

Unified San Diego County Emergency Services Organization Operational Area Emergency Plan

Executive Summary



September 2006

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

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

The Operational Area Emergency Plan is the plan which would be used by the County and all of the cities within the County to respond to major emergencies and disasters. It describes the roles and responsibilities of all county departments and many city departments.

The Cities are encouraged to adopt the Operational Area Emergency Plan as their own, with modifications as appropriate for their city. The Plan is updated every four years by the Office of Emergency Services and the Unified Disaster Council of the Unified San Diego County Emergency Services Organization.

THE PLAN

A. The Basic Plan

The Basic Plan contains information on emergency planning in our jurisdiction. The Basic Plan portion of the Operational Area Emergency Plan contains information on the San Diego County Operational Area and lists all of the hazards that our County is susceptible to. Those hazards include but are not limited to:

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

The County of San Diego and the cities within the County have all agreed to work together in the area of emergency management. The cities within the County are dues paying members of the Unified San Diego County Emergency Services Organization.

1. Overview

The San Diego County Operational Area consists of 19 jurisdictions that range in population from several thousand to over 1,000,000. To foster a regional approach, the cities and County joined together in 1961 to form an Operational Area and entered into a Joint Powers Authority (JPA). The JPA establishes procedures and protocols for assisting each other in the event of a disaster or major emergency which would be beyond the capability of any single jurisdiction to handle.

An Operational Area is defined as a County and each of its political jurisdictions, including Special Districts. The Unified Disaster Council is the policy making body for the Unified Organization, and the Office of Emergency Services is staff to the Unified Organization.

The Operational Area Emergency Plan has been designed to follow the State mandated Standardized Emergency Management System (SEMS) and the Federal mandated National Incident Management System (NIMS). SEMS and NIMS are based on the Incident Command System and the Multiple Agency Coordination System, both of which have been used by fire departments for years. The State of California's Office of Emergency Services has certified that the Plan meets State guidelines.

This Emergency Plan has been designed to be used by individual jurisdictions within the Operational Area in the development of their own plans. In most cases, with just a few changes, the Operational Area Emergency Plan can be used as the basis for city plans.

2. Purpose

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

EXECUTIVE SUMMARY
SAN DIEGO COUNTY OPERATIONAL AREA EMERGENCY PLAN

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

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

3. The Annexes

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

Annex A	Emergency Management
Annex B	Fire and Rescue Mutual Aid Operations
Annex C	Law Enforcement Mutual Aid Operations
Annex D	Multi-Casualty Operations
Annex E	Public Health Operations
Annex F	Medical Examiner Operations
Annex G	Care and Shelter Operations
Annex H	Environmental Health Operations
Annex I	Communications
Annex J	Construction and Engineering Operations
Annex K	Logistics
Annex L	Emergency Public Information
Annex M	Behavioral Health Operations
Annex N	Damage Assessment and Recovery
Annex O	Animal Services
Annex P	Terrorism

A. Annex A - Emergency Management

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

EXECUTIVE SUMMARY
SAN DIEGO COUNTY OPERATIONAL AREA EMERGENCY PLAN

The EOC is divided into five sections:

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

Under SEMS, the sections within the EOC mirror the Incident Command System position titles in the field. Communications at the field and EOC levels occur laterally between sections and vertically between levels of government, except Policy which is called Command in the field.

Annex A also provides information on the warning systems used to notify the public of the need to evacuate or take protective action. There are several ways to notify residents and public employees.

One system used in the County is the Lifesaving Information For Emergencies Radio System (LIFE). The LIFE system consists of about 200 black boxes that have been distributed throughout the County at school districts, Fire Departments, Police and Sheriff Stations, City Administrators' offices and Radio/TV Stations. LIFE sends an alert tone to the boxes throughout the County and opens their receivers and speakers so that an emergency message can be broadcast. The media generally puts out the information as soon as is practical over radio and television.

Another way to alert the public is through the use of the Emergency Alert System (EAS). This system uses digital information along with a voice system to put information out to the public via radio, television and cable.

In 2005, the County of San Diego implemented the Community Emergency Notification System (CENS). This system has the capability of making thousands of calls per hour by using automated calling technology. CENS enables emergency dispatchers to call residents and alert them to emergency actions which may need to be taken.

Another system of warning is through the use of helicopters and patrol cars with Public Address systems.

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

B. Annex B - Fire and Rescue Mutual Aid Operations

Annex B is devoted to Fire and Rescue Operations. It states that the Operational Area Fire Coordinator at this time is the local Chief of the California Department of Forestry (CDF). This is an elected position which is determined by the San Diego County Fire Chief's Association.

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

Any fire department can request assistance from other fire departments throughout the county simply by requesting those assets from CDF. CDF will then put together Strike Teams to provide assistance to the requesting agency.

The Operational Area Fire Coordinator is responsible for coordinating Mutual Aid requests and assignments. He/she is able to request strike teams and other resources from fire departments within the Operational Area and fire departments throughout the State of California.

Once the request has been made, it is the responsibility of the Coordinator to tell the incoming units where to stage and put them in touch with the Incident Commander.

