ANNEX Q Evacuation

ACKNOWLEDGEMENTS

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

EXECUTIVE SUMMARY

The 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 County Operational Area.

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GENERAL

INTRODUCTION

The overarching goal of evacuation planning in the San Diego County Operational Area (OA) is to maximize the preservation of life while reducing the number of people that must evacuate and the distance they must travel to seek safe refuge. The OA Evacuation Annex describes how emergency personnel will cooperate and the decisions they will have to make and implement to respond to a disaster that requires an evacuation of residents and their pets. The OA Evacuation Annex also aims to lessen the impact a large-scale evacuation can have on the host communities.

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 OA. In addition, this annex provides general estimates on the number of residents in the OA who may need to be evacuated due to specific hazards. This annex also provides estimates for the number of residents who may require sheltering or transportation assistance, and the estimated number of pets that may need to be evacuated. This annex also provides hazard specific considerations, general evacuation transportation routes and capacities, countywide shelter capacities, evacuation resources available locally and through mutual aid, and disability and access and functional needs considerations.

BACKGROUND

The devastation caused by Hurricanes Katrina, in 2005, as well as Irma and Harvey in 2017 have 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, a conference report on H.R. 2360, Department of Homeland Security Appropriations Act, 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, or residents without access to transportation, in advance of and after such an event, as well as plans for sustenance of evacuees." Locally, large wildfires in San Diego County have highlighted the need to have community-based evacuation plans in place, ready to implement in advance of these fast-moving fires.

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

Although the OA has never been faced with a need for 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 December 2017 Thomas Fire in Ventura and Santa Barbara Counties became the largest firestorm in California's history, forcing thousands of people to evacuate to temporary shelters. Locally in the OA, large firestorms in 2007, 2014, and 2017 forced a large number of evacuations. The 2007 fires, for example, resulted in the evacuation of approximately 515,000 people.

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 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 County of San Diego Office of Emergency Services (OES) and the Sheriff's Department have developed this Evacuation Annex as an annex to the Operational Area Emergency Operations Plan (OA EOP).

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 OA.

In addition, this annex provides general estimates on the number of residents within each jurisdiction of the OA who may be impacted by specific hazards and may require evacuation assistance, sheltering, transportation, and assistance with pet evacuation. 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 disability and access and functional needs considerations.

SCOPE

This Evacuation Annex applies to the OA, including all jurisdictions and special districts. It is not intended to supersede any other emergency plans. This Evacuation Annex and all supporting appendices support the OA EOP.

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 OES as the most plausible hazards to affect the OA, all of which may require an evacuation of several communities within the OA.

Table 1 below outlines the six hazards with the most likely potential to cause an evacuation in the OA and the jurisdictions which are most likely to be affected by these hazards. Table 2 identifies the number of people expected to be affected by the identified hazards and who may need to evacuate.

TABLE 1

MAJOR HAZARDS IN THE OA POTENTIALLY REQUIRING AN EVACUATION

JURISDICTION	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

TABLE 2: INDIVIDUALS IN OA POTENTIALLY EXPOSED TO MAJOR HAZARDS AND MAY REQUIRE PUBLIC SHELTER ASSISTANCE

	DAM FAILURE	EARTHQUAKE	FLOOD (100 YEAR)	TSUNAMI	WILDFIRE/ STRUCTURE FIRE (HIGH RISK PROBABILITY)
Carlsbad					
Exposed Population	4,113	104,707	6,906	1,165	99,892
Shelter Estimates	205	5,235	345	58	4,994
Chula Vista					
Exposed Population	8,635	232,095	5,947	83	227,269
Shelter Estimates	432	11,605	297	4	11,363
Coronado					
Exposed Population	0	23,009	2,853	8,523	22,740
Shelter Estimates	0	1,150	143	426	1,137
Del Mar					
Exposed Population	1,139	4,591	813	1,023	3,791
Shelter Estimates	57	230	41	51	190
El Cajon					
Exposed Population	0	98,205	1,870	0	96,248
Shelter Estimates	0	4,910	94	0	4,812
Encinitas					
Exposed Population	1,204	64,145	653	388	57,529
Shelter Estimates	60	3,207	33	19	2,876
Escondido					
Exposed Population	47,700	143,071	8,367	0	134,425
Shelter Estimates	2,385	7,154	355	0	6,721
Imperial Beach					
Exposed Population	5,526	28,243	1,206	5,225	25,831
Shelter Estimates	276	1,412	20	261	1,292
La Mesa					
Exposed Population	1,701	56,880	0	0	56,037
Shelter Estimates	85	2,844	0	0	2,801

Lemon Grove					
Exposed Population	0	25,650	105	0	25,538
Shelter Estimates	0	1,283	5	0	1,277
National City					
Exposed Population	1,998	56,522	2,854	1,306	57,267
Shelter Estimates	100	2,826	115	65	2,863
Oceanside					
Exposed Population	33,755	179,626	19,007	2,108	157,029
Shelter Estimates	1,688	8,981	724	105	7,851
Poway					
Exposed Population	47	51,126	2,518	0	43,624
Shelter Estimates	2	2,556	108	0	2,181
San Diego					
Exposed Population	75,686	1,354,013	36,042	10,294	1,244,722
Shelter Estimates	3,784	67,701	1,240	515	62,236
San Marcos					
Exposed Population	2,481	83,149	2,377	0	79,610
Shelter Estimates	124	4,157	105	0	3,981
Santee					
Exposed Population	20,815	56,848	1,873	0	45,353
Shelter Estimates	1,041	2,842	60	0	2,268
Solana Beach					
Exposed Population	40	13,547	1,124	324	12,004
Shelter Estimates	2	677	56	16	600
Vista					
Exposed Population	553	96,100	1,988	0	89,520
Shelter Estimates	28	4,805	99	0	4,476
Unincorporated San Diego County					
Exposed Population	21,862	333,626	10,125	35	335,301
Shelter Estimates	1,093	16,681	506	2	16,765

*Exposed population numbers are adapted from the Multi-Jurisdictional Hazard Mitigation Plan, San Diego County, CA, October 2017

*Shelter estimates are based on the assumption that 5 percent of exposed population will require a public shelter

ASSUMPTIONS

The following assumptions were established in development of this Annex:

- This annex was developed for a Level II (moderate severity) evacuation scenario and will be activated when two or more communities within the OA are impacted by an evacuation. Additional considerations for a Level I (catastrophic) evacuation scenario are provided in Attachment 5.
- Local jurisdictional plans will be consistent with the assumptions identified in this annex.
- 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.
- A decision to evacuate will be made at the local jurisdiction level with regional collaboration.
- Law enforcement agencies are the primary lead for evacuation activities with other agencies playing supporting roles.
- If activated, this annex will complement other jurisdictional evacuation plans and the jurisdictional evacuation plans will be consistent with the OA Evacuation Annex.
- The OA has adopted the National Incident Management System (NIMS) and Standardized Emergency Management System (SEMS) and will follow NIMS and SEMS principles and structures for evacuation-related activities.
- The OA will request and coordinate regional resources under the California Master Mutual Aid Agreement.
- The OA Emergency Operations Center (EOC) will coordinate regional evacuation efforts.
- Due to the OA hazard profile, most incidents requiring an evacuation are likely to happen with little or no warning.
- Most people at risk will evacuate when officials recommend that they do so.
- Some individuals will refuse to evacuate, regardless of the threat.
- Most evacuees will use their personal vehicles to evacuate, however, evacuation assistance may need to be considered for individuals with disabilities and others with access and functional needs, including, but not limited to, those without access to personal vehicles. See Appendix 6 for additional resources for evacuating individuals with physical, cognitive, and emotional disabilities.
- According to the U.S. Census Bureau's 2015 estimates, of the 1,113,610 occupied housing units in San Diego County, 64,671 (5.8%) of these units do not have a vehicle available[1].

[1] http://factfinder2.census.gov/faces/tableservices/jsf/pages/productview.xhtml?pid=ACS_12_1YR_DP04&prodType=table

- In compliance with Federal law, accommodations will need to be made for the evacuation of service animals (Americans with Disabilities Act) and household pets (Pets Evacuation and Transportation Standards Act).
- In most emergency situations in San Diego County, the majority of evacuees seek shelter with relatives or friends or in commercial accommodations rather than in public shelter facilities. It is estimated that approximately 5 percent of evacuees will require public shelter assistance.
- Ground transportation routes will generally be the primary means of evacuation in the OA. Over-water and air evacuations may be considered on an individual basis by each jurisdiction.
- Major ground transportation corridors in the OA will be used as primary evacuation routes during an evacuation effort.
- Major ground transportation infrastructure within the OA will remain largely intact following most incidents.
- Terrorist incidents, as opposed to natural disasters, can occur at any location within the OA and there is no way to precisely estimate the potential number of individuals affected prior to such an incident.
- Naturally-occurring and man-made outbreaks of infectious disease will require only a small-scale evacuation (e.g., several buildings)
- The OA should generally plan on not receiving Federal Emergency Management Agency (FEMA) assistance for possibly as long as 96 hours after an incident.
- Response decisions, including the decision to evacuate, will be based on maximizing the preservation of life first, then protecting the environment, property and the economy. Several factors will be considered: the capacity to safely move or shelter all population groups, 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.
- The following principles should be considered when making evacuation decisions:
    - Reduce the number of people who must evacuate and the distance they must travel to seek safe refuge.
    - Lessen the impact on the host-shelter community.
    - Evacuation may require relocating people within the OA, to other local jurisdictions or outside of the county as necessary.
    - Evacuations to outside counties should always be coordinated through the OA Emergency Operations Center.
    - Evacuees leaving voluntarily are more likely to seek shelter with friends or relatives or use hotels rather than a public shelter.
    - Most of the public will act in its own interest and evacuate a dangerous area when advised to do so by authorities.
    - Some individuals will refuse to evacuate.

WHOLE COMMUNITY APPROACH

The San Diego County Operational Area is committed to achieving and fostering a whole community emergency management system that is fully inclusive of individuals with disabilities and others with access and functional needs. For further details on our whole community approach to emergency management, which includes the integration of inclusive emergency management practices, refer to the Basic Plan.

CONCEPT OF OPERATIONS

OVERVIEW

The Evacuation Annex will follow basic protocols set forth in the OA EOP and the California Master Mutual Aid Agreement, which 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:

- Expedite the movement of persons from hazardous areas.
- Institute access control measures to prevent unauthorized persons from entering vacated, or partially vacated areas. The San Diego Sheriff's Department (SDSD) may use discretion in allowing access for caregivers, personal care assistants, or other support personnel on a case-by-case basis as determined by the incident commander.
- Provide for evacuation to appropriate transportation points, evacuation points, and shelters.
- Provide adequate means of transportation for individuals with disabilities and others with access and functional needs, which includes, but is not limited to, older adults, children, and individuals who are transportation disadvantaged.
- Provide for the procurement, allocation, and use of necessary transportation and law enforcement resources by means of mutual aid or other agreements.
- Control evacuation traffic.
- Account for the needs of individuals with household pets and service animals prior to, during, and following a major disaster or emergency.
- Provide initial notification, ongoing, and re-entry communications to the public through the Joint Information Center (JIC).
- Assure the safe re-entry of the evacuated persons.

SDSD is the lead agency for evacuations of the unincorporated areas of San Diego County. In the incorporated cities, local law enforcement (or the Sheriff in contracted cities) will be the lead agency for evacuations. The SDSD, as part of Unified Command, assesses and evaluates the need for evacuations, and orders evacuations according to established procedures, which are outlined in this annex. Additionally, as part of the Unified Command, the SDSD will identify available and appropriate evacuation routes and coordinate evacuation traffic management with the California Department of Transportation (Caltrans), the California Highway Patrol (CHP), other supporting agencies, and jurisdictions.

The decision to evacuate an area is not made lightly and there is a significant impact to public safety and the economy. The following process describes how emergency evacuation decisions within the OA will be coordinated, allowing emergency managers and other supporting response organizations to make collaborative decisions.

