior doors.
- If you are told there is danger of explosion, close the window shades, blinds, or curtains.
- Turn off all fans, heating and air conditioning systems.
- Close the fireplace damper.
- Get your disaster supplies kit and make sure the radio is working.
- Go to an interior room without windows that is above ground level. In the case of a chemical threat, an above-ground location is preferable because some chemicals are heavier than air, and may seep into basements even if the windows are closed.
- Bring your pets with you, and be sure to bring additional food and water supplies for them.
- It is ideal to have a hard-wired telephone in the room you select. Call your emergency contact and have the phone available if you need to report a life-threatening condition. Cellular telephone equipment may be overwhelmed or damaged during an emergency.
- Use duct tape and plastic sheeting (heavier than food wrap) to seal all cracks around the door and any vents into the room.
- Keep listening to your radio or television until you are told all is safe or you are told to evacuate. Local officials may call for evacuation in specific areas at greatest risk in your community.

Appendix C

Suggested Items to Take During an Evacuation

San Diego County OES provides the following list of suggested items that the public should take with them during an evacuation:

Cash and Credit Cards

Important Documents

- Social Security Cards
- Drivers License
- Passport
- Medical Records
- Insurance Information
- Deeds
- Titles
- Most Recent Tax Returns

Names, Addresses, and Telephone Numbers of Doctors And Pharmacists

Change of Clothing for each Family Member

Personal Hygiene Items

- Toothbrush and Toothpaste
- Shampoo
- Lotion
- Soap
- Deodorant
- Kleenex
- Essential medicines and eyeglasses
- Feminine hygiene supplies
- Other personal hygiene supplies
(based on individual needs)

Family Photos

Baby Items

- Diapers
- Formula
- Food
- Change of Clothing

Special Needs Items

- Wheelchair
- Medications
- Canes

Pet Care Items

- Identification
- Immunizations
- Carrier or Cage
- Muzzle or Leash
- Food

Appendix D

Roadway Capacities

Roadway	AM Peak Capacity (vph)
30TH	3,100
ALTA	950
BALBOA	3,004
BARHAM	4,010
BEAR VALLEY	2,538
BIRCH	1,872
BLACK MOUNTAIN	3,300
BROADWAY	3,254
CAM DEL NORTE	2,356
CAM DEL RIO WEST	5,100
CAMINO SANTA FE	2,300
CAMINO SUR	5,100
CAMPO	950
CARMEL MTN	3,760
CLAIREMONT MESA	3,202
DEL MAR HEIGHTS	2,808
EASTLAKE PKWY	5,100
EL CAMINO REAL	5,100
ENCINITAS	3,300
ENCINITAS	3,300
FAIRMOUNT	3,300
FLETCHER	3,868
FRIARS	2,950
GENESEE	1,654
H	5,100
HUNTE	5,100
I-15 HOV SB	3,200
I-15 NB	8,800
I-15 SB	4,400
I-5 HOV NB	1,600
I-5 NB	7,600
I-5 SB	7,600
I-8 EB	4,000
I-8 WB	4,000
I-805 HOV NB	1,600
I-805 NB	8,400
LA JOLLA PARKWAY	1,908
LA JOLLA VILLAGE	3,618
LA MEDIA	3,362
LAKE JENNINGS PARK	3,100

Roadway	AM Peak Capacity (vph)
LAS POSAS	3,760
LINCOLN	2,050
LOS COCHES	5,100
MANCHESTER	4,900
MAPLEVIEW	1,000
MELROSE	3,300
MIRA MESA	2,356
MIRAMAR	5,100
MISSION	3,760
MISSION GORGE	3,100
NAVAJO	1,906
NEW PROCTOR VALLEY	5,100
NOBEL	5,100
NORTH HARBOR	4,786
NORTH TORREY PINES	3,274
OCEANSIDE	5,100
OLIVENHAIN	1,906
OLYMPIC PARKWAY	5,100
ORANGE	5,100
OTAY LAKES	4,928
OTAY MESA	6,900
OTAY VALLEY	5,100
PACIFIC	4,786
PACIFIC NB	4,900
PALA	950
PALM	2,950
PALOMAR AIRPORT	1,400
PASEO DE LAS AMERICA	3,100
PASEO RANCHERO	5,100
PROCTOR VALLEY	2,000
RAMP	3,100
RANCHO SANTA FE	1,634
RIVERFORD	1,250
SABRE SPRINGS	2,300
SAN MARCOS	5,200
SCRIPPS POWAY	3,652
SEA WORLD	2,372
SIEMPRE VIVA	2,950
SILVER STRAND	2,412
SR-125 NB	3,452
SR-125 SB	5,700
SR-163 NB	3,600
SR-163 SB	3,600
SR-52 EB	4,000

Roadway	AM Peak Capacity (vph)
SR-52 WB	3,600
SR-54 EB	6,000
SR-54 HOV EB	1,600
SR-54 HOV WB	1,600
SR-54 WB	6,000
SR-56 EB	2,000
SR-56 WB	4,000
SR-67 NB	2,952
SR-67 SB	4,000
SR-75 HOV SB	1,600
SR-75 NB	4,000
SR-75 SB	6,000
SR-76 NEW	2,050
SR-78 EB	4,800
SR-78 WB	5,400
SR-905 EB	5,200
SR-905 WB	2,000
SR-94	950
SR-94 EB	6,000
SR-94 WB	4,000
SR905 EXPRESSWAY	3,100
SUNSET CLIFFS	1,656
SWEETWATER	3,024
TED WILLIAMS	2,156
TELEGRAPH CANYON	2,950
TORREY PINES	4,678
TWIN OAKS VALLEY	2,640
TWIN PEAKS	1,656
URBAN CENTER EAST	5,100
VALLEY	3,300
VALLEY CENTER	1,170
VIA RANCHO	3,038
WASHINGTON	3,300
WIEGHORST	1,420
WOODLAND	2,300

Appendix E

Acronyms and Abbreviations

Caltrans	California Department of Transportation
CERT	Community Emergency Response Team
CHP	California Highway Patrol
EOC	Emergency Operations Center
FEMA	Federal Emergency Management Agency
GIS	Geographic Information Systems
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MPH	Miles Per Hour
OA	Operational Area
OES	Office of Emergency Services
SDG&E	San Diego Gas and Electric
SOP	Standard Operating Procedures
VPH	Vehicles Per Hour

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