The rescue portion of the plan acknowledges the existence of the **Urban Search and Rescue** teams that are available throughout the State of California and the United States. It identifies the Fire Mutual Aid Zones within the county and discusses the use of communications equipment and frequencies.

C. Annex C - Law Enforcement Mutual Aid Operations

The Law Enforcement Mutual Aid Operations Annex addresses the lines of communications for requesting law enforcement assets through the Operational Area Law Enforcement Coordinator, which is the San Diego County Sheriff. It identifies the Regional Law Enforcement Coordinator, which is the San Bernardino County Sheriff, and states the responsibilities of law enforcement in the San Diego Operational Area, which consist of:

- (1) Law enforcement
- (2) Evacuation
- (3) Traffic control in contract cities and
- (4) Providing assistance to other law enforcement agencies

EXECUTIVE SUMMARY
SAN DIEGO COUNTY OPERATIONAL AREA EMERGENCY PLAN

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

D. Annex D - Multi-Casualty Operations

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

Annex D identifies the system of Base hospitals, trauma facilities and satellite hospitals in the San Diego County Operational Area. It also defines the role of paramedics, EMTs, hospital personnel, law enforcement, fire and hazardous materials specialists, among others. It defines communications links between the field and the hospitals and identifies Station M and its role. It also describes the National Disaster Medical System (NDMS) which can be activated in the event of a major emergency where the number of injured exceeds local capabilities.

E. Annex E - Public Health Operations

Annex E describes the roles and responsibilities of the Public Health Divisions of the San Diego County Health and Human Services Agency, including Public Health Nurses, the Public Health Lab and various other divisions. The primary missions of Public Health include preventative health measures and communicable disease control.

F. Annex F – Office of the Medical Examiner Operations

This annex defines the role of the Office of the Medical Examiner during and following a disaster, and discusses statewide Mutual Aid. The Office of the Medical Examiner is responsible for setting up Medical Examiner Emergency Teams, temporary morgues, search and rescue teams for body recovery, and the procurement and allocation of supplies and resources. The Office of the Medical Examiner is also responsible for the identification and listing of the victims, and the notification of next of kin.

G. Annex G - Care and Shelter Operations

This annex defines the role of the Health and Human Services Agency and the American Red Cross in providing care and shelter. In San Diego County, the Red Cross will be running all of the shelters with the assistance of the Health and Human Services Agency.

All of the expenses for running the shelters are picked up by the Red Cross for most emergencies, if they are allowed to select the facility and approve it before people arrive. They should always be consulted prior to opening a shelter.

H. Annex H - Environmental Health

This annex describes the role of the Department of Environmental Health. It has several roles and responsibilities, including:

- ☞ Health inspection of shelters,
- ☞ Hazardous Material response,
- ☞ Inspection of filtration plants and the determination of water potability,
- ☞ Establishing methods and procedures for dealing with vector and rodent control,
- ☞ Supervision of food delivery systems.

I. Annex I - Communications

This is a descriptive annex rather than a true functional annex. It describes all of the communications capabilities that exist in the Operational Area at this time.

J. Annex J - Construction and Engineering Operations

This Annex defines the role of public works departments at the County and city levels. Some of the responsibilities of Public Works are:

- ☞ To develop and maintain current records of road conditions
- ☞ Restore, maintain and operate essential services such as roads, sewers and drainage facilities
- ☞ Construct emergency facilities such as bridges, emergency facilities and housing

EXECUTIVE SUMMARY
SAN DIEGO COUNTY OPERATIONAL AREA EMERGENCY PLAN

☞ Assist in search and heavy rescue

It also describes the Associated General Contractors Emergency Services Mobilization Program (AGCESMP), formerly known as Plan Bulldozer. The AGCESMP is a mutual aid plan and agreement which guarantees jurisdictions that the construction industry will provide staff and equipment to them at preset fees and sets up lines of communication.

K. Annex K - Logistics

Annex K deals with personnel, supplies and equipment and how they are obtained and supported. Some of the needed assets may come from other counties and other states. All of the costs need to be tracked so that claims can be made to federal agencies during the recovery process. This Annex is the responsibility of Purchasing and Contracting.

L. Annex L - Emergency Public Information

This annex describes the County Media Team and its responsibilities for ensuring the public has information on the correct actions to take. The team is also responsible for rumor control. The team is composed of representatives from many County departments.

M. Annex M - Behavioral Health Operations

This annex describes the role of the Behavioral Health Division of the Health and Human Services Agency. County Behavioral Health has a role in the field and at the Emergency Operations Center. Many of their practitioners are trained to assist both disaster workers and people in shelters, who have lost their homes and possessions.

N. Annex N - Damage Assessment and Recovery

This annex provides a summary of the San Diego County Operational Area Recovery Plan. This plan identifies the departments responsible for the assessment of damages and the start of the recovery process. It describes the types of assistance which may become available after an incident, and how to go about getting the process started. It discusses the importance of record keeping, has sample forms and also contains information about how to set up Disaster Service Centers.

O. Annex O - Animal Services

This annex describes the role of the San Diego County Department of Animal Services and the other animal control and animal care agencies in the Operational Area. This annex is supported by a Mutual Aid Agreement.

P. Annex P - Terrorism

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