EVACUATION COORDINATION PROCESS

- If the emergency only impacts a local jurisdiction, the decision to evacuate will be made at the local jurisdiction level with regional collaboration.
    - Based on the information gathered, local jurisdictions will generally make the determination on whether to evacuate communities as the need arises, 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.
    - Local jurisdictions may activate their EOC and conduct evacuations according to procedures outlined in their EOP.
    - The OA EOC may make recommendations on whether a jurisdiction should evacuate and may help coordinate the evacuation effort.
    - The Evacuation Annex is automatically activated when an incident occurs requiring an evacuation effort that impacts two or more jurisdictions within the OA or when there is an evacuation in the unincorporated area necessitating response from the County.
- If the emergency impacts multiple jurisdictions within the OA:
    - All impacted jurisdictions may activate their EOCs and the OA EOC will be activated, including the OA EOC JIC.
    - The OA EOC will begin obtaining situational awareness, understanding the severity of the incident.
    - The OA EOC will coordinate with fire, law enforcement, public health, and other relevant support agencies to obtain recommendations on protective actions.
    - The OA EOC will coordinate with jurisdictional emergency management personnel and other public safety personnel. The Policy Group within the OA EOC will coordinate will City Managers and other leaders within the OA to identify command decisions, including:
        - Gaining regional situational awareness
        - Determining response status
        - Reviewing status of initial protective actions
        - Considering additional protective actions
        - Evaluating public information needs
        - Determining next steps
        - Establishing a schedule for internal and external updates
    - The OA EOC JIC will coordinate emergency public information to citizens in accordance with procedures established in Annex L Emergency Public Information of the OA EOP.

- The OA EOC may support coordinating the evacuation response according to the OA EOP, including:
    - Providing transportation for those who need assistance through the activation of emergency transportation services agreements
    - Provide support for individuals with disabilities and others with access and functional needs during the evacuation process, which may include, but is not limited to, providing assistance with wayfinding, supervision, and language interpretation
    - Coordinate and communicate with the private sector, community-based organizations, and faith-based organizations to utilize services and resources available to support the response
    - Coordinate the provision of accessible care and shelter services

DECISION TO EVACUATE

The decision whether to evacuate or shelter-in-place must be carefully considered with the timing and nature of the incident. This decision is made by first responders in the field at the Incident Command Post, generally with input from both fire and law enforcement personnel. 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 causes to systems and people, it should be considered a last resort option.

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. San Diego County and the jurisdictions within, through the Unified Disaster Council, have agreed to use the language below, as described in FireScope, to communicate evacuations:

Evacuation Warning: The alerting of people in an affected area(s) of potential threat to life and property. An Evacuation Warning considers the probability that an area will be affected within a given time frame and prepares people for a potential evacuation order. Evacuation Warnings are particularly necessary when dealing with a variety of issues such as special needs populations and large animals.

Evacuation Order: Requires the immediate movement of people out of an affected area due to an imminent threat to life.

Shelter-In-Place: Advises people to stay secure at their current location. This tactic shall only be used if an evacuation will cause a higher potential for loss of life. Consideration should be given to assigning incident personnel to monitor the safety of citizens remaining in place. The concept of shelter-in-place is an available option in those instances where physical evacuation is impractical. This procedure may be effective for residential dwellings in the immediately impacted areas, or for large facilities that house a high percentage of non-ambulatory persons (e.g., hospitals and convalescent homes). Sheltering-in-place attempts to provide a safe haven within the impacted area.

In 2005, the Chief Legal Counsel for the SDSD 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).” See Attachment 4 for Penal Code 409.5.

Emergency responders shall make every effort to 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 individuals that refuse to evacuate or, if necessary, have these individuals sign waivers. Once a local jurisdiction orders an 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.

EVACUATION RESPONSE OPERATIONS

An evacuation of any area requires significant coordination among numerous public, private, and community/non-profit organizations. The event may or may not allow time for responders to conduct evacuation notification in advance of immediate threat to life safety. Known as “notice” or “no-notice events,” incidents occurring in San Diego County may occur with little or no notice and certain evacuation response operations will not be feasible. For example, establishing contra flow requires between 24 to 72 hours to be implemented, a “no-notice event” such as an earthquake will not allow for contra flow to be established in advance. Every attempt will be made to assist residents with safe evacuation, and risk to first responders is an additional important consideration. Residents are encouraged to help their neighbors, friends, and family to evacuate if doing so will not cause danger to themselves or others.

Table 3 below identifies the agency or organizations that are typically responsible for the response actions necessary to implement an evacuation order. The OA EOC may support the coordination of these general response activities.

TABLE 3: RESPONSE ACTIVITIES AND RESPONSIBLE AGENCIES

RESPONSE ACTIVITY	LEAD AGENCIES	SUPPORTING AGENCIES
Identify the Estimated Effects of the Event and Recommend Protective Actions		
Assess the impact on public health and safety and offer a recommendation on protective actions	Public Health	HAZMAT teams Local and federal assets such as CDC
Assess the impact on the environment and offer recommendations on protective actions	Land Use and Environment Group	HAZMAT teams Local and federal assets such as USCG
Identify any potential or additional threats or hazards	San Diego Sheriff's Department (SDSD) Local jurisdiction law enforcement agencies	HAZMAT teams OA EOC Other federal assets such as FBI or fusion centers Local EOCs
Identify Evacuation Routes and Manage Traffic		
Provide information on the condition of evacuation routes (e.g., determine if roads are clear of debris, evaluate safety and stability of bridges and other transportation infrastructure)	Caltrans Department of Public Works	OA EOC Transit agencies Local EOCs
Provide weather (wind direction, rain, flooding potential) information that may impact evacuation routes	National Weather Service	County of San Diego Flood Control
Use data provided by support agencies and identify evacuation routes to be used	OA EOC Local jurisdiction EOCs	Caltrans Department of Public Works
Coordinate traffic flow (use of signals, physical barriers, and law enforcement or other public officials to assist with directing traffic)	California Highway Patrol (CHP) SDSD Caltrans Local jurisdiction law enforcement agencies	Department of Public Works

RESPONSE ACTIVITY	LEAD AGENCIES	SUPPORTING AGENCIES
Provide support services to assist travelers (removal of broken down cars, provision of basic traveler roadside assistance, directions, water, gas, services at highway rest stops)	California Highway Patrol (CHP) SDSD Caltrans Local jurisdiction law enforcement agencies	Department of Public Works
Coordinate and Communicate with the Public		
Provide information to the media (radio, television, internet) in English, Spanish, American Sign Language, and other frequently used languages, including the use of social media	OA EOC JIC	Public Information Officers from impacted agencies
Reach out to segments of populations who do not have access to mainstream media technology	OA EOC JIC SDSD (if risk and time permits driving through evacuated areas using loudspeakers)	2-1-1 San Diego Community and faith-based organizations (e.g., homeless shelters, churches) Partner Relay Program
Communicate and coordinate with the private sector	OA EOC • Business Liaison Local EOC's	
Communicate with companies most likely to supply services to evacuees as they travel (A key component is to work with gas suppliers to ensure that gas stations along major evacuation routes are open and get supplies as needed)	OA EOC • Construction and Engineering Branch • Energy Unit Leader	Department of General Services OA EOC • Business Liaison Local EOCs
Communicate and coordinate with neighboring jurisdictions and states (via neighboring jurisdiction' or state's EMAs)	OA EOC	

RESPONSE ACTIVITY	LEAD AGENCIES	SUPPORTING AGENCIES
Communicate with hospitals long-term care and skilled nursing facilities, and other licensed care and residential facilities to identify and coordinate for assistance to be provided as needed and available	Emergency Medical Services (EMS) DOC	OA EOC • Care and Shelter Branch • Fire and Health Branch
Communicate and coordinate with Correctional Facilities (most likely to "protect-in–place", usually unable to evacuate with general population due to security concerns)	SDSD	State Department of Corrections Federal Prisons
Communicate with individuals with disabilities and others with access and functional needs, which includes, but is not limited to, those receiving in-home support services, residing in residential group homes, and those who are dependent on a medical device that requires power	OA EOC • Care and Shelter Branch Local EOCs	Aging and Independence Services SDG&E Local Service Providers
Coordinate and Provide Transportation Evacuation Assistance		
Identify and coordinate use of accessible assembly points for those requiring transportation assistance	OA EOC • Logistics Local EOCs	Transit Agencies
Set up and provide staff to manage and coordinate assembly points	SDSDD OA EOC • Logistics Local EOCs	
Arrange transportation (bus, rail, paratransit, air) for the public, which includes individuals with disabilities and others with access and functional needs and those evacuating with pets.	OA EOC • Logistics Local EOCs	Transit Agencies
Provide Shelters		
Identify, open, and staff shelters	ARC OA EOC • Care and Shelter Branch Local EOCs	

RESPONSE ACTIVITY	LEAD AGENCIES	SUPPORTING AGENCIES
Other Response Operations		
Direct other response actions (fatality management, shelter-in-place, HAZMAT Response)	OA EOC • Law Branch (Medical Examiner) • Fire and Health Branch (Hazmat)	
Secure affected area and limit access. Access or reentry to an area or roadway that has been closed or under evacuation, may only be granted by the incident commander or designee on a case-by-case basis.	SDSD Local law enforcement agencies	Local EOCs
Maintain records and documentation of response operations	OA EOC • Documentation Unit	All responders Local EOCs
Coordinate, request, track, and demobilize resources	OA EOC	Local EOCs
Provide animal care and assist as appropriate with evacuation of animals	Department of Animal Services	San Diego Humane Society

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. The formula is provided below:

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

EVACUATION STRATEGIES

There are many strategies 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 Systems, 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 divided north bound and south bound directions, access-controlled configurations, and lack of signals on 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 San Diego Sheriff's Department 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 Sheriff's 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, Sheriff's, 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.

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 along the 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.

COMMUNICATION CONSIDERATIONS

It is essential that accurate and timely information is provided to the public during an evacuation effort. Residents 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 may be available 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 600 AM and KLSD 1360 AM radio stations will function as the primary and secondary local radio stations that broadcast emergency information to the public. See Annex I – Communications and Warning Systems and Annex L – Emergency Public Information for additional details.

EVACUATION WARNING

The alerting of people in an affected area(s) of potential threat to life and property. An Evacuation Warning considers the probability that an area will be affected within a given time frame and prepares people for a potential evacuation order. Evacuation Warnings are particularly necessary when individuals may be in need of evacuation assistance, which may include individuals with disabilities and others with access and functional needs as well as those who may need to evacuate large animals.

EVACUATION ORDER

An evacuation order requires the immediate movement of people out of an affected area due to an imminent threat to life. Local authorities are empowered to make evacuation decisions for their jurisdictions. The Sheriff is empowered to order evacuations for the unincorporated areas of San Diego County. Following **California Penal Code 409.5, "Law enforcement and health officers are provided the legal authority to 'close and/or evacuate an area".**

The decision to order an evacuation is a collaborative effort between the SDSD, the responding fire agency, and the OA EOC. In the incorporated areas, elected officials (or whomever the local governing body has authorized to issue an evacuation order) and law enforcement are primarily responsible for ordering an evacuation.

The evacuation order is the official document or proclamation from the responsible official. The OA should generally approve restrictions of the use of local public highways, roads and streets in coordination with the California Department of Transportation (Caltrans) and the California Highway Patrol (CHP).

SHELTER-IN-PLACE

A shelter-in-place order advises people to stay secure at their current location. This tactic shall only be used if evacuation will cause a higher potential for loss of life. Consideration should be

given to assigning incident personnel to monitor the safety of citizens remaining in place. The concept of shelter-in-place is an available option in those instances where physical evacuation is impractical. This procedure may be effective for residential dwellings in the immediately impacted areas, or for large facilities that house a high percentage of non-ambulatory persons (e.g. hospitals and convalescent homes). Sheltering-in-place attempts to provide a safe haven within the impacted area.

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 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, allowing people to remain in their familiar surroundings, and providing individuals with everyday necessities such as telephone, radio, television, food, and clothing. However, the amount of time people can stay sheltered-in-place is dependent 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 who are not directly impacted or in the direct path of a hazard. This will reduce congestion and transportation demand on the major evacuation transportation routes.

EVACUATION OF SCHOOLS

If evacuation of public schools is required, students will normally be transported on school buses to other schools outside the risk area or to a reunification point where parents/guardians can pick up their children. It is essential that the public is provided timely information on where parents/guardians can pick up their children and the security procedures that are in place to ensure their protection. The OA Emergency Operations Center will coordinate with the County Office of Education for the coordination of school evacuations, as appropriate.

EVACUATION OF INDIVIDUALS WITH DISABILITIES AND OTHERS WITH ACCESS AND FUNCTIONAL NEEDS

It is critical that modes of available transportation are identified that can be used in the evacuation of people with disabilities and others with access and functional needs during an emergency[2]. Transportation that can accommodate wheelchairs, scooters, or other mobility aids will typically be needed in a large-scale evacuation. Lift-equipped buses or vans may be an option. It is essential that local jurisdictions establish and maintain working relationships with public and private agencies that serve transportation-dependent populations. The County's Office of Emergency Services maintains agreements with regional transportation providers to provide bus, rail, and paratransit emergency transportation services.

[2] California Government Code § 8593.3 defines access and functional needs as individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutionalized settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.

County Health and Human Services Agency (HHSA) determined that there are approximately 29,000 people enrolled in In-Home Supportive Services program who rely upon caregivers for support. Approximately 550 of those individuals are considered most at-risk because they live alone and rely upon a caregiver for support. Other potentially at-risk residents include those with cognitive or emotional disabilities that may impair their ability to make decisions during an emergency. It is important to note that individuals with disabilities and others with access and functional needs may not be able to reach designated transportation points without assistance. Licensed facilities, such as hospitals, skilled nursing facilities, long term care centers, residential facilities, and correctional facilities are required to have their own respective evacuation plans and procedures that will be followed during an incident. The Skilled Nursing Facility Taskforce and Residential Care Facilities for the Elderly Disaster Preparedness Taskforce actively work within their networks to plan for the provision of transportation, housing, and health related assistance during emergency events.

County Aging & Independence Services, the Office of Emergency Services and Public Health Preparedness & Response maintain lists of licensed care facilities and in-home support services providers in the county, respectively. Additionally, lists can be obtained from the State of California Community Care Licensing Division and California Department of Public Health. Local jurisdictions should proactively evaluate how many of these facilities and providers operate within their boundaries and identify types of vehicles, equipment and personnel that may be needed to safely evacuate these populations.

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:

- Emergency service and public works personnel.
- Utility companies engaged in restoring utility services.
- Contractors restoring damaged buildings, clearing roads, and removing debris.
- Commercial vehicles delivering food, essential supplies, life support equipment, construction supplies, and other related materials.
- 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, service animals, and other individuals that are crucial to the immediate health care needs of individuals with disabilities and other with access and functional needs.

EVACUATION OF ANIMALS

Any emergency resulting in the evacuation and sheltering of people will result in impacts to livestock and animals within the impacted area. Ensuring for the evacuation, 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 refuse to evacuate without their animals. Furthermore, about 30-50 percent of pet owners will accidentally 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. Pets left behind in the evacuated area are also a potential danger to first responders. 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 OA EOP, 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.

In most cases, DAS and the OA EOC will coordinate and attempt to collocate animal shelters with people shelters.

Small Animal Evacuation

The responsibility to evacuate and shelter a person's pet is the responsibility of the pet owner. It is assumed that residents who have their own means of transportation will evacuate with their small household pets. Residents who do not have access to vehicles will need to secure their pets in cages or carriers and contact the Department of Animal Services or Humane Society to arrange for their pets to be picked up and transported to animal shelters.

Animal Control Officers will work with animal services agencies and volunteers to develop an animal tracking methodology by tagging individual animals and entering the information into the Department's pre-existing shelter database. 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. Individual jurisdictions will need to identify strategies to address pet evacuations.

Large Animal Evacuations

Livestock owners have the responsibility to maintain their own plans/means of transporting their large animals. However, jurisdictions must not assume that owners will have their own trailers. Animal Services will provide support with transportation of large animals, through the use of Animal Services' trailers or through Humane Society or volunteer groups' trailers. Potential volunteer resources and private groups should be identified and tracked in WebEOC. Jurisdictions can also:

- Provide pet owners information of nearby kennels, animal shelters, and veterinary clinics that might temporarily shelter pets.
- 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 the 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.

Animal 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, domestic bison, sheep, swine, or goat. Equine: Domestic horses, mules, donkeys, and zebras.

Pet: A domesticated animal, such as a dog, cat, bird, rodent (including rabbit), fish, or turtle that is traditionally kept in the home for pleasure rather than for commercial purposes.

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

Service Animal: A dog that has been individually trained to do work or perform tasks for an individual with a disability. U.S. Pet Ownership Statistics from the American Veterinary Medical Association, OA pet estimates are provided in Table 4 below.

TABLE 4: OA PET ESTIMATES

	HOUSEHOLDS WITH PETS (%)	AVERAGE NUMBER OF ANIMALS PER HOUSEHOLD	SAN DIEGO PET ESTIMATES*
Dogs	48%	1.49	788,957
Cats	38%	2.0	838,377
Birds	6%	2.57	170,102
Horses	2%	2.91	64,202
Total	N/A	N/A	1,861,638

* Based on a household estimate of 1,103,128 from U.S. Census of San Diego County from 2012-2016
**Pet estimates are based on U.S. Pet Ownership Statistics from the American Veterinary Medical Association 2017-2018 U.S. Pet Ownership & Demographic Sourcebook

To provide further information on potential pet evacuation requirements, Table 4-2 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:

- Approximately 3,000 large animals (horses and livestock) were rescued by Animal Services during the Cedar Fires in 2003.
- The San Diego Zoo is home to over 3,700 rare and endangered animals representing more than 650 species and subspecies, and the San Diego Zoo Safari Park is an expansive wildlife sanctuary that is home to more than 2,600 animals representing more than 300 species. The Zoo and Safari Park have facility specific plans to guide their evacuation processes.
- 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 disease.

TABLE 4-2: PET ESTIMATES BY JURISDICTION

	# OF HOUSEHOLDS*	DOGS	CATS	BIRDS	HORSES
Carlsbad (2016)	43,827	25,595	27,962	3,112	1,797
Chula Vista (2016)	102,758	60,011	65,560	7,296	4,213
Coronado (2016)	9,981	5,829	6,368	709	409
Del Mar (2016)	1,658	969	1,058	118	68
El Cajon (2016)	39,910	23,308	25,463	2,834	1,636
Encinitas (2016)	24,281	14,180	15,491	1,724	996
Escondido (2016)	58,312	34,055	37,203	4,140	2,391
Imperial Beach (2016)	10,545	6,159	6,728	749	432
La Mesa (2016)	23,056	13,465	14,710	1,637	945
Lemon Grove (2016)	10,330	6,033	6,591	733	424
National City (2016)	23,518	13,735	15,005	1,670	964
Oceanside (2016)	67,486	39,412	43,056	4,792	2,767
Poway (2016)	19,260	11,248	12,288	1,367	790
San Diego (2016)	541,011	315,951	345,165	38,412	22,181
San Marcos (2016)	36,638	21,397	23,376	2,601	1,502
Santee (2016)	22,243	12,990	14,192	1,579	912
Solana Beach (2016)	5,172	3,021	3,300	367	212
Vista (2016)	39,099	22,834	24,946	2,776	1,603
Unincorporated San Diego County (2016)	196,962	115,026	125,662	13,9894	8,075

∗ Household estimates are from the 2016 U.S. Census Bureau of number of households. U.S. Census Bureau defines a household as the following: “A household includes all the persons who occupy a housing unit as their usual place of residence”.

TEMPORARY EVACUATION POINTS AND SHELTERING

When the SDSD implements an evacuation order, they will coordinate with the responding fire agency, OA EOC, and ARC representative located in the OA EOC, to decide on a location to use as a Temporary Evacuation Point (TEP) and/or shelter. The OA EOC staff may assist, as requested, in the coordination of an evacuation in a city. The SDSD Dispatch Center in conjunction with the OA EOC and JIC will utilize the AlertSanDiego system, social media, radio, television, IPAWS, etc. to direct evacuees to the established TEP or shelter. Temporary evacuation points will serve as temporary safe zones for evacuees, but they generally do not provide any services, such as food, water, restrooms, etc. Emergency shelters are opened when at least one oversight stay is necessary. Basic services are provided at emergency shelters, which includes meals, shower facilities, dormitory management, health, and behavioral health services. Some temporary evacuation points may be suitable to be converted into an emergency shelter location, if necessary and available.

When sheltering overnight is required, Annex G: Care and Shelter Operations of the Operational Area Emergency Operations Plan (OA EOP) will be activated. The American Red Cross (ARC) will be the first resource called upon to establish mass care facilities.

MODES OF 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 to assist residents with safe and timely evacuation which may include the use of bus, rail, paratransit, and air assets.

The County of San Diego has developed MOUs/MOAs with regional transportation services providers which includes the provision of bus drivers, light rail transit operators, and paratransit operators. 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.

It is critical that modes of available transportation are identified that can help evacuate people with disabilities and others with access and functional needs during an emergency. Transportation that can accommodate wheelchairs, scooters, or other mobility aids will be sought, as appropriate. Use of lift-equipped buses or vans are an option for consideration.

TRANSPORTATION COLLECTION POINTS

Transportation collection points will function as locations where individuals without transportation resources for evacuation can gather and be provided transportation 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 the table below.

Transportation points should be large, well known sites such as shopping centers, libraries, and schools. Proximity to evacuation areas is also an important consideration.

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. During the evacuation process, it may be necessary to provide assistance to non-ambulatory residents or those who require mobility assistance, assistance with wayfinding, supervision, and language interpretation. 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.

TABLE 5: ESTIMATED NUMBER OF PEOPLE THAT WILL REQUIRE TRANSPORTATION ASSISTANCE

	DAM FAILURE	EARTHQUAKE	FLOOD (100 YEAR)	TSUNAMI	WILDFIRE/ STRUCTURE FIRE (HIGH RISK PROBABILITY)
Carlsbad					
Exposed Population	4,113	104,707	6,906	1,165	99,892
Shelter Estimates	239	6,073	401	68	5,794
Chula Vista					
Exposed Population	8,635	232,095	5,947	83	227,269
Shelter Estimates	501	13,462	345	5	13,182
Coronado					
Exposed Population	0	23,009	2,853	8,523	22,740
Shelter Estimates	0	1,335	165	494	1,319
Del Mar					
Exposed Population	1,139	4,591	813	1,023	3,791
Shelter Estimates	66	230	41	51	190
El Cajon					
Exposed Population	0	98,205	1,870	0	96,248
Shelter Estimates	0	5,696	108	0	5,582
Encinitas					
Exposed Population	1,204	64,145	653	388	57,529
Shelter Estimates	70	3,720	38	23	3,337
Escondido					
Exposed Population	47,700	143,071	8,367	0	134,425
Shelter Estimates	2,767	8,298	485	0	7,797
Imperial Beach					
Exposed Population	5,526	28,243	1,206	5,225	25,831
Shelter Estimates	321	1,638	70	303	1,498
La Mesa					
Exposed Population	1,701	56,880	0	0	56,037
Shelter Estimates	99	3,299	-	-	3,250

Lemon Grove					
Exposed Population	0	25,650	105	0	25,538
Shelter Estimates	0	1,488	6	0	1,481
National City					
Exposed Population	1,998	56,522	2,854	1,306	57,267
Shelter Estimates	116	3,278	166	76	3,321
Oceanside					
Exposed Population	33,755	179,626	19,007	2,108	157,029
Shelter Estimates	1,958	10,418	1,102	122	9,108
Poway					
Exposed Population	47	51,126	2,518	0	43,624
Shelter Estimates	3	2,965	146	-	2,530
San Diego					
Exposed Population	75,686	1,354,013	36,042	10,294	1,244,722
Shelter Estimates	4,390	78,533	2,090	597	72,194
San Marcos					
Exposed Population	2,481	83,149	2,377	0	79,610
Shelter Estimates	144	4,823	138	-	4,617
Santee					
Exposed Population	20,815	56,848	1,873	0	45,353
Shelter Estimates	1,207	3,297	109	0	2,630
Solana Beach					
Exposed Population	40	13,547	1,124	324	12,004
Shelter Estimates	2	786	65	19	696
Vista					
Exposed Population	553	96,100	1,988	0	89,520
Shelter Estimates	32	5,574	115	-	5,192
Unincorporated San Diego County					
Exposed Population	21,862	333,626	10,125	35	335,301
Shelter Estimates	1,268	19,350	587	2	19,447

*Based on the assumption that 5.8% of the exposed population will require evacuation transportation assistance.

TRANSPORTATION COORDINATION

Typically, staging areas are established to stage transportation resources, and then obtain control of and manage the transportation resources in support of transportation point operations. Field based transportation coordinators can then be used to deploy these resources effectively. The assigned leader of a transportation coordination team will be responsible for coordinating the transportation resources and will have the authority to communicate evacuation directions to each of the drivers. It is critical that control over

transportation resources is maintained, especially after evacuees are dropped off at an evacuation point, and drivers must be re-routed to pick up additional evacuees at another transportation point.

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.

ADDITIONAL TRANSPORTATION ASSISTANCE

SAN DIEGO FREEWAY PATROL SERVICE

Through the San Diego Freeway Service Patrol (FSP) and Call Box Program, the San Diego Association of Governments (SANDAG), Caltrans, and CHP work together to provide free motorist aid on major freeways in the San Diego region.

FSP is a free service that improves safety for stranded motorists and reduces traffic congestion during peak hours. A roving fleet of tow trucks and pickup trucks travel on select local freeways to provide roadside assistance to commuters. In FY 2018 FSP will assist more than 54,000 motorists. FSP drivers help stranded motorists with a gallon of gas, a “jump-start,” radiator water, and will even change a flat tire.

The FSP trucks patrol approximately 242 miles of San Diego freeways, including sections of Interstates 5, 8, 15, and 805, and State Routes 52, 54, 56, 67, 78, 94, 125, 163, and 905. The FSP operates during weekday rush hours from 5:30 to 9:30 a.m. and 2:30 to 6:30 p.m., excluding holidays.

The Call Box Program is a free motorist aid service designed to help travelers who experience vehicle problems while on the highway. The call boxes on rural highways form a network of cellular telephones, designed to link travelers in need to call center staff 24 hours per day. Assistance is available from police, fire, ambulance, towing, and other service personnel, or even from a family member or friend. Motorists simply open the yellow call box, pick up the phone, and press the "call" button to reach the call center, where an operator will ensure that the stranded motorist is connected with the appropriate roadside assistance service. Distressed motorists can reach the same service from anywhere in San Diego County by calling 511 from their cell phone and saying “Roadside Assistance.”

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 Incident Commander/Unified Command of the Incident Management Team, with the support of the Director of Emergency Services, the OA EOC Director, and the Operations Section Chief at the OA EOC. **In most cases the OA EOC will remain activated until full re-entry is complete.** In the event that the OA EOC has been

deactivated, the Incident Commander or the Liaison Officer of the Incident Management Team will initiate re-entry procedures.

The Incident Commander will designate a Re-Entry Coordinator and the Operations Section Chief of the OA EOC will coordinate with and support the 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:

- Safety
- Security
- Damage Assessment
- Restoration of Services
- 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:

- Structures and trees are deemed safe.
- Damage and safety assessments have been completed.
- There are no leaking or ruptured gas lines or downed power lines.
- Water and sewer lines have been repaired.
- Search and rescue operations have been completed.
- There are no hazardous materials that can threaten public safety or appropriate warnings of these hazardous materials have been issued.
- Water has been deemed safe or appropriate warnings have been issued.
- Major transportation routes are passable and debris has been removed from public right-of-way.
- 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 the notification measures previously mentioned in this annex, including SDCountyEmergency.com, SDEmergency App for smart phones, emergency broadcast radio, television, press releases, informational phone lines such as 2-1-1, community briefings, and informational updates at shelters. See Annex I: Communications and Warning Systems and Annex L: Emergency Public Information Plan for additional information.

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 adjustors, and other personnel. Re-entry points should be staffed by law enforcement personnel.

Transportation resources will be required to return evacuees needing transportation assistance from evacuation points and/or shelters back to their communities. The transportation resources will need to be coordinated with the OA EOC. Traffic management plans identifying preferred re-entry routes will need to be established to direct the return of evacuees to their communities.

When people are cleared to return to their homes, there is a potential that people with disabilities and others with access and functional needs 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 can be identified in coordination with community partners that can accommodate the needs of people with disabilities and others with access and functional needs. 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. See the San Diego County OA Recovery Plan and the San Diego Housing Recovery Support Function Annex for additional information.

Each local jurisdiction 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.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

ORGANIZATION

The roles and responsibilities of local, County, State, and Federal governments in an evacuation effort are summarized in the following sections. Refer to Annex A for additional information related to 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. The responsibilities listed in this section expand on and add to the response activities identified in Table 3 above.

ASSIGNMENT OF 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 a Unified Command.

COUNTY

Annex C: Law Enforcement Mutual Aid describes the roles and responsibilities of the SDSD, regional law enforcement, and other support agencies during an evacuation effort. All other County Department's roles in an evacuation effort will be coordinated through the OA EOC. In general, the various County Departments will help coordinate evacuation efforts for the incorporated areas and will support the conduct of evacuation operations for the unincorporated areas of San Diego County.

During an evacuation effort, the designated County Evacuation Coordinator is the Sheriff, who is also the OA Law Enforcement Coordinator. The Evacuation Coordinator will be assisted by other law enforcement and support agencies. Law enforcement agencies, highway/road/street departments, and public and private transportation providers will conduct evacuation operations. Procurement, regulation, and allocation of resources will be accomplished by those designated. Evacuation operations will be conducted by the following agencies:

- County of San Diego Sheriff's Department
- Fire and Rescue Agencies
- 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
- 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, County Department Operations Centers (DOCs), and the Sheriff's DOC.

Photo by Jeff Hall / CAL FIRE

For regional events or those impacting unincorporated areas, specific County roles and responsibilities are described in Table 6.

TABLE 6: COUNTY AGENCY ROLES AND RESPONSIBILITIES

AGENCY	RESPONSIBILITIES
Office of Emergency Services (OES)	• Responsible for the development, maintenance, and testing of the OA Evacuation Annex. • Coordinate evacuation efforts with local jurisdictions that may be affected by the evacuation. • Direct and coordinate resources in support of evacuation efforts. • Approve and coordinate release of warnings, instructions, and other emergency public information related to the evacuation effort. • Report situation and damage assessments to Cal OES. • Maintain expenditure records to facilitate reimbursement. • Coordinate and maintain files of all initial assessment reports. • Coordinate the development of after-action reports.
Sheriff's Department/ Law Enforcement	• Provide evacuation notification and advisory to unsafe areas. • Identify transportation and evacuation points. • Coordinate relocation of people to safe areas with other agencies. • Search vacated areas to ensure that all people have received warnings. • Provide initial field situation reports and updates from field units and Aerial Support to Regional Enforcement Agencies. • Contact American Red Cross (ARC) for potential and confirmed evacuation and shelter needs of displaced population. • Coordinate transportation resources to assist in the evacuation of individuals with disabilities and others with access and functional needs. • Provide traffic control measures for evacuation effort. • Provide law enforcement and crowd control measures at transportation points, evacuation points and mass care facilities. • Provide security and access control to vacated areas. • Request mutual aid assistance from the OA or Regional Law Enforcement Coordinator. • 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.

AGENCY	RESPONSIBILITIES
Fire and Rescue Operations	• Assist with evacuation efforts and medical response. • Coordinate rescue operations. • Provide fire protection and search and rescue in the vacated areas. • Support public safety in evacuation execution.
County Health and Human Services Agency (HHSA)	• Assist ARC in providing mass care. • Following the County's Shelter Operations Handbook, ensure shelter operations are integrated and inclusive of individuals with disabilities and others with access and functional needs. • Assist ARC in coordination with the Logistics Section of the OA EOC to ensure the transportation of evacuees to and from shelters. • Provide care for unaccompanied minors until County shelters are established, and they can be reunited with their legal guardians. If they cannot be reunited with their legal guardians, the Law Enforcement Branch in the OA EOC should be contacted to request appropriate Law Enforcement agency for assistance. • Conduct health surveillance in shelters to ensure safe and sanitary conditions. • Provide disaster-related physical health and behavioral health services.
Department of Animal Services (DAS)	• Direct emergency animal control operations during a disaster within the unincorporated areas. • Coordinate emergency animal control operations during a disaster if more than one jurisdiction is impacted. • Develop and implement a system to identify and track animals received during a disaster. • Coordinate the transportation of animals to animal care facilities as requested. • Coordinate care and shelter provisions for household pets and service animals.
Department of Planning and Development Services (PDS)	• Work with the Fire Department to conduct damage assessment. • Conduct safety assessments and coordinate with FEMA and Cal OES Damage Assessment Teams. • Deem structures safe to re-enter.

AGENCY	RESPONSIBILITIES
Department of Environmental Health (DEH)	• Evaluate County facilities for re-occupancy after an emergency, including ventilation systems. • Perform health hazard evaluations and provide recommendations to departments regarding disaster-related issues (including asbestos, lead, mold, etc). • Perform drinking water testing. • Coordinate with shelter managers to ensure sanitation standards are met (including food preparation).
Department of General Services (DGS)	• Inspect and report on the status of communications sites and regional/county facilities. • Provide support to OES for the setup of Assistance Centers (Local, Family and Disaster) if located in County owned facilities or in the unincorporated areas. • Provide generators for County owned facilities.
Department of Public Works (DPW)	• Inspect and report on county roads. • Inspect and report on drainage/flood control facilities. • Inspect and report on County water and wastewater facilities and other county facilities. • At the direction of law enforcement, open and close county roads. • Direct debris removal and recycling in the unincorporated areas. • Maintain the ALERT Flood Warning System. • Perform shelter inspections prior to occupancy.
Department of Agriculture, Weights, and Measures (AWM)	• Assist in interagency operations and public information. • Assist in Geographic Information Systems (GIS)/Mapping and web pages. • Assist in resource ordering and damage assessment.
Department of Parks and Recreation	• Department of Parks and Recreation may be able to provide use of park space for temporary housing in time of a disaster. • All County parks will be available for the evacuated public and large animals at the request of law enforcement. • 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 OES 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 OES, Caltrans, and CHP.

TABLE 7: STATE AGENCY ROLES AND RESPONSIBILITIES

AGENCY	RESPONSIBILITIES
California Governor's Office of Emergency Services (Cal OES)	• Coordinate State and Federal resources to aid in disaster recovery for individuals, families, certain private non-profit organizations, local and state government. • Coordinate requests for State and Federal emergency declarations. • Participate in damage assessments. • Provide environmental/historical, engineering and technical assistance. • Administer State and Federal Public Assistance and hazard mitigation grants, including payment and processing. • Provide program oversight of other state-administered disaster recovery. • Lead community relations elements in times of disaster. • Coordinate the establishment of Joint Field Offices, Disaster Resource Centers, and LACs.
California Department of Transportation (Caltrans)	• Provide reports and estimates on state roads, highways and freeways, including all overpasses, underpasses and bridges. • Establish and implement long-term closures for detouring and channelization of traffic. • Activate Changeable Message Signs to inform motorists of changes in road conditions ahead.

AGENCY	RESPONSIBILITIES
California Highway Patrol (CHP)	• Provide initial reports on damage to roads, highways and freeways. • Coordinate with Caltrans and local jurisdictions as applicable to barricade or secure unsafe sections of roadway. • Assist emergency vehicles and equipment in entering or leaving hazardous areas. • Monitor truck traffic to ensure safe transport of debris during debris removal and demolition operations. • Coordinate the Interstate traffic during the evacuation. • 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 Framework (NRF), including the Catastrophic Incident Annex may be activated.

Emergency Support Functions (ESF) provide the structure for coordinating Federal interagency support for Incidents of National Significance. The ESF 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. ESFs 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 NRF, each ESF has an identified ESF Coordinator as well as primary and secondary support agencies.

Evacuation efforts by local and State governments would be supported under several ESFs, including:

- ESF #1 – Transportation
- ESF #2 – Communication
- ESF #3 – Public Works and Engineering
- ESF #5 – Emergency Management
- ESF #6 – Mass Care, Emergency Assistance, Housing, and Human Services
- ESF #8 – Public Health and Medical Services
- ESF #9 – Urban Search and Rescue
- ESF #10 – Public Safety and Security

SUPPORT FUNCTIONS

In addition to the local, State, and Federal response, many community based and private organizations or agencies support evacuation efforts in the OA.

TABLE 8: COMMUNITY BASED ORGANIZATIONS AND PRIVATE AGENCY RESOURCES

AGENCY	RESPONSIBILITIES
American Red Cross	• Provide food, shelter, disaster welfare information, and bulk distribution of emergency relief items. • Provide health and medical services in the form of donated blood, mental health services, disaster health services, and other support functions. • Coordinate Disability Integration Teams in shelter settings. • Provide food for emergency responders if necessary. • Activate the Safe and Well program and assist in locating/identifying missing persons. • Provide information to families inquiring from outside of the area. • Provide blood and blood products to hospitals for disaster victims. • Assist affected individuals identify appropriate disaster assistance resources available. • Support HHSA in providing mass care.
Public and Private Animal Care Agencies	• These groups include 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.
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: • Assess utility damage. • Establish guidelines and priority for utility restoration. • Coordinate with local and State governments. • Assess the need for mutual aid assistance. • Assist with emergency fueling if necessary.

Salvation Army	• Provide recovery assistance through donations management • Provide mobile feeding to survivors and emergency responders • Provide disaster emotional and spiritual counseling for survivors and emergency responders
2-1-1 San Diego Information Line	• Accommodate public inquiries and provide personalized information to callers regarding the incident and disaster assistance. • Provide callers with information on recovery assistance available. • Rumor Control. • • Receive information on missing persons and facilitate information sharing with law enforcement agencies.
Businesses	• Provide food and clothing donations. • Provide any supplies that can be useful in a disaster situation. • Assist in restoring infrastructure and economic recovery.
Volunteers	• Register services through 2-1-1 to assist during the disaster. • Volunteers from various NGO's could be utilized and coordinated via an emergency volunteer center.

DIRECTION, CONTROL, OR COORDINATION

ACTIVATION AND TERMINATION

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 upon the nature, scope, and severity of the emergency, the number of people affected, and what actions are necessary to protect the public, including maximizing the preservation of life first, then protecting the environment and the economy.

In certain circumstances, the OA EOC 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:

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

- The Director of County Office of Emergency Services (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.

COMMAND AND CONTROL

Basic command and control of a multi-jurisdictional evacuation effort in the OA will follow the provisions outlined in the OA EOP and the California Master Mutual Aid Agreement, as with any emergency or disaster. All jurisdictions within the OA will operate according to NIMS and SEMS, and respond utilizing the Incident Command System (ICS).

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 EOPs. SEMS, NIMS, and ICS 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 OA, State, and possibly Federal resources will be requested through the Mutual Aid System and under the NRF.

Any large-scale response to an incident, including those resulting in the evacuation of more than two impacted communities, should be coordinated through the Incident Command, local fire and law enforcement, the local EOC, and the OA EOC.

The County Chief Administrative Officer (CAO), as 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. All coordination of evacuation will be coordinated with Incident Command, local EOCs, the OA EOC, and the Sheriff's Department Operations Center (DOC). Law enforcement agencies, highway/road/street departments, and public and private transportation providers will conduct evacuation operations in the field.

In addition, it is critical that jurisdictional EOCs coordinate evacuation efforts with the OA EOC to avoid potential conflicts and allow the OA EOC to support if necessary. This may involve phasing community evacuation efforts or the allocation of critical resources.

INFORMATION COLLECTION AND DISSEMINATION

During an evacuation response effort, the OA EOC will utilize information provided by the incident commander and/or unified command, and local EOCs to support an evacuation within the OA.

Situational awareness is crucial to an effective and successful evacuation. The OA EOC will coordinate with first responders, jurisdictional EOCs, and other supporting agencies to gather incident related information. Information including but not limited to, the type of incident, where it occurred, when it occurred, estimates of injuries, fatalities, and damage estimates are all factors that are relevant to an evacuation. Situational awareness also includes identifying if there are any facilities (schools, hospitals, etc.) in the affected/hazard area, jurisdictions that need to be evacuated, estimates on number of evacuees, and potential transportation and sheltering

solutions. The OA EOC can support local jurisdictions in obtaining incident information and provide recommendations regarding evacuation of the local jurisdiction. The OA EOC is responsible for supporting the direction of an evacuation in the unincorporated area.

For multi-jurisdictional evacuations, the OA EOC Policy Group will coordinate with the Incident/Unified Command to recommend appropriate evacuation actions. OA EOC staff are responsible for providing the Policy Group with the current response status, including:

- Which EOCs are activated
- Incident status: cascading or stabilizing?
- Resource availability, resources being used, and resources needed
- Responding agencies

First responders are responsible for determining initial protective actions before EOCs and emergency management personnel have an opportunity to convene and for gaining situational awareness. Initial protective actions should be shared/communicated to local EOCs, the OA EOC, and necessary support agencies as soon as possible to ensure an effective, coordinated evacuation. Initial protective action considerations include:

- What initial protective action (e.g., shelter-in-place, lockdown or evacuate) have been implemented for the following:
    - Critical infrastructures and key resources (CIKR)
    - Schools
    - Healthcare facilities
    - Residents
    - Large workforce facilities
- How have the unmet needs of individuals with disabilities and other access and functional needs been addressed?
- Has any initial protective action occurred for transportation (e.g., public transit operational, HOV restrictions lifted)? Are they necessary?
- What additional protective actions should be considered/recommended and coordinated with emergency management, and who else should be involved in discussions?

An evacuation coordination checklist, designed to assist with the collection of appropriate information regarding evacuations, can be found in Attachment 1.

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 to individuals with disabilities and others with access and functional needs.

All communication efforts will follow the protocols established under the San Diego Urban Area Tactical Interoperable Communications Plan, Annex I: Communication and Warning Systems, and Annex L: Emergency Public Information.

INTER-JURISDICTIONAL AND INTER-AGENCY COMMUNICATIONS

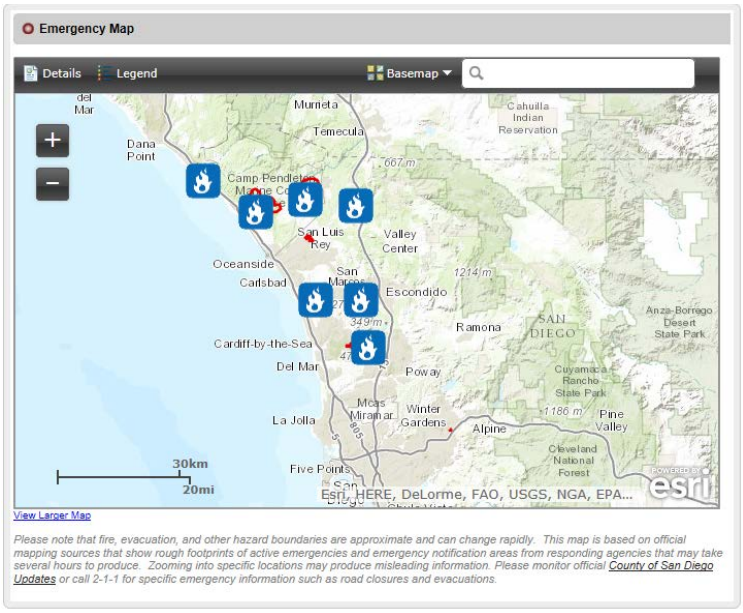
Inter-jurisdictional and inter-agency coordination will be conducted through the Incident Command Posts, OA EOC, San Diego County Medical Operations Center (MOC), and jurisdictional EOCs, and DOCs, utilizing available communication equipment and infrastructure and using established procedures (See Annex I of the OA EOP).

Agency liaisons may 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 be 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 avoid potential conflicts. 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.

EMERGENCY PUBLIC INFORMATION, NOTIFICATION, AND COMMUNICATIONS

EFFECTIVE, ACCESSIBLE, AND INFORMATIVE NOTIFICATIONS TO THE PUBLIC WILL BE VITAL IN CONVINCING PEOPLE TO EVACUATE OR SHELTER-IN-PLACE.



The public will want to know: 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 availability of shelters, what they should take with them, how their pets will be accommodated, how they should secure their homes, and the level of security that will be provided when they are away from their homes. If the event happens during the weekday and school children are evacuated, parents will need timely information on where to pick up their children.

Notification methods will include AlertSanDiego and Accessible AlertSanDiego, Wireless Emergency Alerts, the SD Emergency App for smartphones, SDCountyEmergency.com, the

Emergency Alert System, use of the local media through television and radio, internet, and social media, etc. Annex L: Emergency Public Information should be activated in support of an evacuation and describes how emergency information will be disseminated to the public. The majority of evacuation advisories will be based on a “no-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, the media will most likely be the first to notify the public. Upon activation of the OA EOC, public information staff in the Joint Information Center will notify the public of additional evacuations and protective actions. 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 600 AM and KLSD 1360 AM radio stations will function as the primary and secondary local radio stations that broadcast emergency information to the public.

NOTIFICATION CONSIDERATIONS

Effective initial communication to the public will enhance the efficiency of the overall evacuation and reduce the associated mental and physical strains. The initial public notification should provide basic information to residents including:

- Whether residents should evacuate or shelter-in-place
- The areas that need to be evacuated, with reference to known geographic features
- Why and when residents should evacuate
- The time required for evacuation efforts
- Where residents should evacuate to
- The designated transportation and evacuation points and evacuation routes
- Available transportation options
- Belongings residents should take with them from their homes
- How long the evacuation is expected to last (if known)
- How pets will be accommodated
- Security plans that are in place to protect residential property
- When informational updates will be made available, including where information updates can be found
- Other information deemed appropriate and required before residents evacuate, including information critical for individuals with disabilities and others with access and functional needs
- For people that will be relying on transportation assistance, it is important that they are informed about when transportation services will begin and end, transportation point collection locations, frequency of pick-ups, travel destinations (evacuation points), and what to bring with them.

COMMUNICATION MODALITIES

It is important that disaster information is available in a variety of accessible formats. Available communication tools/capabilities which may be used to notify the general public about the need to evacuate or shelter-in-place include:

- Emergency Alert System
- Community Emergency Notification System
- AlertSanDiego
- Accessible AlertSanDiego
- 2-1-1 San Diego
- Emergency websites, including SDCountyEmergency.com
- SD Emergency App for smartphones
- Wireless Emergency Alerts (WEA)
- Television including County Television Network
- Radio
- Public address systems
- Helicopters equipped with bullhorns
- Low power local radios
- Police cruisers equipped with bullhorns
- Door to door notification
- Changeable Message Signs

It is important to consider using multiple communication modalities to communicate with the public as individuals receive information in different ways. For example, residents who are deaf or hard of hearing may not hear messages delivered via bullhorn. Residents who are blind or low vision may not see text messages and residents who speak a language other than English may need information translated or interpreted for them.

See Annex I: Communications and Warning Systems and Annex L: Emergency Public Information Plan for additional information on communication modalities.

EVACUATION INFORMATIONAL UPDATES

Updates must be communicated to evacuees, including 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 includes security measures that are being implemented, weather conditions, and any changes to evacuation plans.

Real-time informational updates will be provided to evacuees through radio stations, television, web sites and social media, 2-1-1 San Diego, SDCountyEmergency.com, the SD Emergency App for smartphones, 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 JIC 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 is aware how they can access updated information for the duration of the incident.

COMMUNICATION CONTINGENCY PLANS

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

The San Diego County Sheriff's Auxiliary Communications Service (ACS) utilizes Amateur Radio volunteers who are able to relay information when many other communications systems are overwhelmed or unavailable. ACS can communicate information between incident sites, shelters, and EOCs.

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.redcross.org/sandiego or (858) 309-1200
- Travel Information phone number: 5-1-1
- Disaster Information: 2-1-1
- Traffic Information Website: http://www.sigalert.com
- California Department of Transportation website: http://www.dot.ca.gov

HAZARD-SPECIFIC NOTIFICATION 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 and appropriate local governments have site-specific dam evacuation plans for the major dams/reservoirs in San Diego County.

EARTHQUAKE

An earthquake is a no notice event that 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 Earthquake Annex, or from the United States Geological Survey website at http://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 for a near source tsunami. 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. Detailed evacuation plans are contained in Tsunami Playbooks for each coastal jurisdiction in the OA. These are maintained by County OES.

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 all appropriate methods as soon as the situation necessitates.

Special facilities such as correctional facilities, skilled nursing facilities, long term care and residential care facilities for the elderly (RCFEs), and hospitals that may be impacted should be contacted, and notified to begin reviewing and implementing their state-required evacuation plans.

TERRORISM

An act of terrorism is intended to disrupt a community's way of life through violence and psychological 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.

ADMINISTRATION, FINANCE, AND LOGISTICS

Under SEMS, special districts are considered local governments. As such, they are included in the emergency planning efforts throughout the OA. The OA Emergency Organization, in accordance with SEMS, supports and is supported by:

- Cities within the OA
- County of San Diego
- Special Districts
- Other Counties
- State of California
- Federal Government

NIMS provides a consistent nationwide template to enable Federal, State, local, and tribal governments and private-sector and non-governmental organizations to work together effectively. NIMS also enables these entities to efficiently prepare for, prevent, respond to, and recover from domestic incidents, regardless of cause, size, or complexity, including acts of catastrophic terrorism.

Mutual aid, including personnel, supplies, and equipment, is provided in accordance with the California Master Mutual Aid Agreement, and other OA Mutual Aid Agreements, including transportation, sheltering, and feeding agreements.

The private sector is an important part of the emergency organization. Business and industry own or have access to substantial response and support resources. Community Based Organizations (CBOs) or Non-Governmental Organizations (NGOs) provide valuable resources before, during, and after a disaster. These resources can be effective assets at any level. OES has established the ReadySanDiego Business Alliance. The Alliance will have a virtual connection to the OA EOC via a social networking system fed through an RSS feed from WebEOC.

There are some City and County personnel who do not have specific task assignments. They are automatically designated by State Law as Disaster Service Workers (DSWs) during a disaster, and serve in the response effort.

- "ALL PUBLIC EMPLOYEES AND ALL REGISTERED VOLUNTEERS OF A JURISDICTION HAVING AN ACCREDITED DISASTER COUNCIL ARE DISASTER SERVICE WORKERS," per Government Code Title I, Division 4, Chapter 8, and Labor Code, Part I, Division 4, Chapters 1 and 10.
- The term "public employees" includes all persons employed by the State, or any County, City or public district.
- Other personnel including volunteers can be quickly registered by OES as DSWs, which provides Workers Compensation and liability coverage.

OES maintains a list of pre-registered volunteers affiliated with volunteer organizations such as Community Emergency Response Teams (CERT) and Chaplain Corps that have been signed up as DSWs.

It is imperative that local government maintain duplicate records of all information necessary for restoration of normal operations. This process of record retention involves offsite storage of vital computerized and paper-based data that can be readily accessible.

Vital records of the Unified Organization are routinely stored at. Computer records are routinely backed up and stored separately from the hard drives. All personnel records are stored by the County Department of Human Resources at several locations throughout the OA.

ANNEX DEVELOPMENT AND MAINTENANCE

This annex is a product of the OA EOP. As such, the policies, procedures, and practices outlined in the OA EOP govern this annex. OES coordinates the maintenance and updates of this annex every four years, in accordance with the maintenance schedule established for the OA EOP. Record of changes, approval, and dissemination of the OA EOP will also apply to this annex.

Updates to this annex can be made before such time for multiple reasons, including but not limited to changes in policy/procedure, improvements and recommendations based on real life events or exercises, etc. Recommended changes should be submitted to OES at oes@sdcounty.ca.gov

METHODOLOGY

The initial 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 developed and executed a workshop which produced the first version of the County's Evacuation Plan in 2006. The Evacuation Plan was revised in 2010. Since 2010, the County's evacuation planning has undergone further development in the form of training, exercising, and evacuation deconfliction planning. This planning has allowed the County to develop the relationships and procedures necessary to execute effective and efficient evacuations. Evacuation procedures are ever changing as new technology, resources, best practices, lessons learned, etc. are updated. The County will continue to revise evacuation procedures as necessary.

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 I (catastrophic) evacuation scenario are provided in Attachment 5.

OES will be responsible for maintaining and updating the OA Evacuation Annex. Updates, at a minimum, will integrate new hazard information, established MOU/MOAs, changes in communities, and incorporate lessons learned from exercises or real incidents.

Revisions and updates should include:

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

AUTHORITIES AND REFERENCES

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

- National Incident Management System
- 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.
- 5 U.S.C. 5709, 5725, 5922, 5923 – Federal employees and their dependents may receive assistance if they must be evacuated.
- 6 U.S.C. 317 – The role of FEMA includes evacuating disaster victims.
- 15 U.S.C. 7301, 7307-7308 – National Construction Safety Teams must evaluate technical aspects of evacuation procedures and recommend research.

- 42 U.S.C. 5195a – Emergency preparedness activities include non-military civilian evacuation and evacuation of personnel during hazards.
- 42 U.S.C. 7403(f)(2) – Computer models for evacuation must be periodically evaluated and improved.
- 42 U.S.C. 9601(23) – Temporary housing and evacuation of threatened persons are to be included in the scope of hazardous substance removal.
- 42 U.S.C. 11003 – Emergency plans completed by local emergency planning committees (LEPCs) must include evacuation plans.
- 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.
- 46 U.S.C. 70104(b) – Secretary of Transportation must establish incident response plans for facilities and vessels that include evacuation procedures.
- P.L. 108-458, §7305, 118 Stat. 3848 – Congressional finding made that private and public sector emergency preparedness activities should include an evacuation plan.
- 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.
- National Response Framework – Sets forth the roles and responsibilities of federal and certain non-federal entities after catastrophes overwhelm state and local governments.
- 44 CFR Part 206 – federal disaster relief regulations
- 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

- California Constitution
- Standardized Emergency Management System
- California Code of Regulations, Title 19, Chapters 1 through 6, including:
- Chapter 1, Standardized Emergency Management System
    - 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

- Chapter 3, Conflict of Interest
    - Chapter 4, Hazardous Materials, RRIRP
    - Chapter 4.5, Hazardous Materials, California Accidental Release Prevention Program

- Chapter 5, State Assistance for Fire Equipment Act
- Chapter 6, Disaster Assistance Act Regulations
- California Department of Water Resources – Flood Fighting: California Water Code, Section 128
- California Master Mutual Aid Agreement
- California Fire Service and Rescue Emergency Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- California Coroners Mutual Aid Plan
- 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.
- 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.
- Penal Code §§409, 409.5, 409.6
- California Emergency Services Act, 2006
- California Government Code § 8593.3 (2016) – Accessibility to Emergency Information and Services
- Twenty-First Century Communications and Video Accessibility Act of 2010
- Telecommunications Act of 1996
- Web Content Accessibility Guidelines (WCAG) 2.0

LOCAL

- Unified San Diego County Emergency Services Organization, Fifth Amended Emergency Services Agreement, 2005
- County of San Diego Emergency Services Ordinance No. 8183, dated December 15, 2002
- Unified San Diego County Emergency Services Organization, Operational Area Emergency Operations Plan and Annexes
- San Diego County Mutual Aid Agreement
- Public Works Mutual Aid Plan
- County of San Diego Disaster Debris Recycling and Handling Plan
- County of San Diego Re-Entry Protocol, September 2004
- San Diego County Nuclear Power Plant Emergency Response Plan
- Tactical Interoperable Communications Plan San Diego Urban Area
- San Diego County Multi-Jurisdictional Hazard Mitigation Plan, October 2017
- San Diego County Animal Control Mutual Aid Agreement

ATTACHMENT 1 – EVACUATION COORDINATION CHECKLIST

PURPOSE

This evacuation coordination checklist may assist chief elected officials, public safety personnel, and emergency managers in the OA in assessing what has happened during a regional disaster (or the threat of a disaster).

This checklist can be used to guide multi-jurisdictional discussion and coordination by helping to quickly review the status of initial actions that may already be in place and determine if additional protective actions are necessary to protect the public.

IMMEDIATE ACTIONS FOR ANY INCIDENT

- Gain jurisdictional situational awareness
- Create (or combine) an incident in WebEOC.
- Determine response status.
- Review status of initial protective actions.
- Consider additional protective actions.
- Evaluate public information needs.
- Determine next steps to coordinate and implement protective actions.
- Establish OA led jurisdictional conference call, if necessary.

A. SITUATIONAL AWARENESS

- If an incident has occurred, what happened (including where and when)?
  - Type of incident (natural disaster, accident, terrorism)?
  - Estimated number of injuries/fatalities?
  - Estimated damage to or status of critical infrastructures (transportation, power, medical, water)?
  - What facilities (schools, health care facilities, large residential complexes, workforce facilities) are in the hazard area?
- What jurisdictions/neighboring jurisdictions have been evacuated and/or sheltered?
  - Estimated number of (residents, animals) evacuated?
  - Are temporary evacuation points (TEPs) are being used?
  - Estimated number of (residents, animals) that will require sheltering?
  - Have shelters been identified?
  - Coordination with adjoining jurisdiction(s)?
- If incident has not occurred, what is latest information/intelligence about threats to the jurisdiction? What is the potential impact?
  - Estimate of potentially affected population?
  - What neighborhoods should be evacuated?

B. RESPONSE STATUS

- Are emergency operations centers (EOCs) within the OA activated and at what level?
- Is the incident cascading or is the incident stabilized?
- What is the impact on neighboring jurisdictions/zones?
- Who is leading the response or investigation?
- What resources/agencies are on scene, available, or needed?
- What additional resources/agencies are needed, including those needed to support individuals with disabilities and others with access and functional needs?

C. INITIAL PROTECTIVE ACTIONS (SCHOOLS, WORKFORCE, AND TRANSPORTATION)

- What initial protective action (e.g., shelter-in-place or lockdown) have been implemented for the following:
    - Critical infrastructures and key resources (CIKR)
    - Schools
    - Healthcare facilities
    - Residents
    - Large workforce facilities
- How have the needs of individuals with disabilities and others with access and functional needs been addressed?
- Has any initial protective action occurred for transportation (e.g., public transit operational, HOV restrictions lifted)?
- What other protective actions (see step D below) should be considered, and who else should be involved in discussions?

D. ADDITIONAL PROTECTIVE ACTIONS

- What additional protective actions may be needed to protect affected general public, schools, workforce, etc.?
    - Consider evacuation, in-place protection, quarantine, school/work dismissal, reunification, cancellation of public meeting, and closing of government facilities.
    - Inform health services sector, mass care facilities, and transportation assets, request mutual aid, issue public advisories.
- Will additional resources be needed to support protective actions?
- What considerations should be made when making protective action decisions? Many factors affect decisions and should be evaluated case-by-case. The following are general *considerations.*
    - For a **threat or hazard involving regional impact**, consider partial or full-scale evacuation of potentially impacted area.

- For a **threat or hazard involving local impact**, consider partial local evacuation unless addressed below.
- For a **short air release of toxic chemical** (e.g., brief plume), consider initial sheltering-in-place of people downwind of release.
- For a **long air release of toxic chemical** (e.g., continuously leak), consider local evacuation of people downwind of release.
- For an **explosion**, consider evacuating the impacted area and consider secondary devices.
- For **an infectious contamination**, depending on type, consider quarantine, requesting strategic national stockpile, and/or mass prophylaxis.
- For a **dirty bomb**, consider sheltering initially and then evacuation of people downwind.
- For a **dam failure**, use inundation maps to identify areas to be evacuated.
- For an **earthquake**, damage assessments to bridges, overpasses, elevated roadways, utility lines, and roadways will be needed prior to identification of evacuation routes and relayed to the public.
- For a **tsunami**, consider recommending evacuation by foot or other accessible means 2 miles inland or 100 feet above sea level based on traffic conditions and amount of notice available.
- For a **wildfire**, consider using pilot cars to direct traffic through areas with poor visibility due to smoke.

E. EMERGENCY PUBLIC INFORMATION

- What should be communicated, when, how (tools and/or mediums being used), and by whom?
- What information has been communicated to the general public/schools/workforce?
- Ensure the message is uniform and consistent across all jurisdictions involved.

F. NEXT STEPS

- What response actions need to be coordinated?
- What resources are needed and how are they being coordinated?
- For evacuations, there are numerous operations that need to be coordinated. Below is a summary of the major evacuation tasks and the agencies with a lead role for implementing these tasks.
- **Identify evacuation routes:** Incident Command/Unified Command, OA EOC, local EOCs, law enforcement officials, Caltrans, California Highway Patrol (CHP), Public Works, local law enforcement agencies and other applicable agencies/departments assist in identifying evacuation routes.
- **Identify and establish accessible temporary evacuation points:** Local and OA EOC, law enforcement officials, Caltrans, CHP, Public Works, American Red Cross, and other applicable agencies/departments work together to establish evacuation points and TEPs.

- **Coordinate and manage traffic and provide roadside assistance:** Incident Command/Unified Command works with Sheriff's Department/law enforcement agencies, Caltrans, and CHP.
- **Coordinate and provide transportation for residents:** Local and OA EOC, Metropolitan Transit System, North County Transit District, San Diego Trolley, School Districts, Amtrak, and other regional transportation service providers will coordinate and provide transportation for residents.
- **Provide support for individuals with disabilities and others with access and functional needs:** Local and OA EOC, Sheriff's Department/Law Enforcement, Metropolitan Transit System, North County Transit District, regional transportation services providers, faith-based, community-based, and nongovernmental organizations, and other key stakeholders will provide support for individuals with disabilities and others with access and functional needs.
- **Provide shelter for residents:** Sheriff's Department/Law Enforcement, Health and Human Services Agency, American Red Cross, County of San Diego, Cities within the OA, and other community-based organizations and private agency resource will provide shelter for residents.
- **Deconflict sites as needed:** Local and OA EOC coordinate using the site deconfliction matrix to identify alternate sites as appropriate.
- **Assist with other response operations as needed:** Local and OA EOCs, Public Safety, and supporting federal state agencies will assist with other response operations as needed

EVACUATION ROUTES

Primary evacuation routes consist of the major interstates, highways, and prime arterials within San Diego County. Local jurisdictions will work with the OA EOC, San Diego Sheriff's Department, Caltrans, CHP, Department of Public Works, and other applicable agencies/departments to identify evacuation points and transportation routes.

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

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

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:

- Shortest route to the designated destination areas
- Maximum capacity
- Ability to increase capacity and traffic flow using traffic control strategies.
- Maximum number of lanes that provide continuous flow through the evacuation area.
- Availability of infrastructure to disseminate real-time conditions and messages to evacuees en-route, such as Changeable Message Signs.
- 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.

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 major thoroughfares in the San Diego County jurisdictions. OES has the capability, using SANDAG data, to develop peak hourly capacity for the majority of the roadways in the OA. These numbers reflect the peak hourly capacity numbers for each roadway. These numbers are meant to serve as a representative sample of the major thoroughfares in the OA and are not meant to be an exhaustive list.

The metadata (provided by SANDAG) identified the appropriate data set that would determine peak hourly capacity. Using the "statistics" function, the software populated minimum, maximum, and mean capacities for the selected roadways. For data on specific roadways not represented, please contact OES at oes@sdcounty.ca.gov

Table 9-3 shows the minimum, maximum, and mean peak hourly capacity.

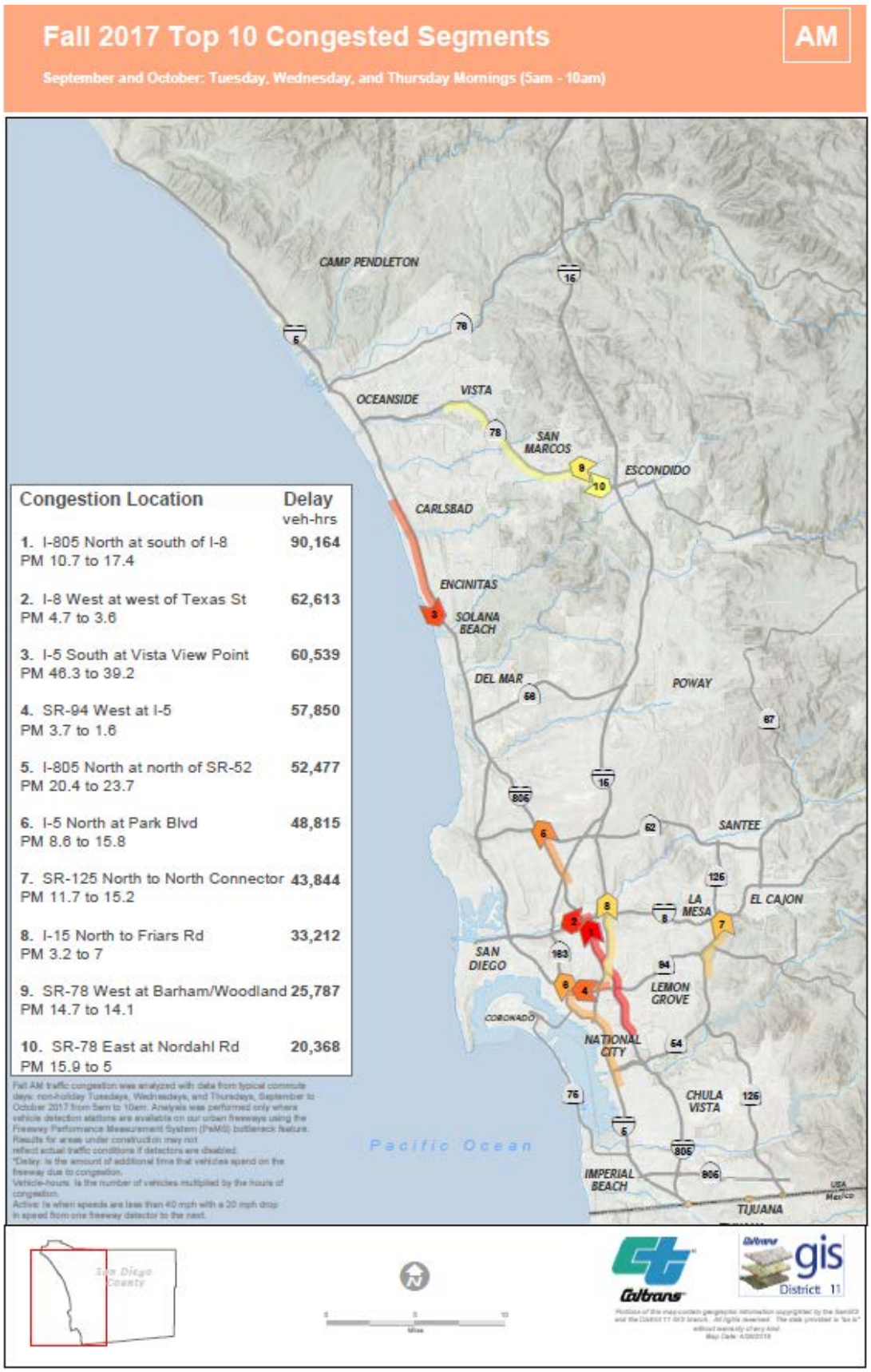
- If the roadway runs east to west, the westbound lanes are represented in the "AB" columns and the eastbound lanes are represented in the "BA" columns.
- If the roadway runs north to south, the northbound lanes are in the "AB" columns and the southbound lanes are represented in the "BA" columns.
- If a roadway traverses multiple jurisdictions, the roadway boundaries were cut off at the jurisdictional boundary.

TABLE 9: REPRESENTATIVE SAMPLE OF MAJOR TRANSPORTATION THOROUGHFARES PEAK HOURLY CAPACITIES (VPH)

		AB			BA		
		MIN	MAX	MEAN	MIN	MAX	MEAN
JURISDICTION	ROADWAY	NORTH/ WEST	NORTH/ WEST	NORTH/ WEST	SOUTH/ EAST	SOUTH/ EAST	SOUTH/ EAST
Carlsbad	El Camino Real	2154	5100	3892	2154	5100	3892
	Palomar Airport Rd	1300	5100	4006	1300	5428	3949
Chula Vista	H Street	1782	5286	3699	1338	5100	3614
	Telegraph Canyon Road	1036	5100	3460	1000	5286	3529
Coronado	SR-75 North Bound (Includes Ramp)	1000	6000	3783	NA	NA	NA
	Silver Strand	2122	3254	3082	2122	3524	3050
Del Mar	Camino Del Mar / Jimmy Durante Blvd	1000	3300	2042	1000	3300	2091
	Del Mar Heights	3102	5100	3738	2310	5100	3395
El Cajon	El Cajon/Main St	846	3348	2500	1000	4470	2511
	2nd Street	1632	5100	3683	1782	5100	3760
Encinitas	El Camino Real	702	5324	3819	500	5324	3584
	Hwy 101	1482	3300	2844	1482	3300	2803
	Leucadia Olivenhain	1152	5100	2536	1000	3760	2473
Escondido	Mission Rd	1000	5100	3030	1000	5100	3027
	Centre City Dr	1300	5100	2661	1300	5100	2901
Imperial Beach	Palm Ave	500	5100	2634	500	5100	2615
	Imperial Beach Blvd	964	3300	2423	964	3300	2377
La Mesa	El Cajon	1482	5100	2940	1482	5100	2985
	University Ave	1476	4578	2428	1000	3300	2379
Lemon Grove	Lemon Grove Ave / Imperial	1482	3300	2765	1482	3300	2703
	Broadway	1482	3300	2820	1482	3300	2803
National City	18th Street	792	3100	1260	792	1522	1196
	Highland Ave	1482	3102	2640	1482	3102	2586
Oceanside	Oceanside Blvd	702	5100	3120	1000	5100	3159
	Mission	964	3300	2613	1000	3300	2671

	El Camino Real	1000	5100	3268	1000	5100	3295
Poway	Espola Road	950	3300	2287	950	3300	2407
	Poway Road	1180	5100	2890	1152	5100	2812
	Twin Peaks / Ted Williams / Camino Del Norte	1626	5100	3183	1654	5100	3379
San Marcos	San Marcos Blvd / Mission Rd	1654	5100	3665	1654	5100	3666
	Twin Oaks Valley / San Elijo	1692	5100	3570	1626	5100	3414
Santee	Cuyamaca	996	5100	2981	996	5100	3020
	Magnolia	1300	4470	2834	1036	4578	2870
	Mission Gorge / Woodside	1656	5178	3741	1782	5100	3696
Solana Beach	Lomas Santa Fe Dr	1300	3300	2701	996	3300	2763
	Hwy 101	1482	3300	2745	1482	3300	2983
Vista	Melrose	1654	6404	3869	2050	5100	3660
	Vista Way	1000	5100	3098	1468	5100	3135
San Diego	Mira Mesa	1656	6900	4435	2356	6900	4538
	Rosecrans	1300	5100	2727	1000	5100	3226
	University	1000	4578	2333	1000	3300	2244
	Market	1300	6900	2857	1000	3300	2790
	Balboa / Grand	1482	5100	3549	1482	5100	3600

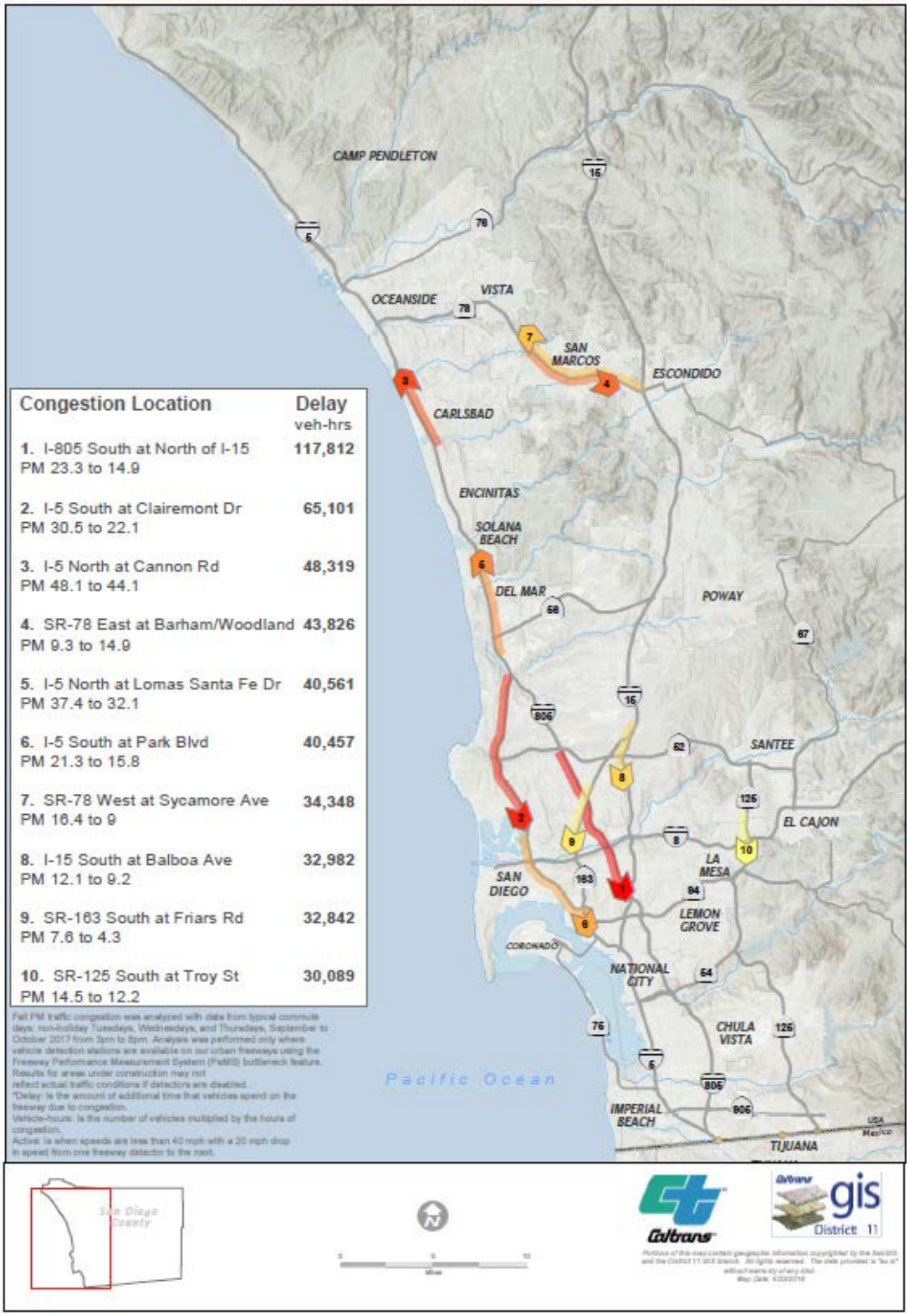
The maps on the following page show the major highways within the San Diego OA and the most congested segments of those highways during the morning and evening commutes. Evacuations that must be conducted during the standard working commuting hours will severely impact evacuation routes. If possible, alternate routes should be used or contraflow methods should be explored.


Fall 2017 Top 10 Congested Segments
AM
September and October: Tuesday, Wednesday, and Thursday Mornings (5am - 10am)
CAMP PENDLETON
OCEANSIDE
VISTA
SAN MARCOS
ESCONDIDO
CARLSBAD
ENCINITAS
SOLANA BEACH
DEL MAR
POWAY
SANTEE
LA MESA
EL CAJON
SAN DIEGO
LEMON GROVE
CORONADO
NATIONAL CITY
CHULA VISTA
IMPERIAL BEACH
TIJUANA
Pacific Ocean
Congestion Location
Delay veh-hrs
1. I-805 North at south of I-8 PM 10.7 to 17.4 90,164
2. I-8 West at west of Texas St PM 4.7 to 3.6 62,613
3. I-5 South at Vista View Point PM 46.3 to 39.2 60,539
4. SR-94 West at I-5 PM 3.7 to 1.6 57,850
5. I-805 North at north of SR-52 PM 20.4 to 23.7 52,477
6. I-5 North at Park Blvd PM 8.6 to 15.8 48,815
7. SR-125 North to North Connector PM 11.7 to 15.2 43,844
8. I-15 North to Friars Rd PM 3.2 to 7 33,212
9. SR-78 West at Barham/Woodland PM 14.7 to 14.1 25,787
10. SR-78 East at Nordahl Rd PM 15.9 to 5 20,368
Fall AM traffic congestion was analyzed with data from typical commute days: non-holiday Tuesdays, Wednesdays, and Thursdays, September to October 2017 from 5am to 10am. Analysis was performed only where vehicle detection stations are available on our urban freeways using the Freeway Performance Measurement System (PeMS) bottleneck feature. Results for areas under construction may not reflect actual traffic conditions if detectors are disabled.
*Delay: is the amount of additional time that vehicles spend on the freeway due to congestion.
Vehicle-hours: is the number of vehicles multiplied by the hours of congestion.
Active: is when speeds are less than 40 mph with a 20 mph drop in speed from one freeway detector to the next.
San Diego County
Caltrans
gis
District 11

Fall 2017 Top 10 Congested Segments

PM

September and October: Tuesday, Wednesday, and Thursday Afternoon/Evenings (3pm - 8pm)



Congestion Location	Delay veh-hrs
1. I-805 South at North of I-15 PM 23.3 to 14.9	**117,812**
2. I-5 South at Clairemont Dr PM 30.5 to 22.1	**65,101**
3. I-5 North at Cannon Rd PM 48.1 to 44.1	**48,319**
4. SR-78 East at Barham/Woodland PM 9.3 to 14.9	**43,826**
5. I-5 North at Lomas Santa Fe Dr PM 37.4 to 32.1	**40,561**
6. I-5 South at Park Blvd PM 21.3 to 15.8	**40,457**
7. SR-78 West at Sycamore Ave PM 16.4 to 9	**34,348**
8. I-15 South at Balboa Ave PM 12.1 to 9.2	**32,982**
9. SR-163 South at Friars Rd PM 7.6 to 4.3	**32,842**
10. SR-125 South at Troy St PM 14.5 to 12.2	**30,089**

Fall PM traffic congestion was analyzed with data from typical commute days: non-holiday Tuesdays, Wednesdays, and Thursdays, September to October 2017 from 3pm to 8pm. Analysis was performed only where vehicle detection stations are available on our urban freeways using the Freeway Performance Measurement System (PeMS) bottleneck feature. Results for areas under construction may not reflect actual traffic conditions if detectors are disabled.
"Delay" is the amount of additional time that vehicles spend on the freeway due to congestion.
Vehicle-hours: Is the number of vehicles multiplied by the hours of congestion.
Active: Is when speeds are less than 40 mph with a 20 mph drop in speed from one freeway detector to the next.

Portions of this map contain geographic information copyrighted by the SanGIS and the District 11 GIS branch. All rights reserved. The data provided is "as is" without warranty of any kind.
Map Date: 4/20/2018

ATTACHMENT 3 – 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 Operational Area (OA), regional, and state levels. Mutual aid coordinators are established for:

- Fire and Rescue
- Law Enforcement
- Emergency Management (EOC) staff
- Emergency Services
- Disaster Medical

The basic role of a mutual aid coordinator is to:

- Receive mutual aid requests.
- Coordinate the provision of resources from within the coordinator's geographic area of responsibility.
- 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 Emergency Operations Center (EOC). The requesting OA generates a mission request tracking form, which includes the following information:

- A description of the current situation.
- A description of the requested staff, equipment, facility, and supply needed.
- Specification of the type or nature of the service to be provided.
- Delivery location with a common map reference.
- Local contact at delivery location with primary and secondary means of contact.
- Name of the requesting agency and/or OA contact person.
- Indication of when the resource is needed and an estimated duration of use.
- 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 Operations Plan (OA EOP). The OA will follow the established Mutual Aid procedures to obtain additional supplies, equipment, and personnel to assist in the evacuation.

CALIFORNIA PENAL CODE 409.5

(a) Whenever a menace to the public health or safety is created by a calamity including a flood, storm, fire, earthquake, explosion, accident, or other disaster, officers of the Department of the California Highway Patrol, police departments, marshal's office or sheriff's office, any officer or employee of the Department of Forestry and Fire Protection designated a peace officer by subdivision (g) of Section 830.2, any officer or employee of the Department of Parks and Recreation designated a peace officer by subdivision (f) of Section 830.2, any officer or employee of the Department of Fish and Game designated a peace officer under subdivision (e) of Section 830.2, and any publicly employed full-time lifeguard or publicly employed full-time marine safety officer while acting in a supervisory position in the performance of his or her official duties, may close the area where the menace exists for the duration thereof by means of ropes, markers, or guards to any and all persons not authorized by the lifeguard or officer to enter or remain within the enclosed area. If the calamity creates an immediate menace to the public health, the local health officer may close the area where the menace exists pursuant to the conditions set forth in this section.

(b) Officers of the Department of the California Highway Patrol, police departments, marshal's office or sheriff's office, officers of the Department of Fish and Game designated as peace officers by subdivision (e) of Section 830.2, or officers of the Department of Forestry and Fire Protection designated as peace officers by subdivision (g) of Section 830.2 may close the immediate area surrounding any emergency field command post or any other command post activated for the purpose of abating any calamity enumerated in this section or any riot or other civil disturbance to any and all unauthorized persons pursuant to the conditions set forth in this section whether or not the field command post or other command post is located near to the actual calamity or riot or other civil disturbance.

(c) Any unauthorized person who willfully and knowingly enters an area closed pursuant to subdivision (a) or (b) and who willfully remains within the area after receiving notice to evacuate or leave shall be guilty of a misdemeanor.

(d) Nothing in this section shall prevent a duly authorized representative of any news service, newspaper, or radio or television station or network from entering the areas closed pursuant to this section.

LEVEL I EVACUATION CONSIDERATIONS

This attachment is intended to provide additional considerations that would be applicable during a Level I (catastrophic) evacuation effort. The National Response Framework defines a catastrophic event as any natural or manmade incident, including terrorism, which results in extraordinary levels of mass causalities, damage, or a 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 I evacuation effort:

- Food, water, restrooms, fuel, and shelter opportunities need to be available along evacuation routes.
- Rest areas, truck weigh stations, welcome centers, and service plazas should be staffed with emergency personnel to provide information to evacuees.
- Tow trucks will need to be deployed along the evacuation routes to remove stalled or broken-down vehicles.
- Refueling resources will need to be provided for vehicles that operate on gas, diesel, and compressed natural gas.
- Large capacity shelter sites may need to be identified and staffed.
- The OA EOC will need to coordinate with shelter sites outside the county including Riverside, Orange, and San Bernardino Counties, also known as the Desert to the Sea Region. This region can accommodate approximately 10,000 people given short notice and a larger amount as more resources arrive from outside the region.
- A large-scale evacuation effort over a long distance may be very challenging given the transportation network of San Diego County.
- Under SEMS, all disasters are the responsibility of the lowest level of government entity. As such, all response responsibilities are provided at the direction of the responding governmental agency.
- Under Emergency Support Function (ESF) #6: Mass Care, Housing, and Human Services, ARC and FEMA may assist evacuees including people with disabilities and others with access and functional needs. The National Response Framework 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 ESF #6.
- Under the National Response Framework (NRF), a catastrophic incident prompts 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.

- FEMA maintains pre-positioned caches of disaster supplies throughout the western United States.
- In the event of a catastrophic incident in San Diego County, FEMA will assign representatives with the authority to commit federal resources to the County and arrange the logistics of federal shipments. This representative will work with the OA EOC staff to meet the prioritized needs of the OA.
- 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.
- 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.
- In a catastrophic incident, FEMA will deliver resources and transfer them to state control at any of the following locations:
    - Directly where the resources are needed
    - Incident Command Post in a local jurisdiction
    - Point of Distribution
    - State staging area
    - Federal Operational Staging Area
    - Mobilization Center

- Federal personnel provide warehousing, transportation, and other labor whenever resources remain under the management of the Federal Government.
- 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 support from the Federal Government.
- FEMA is responsible for restocking Mobilization Centers and Federal Operational Staging Areas to a 1- to 3-day supply level.
- FEMA validates the eligibility of and prioritizes requests from the State Government.
- FEMA mission tasks the Department of Transportation to activate the National Transportation Contract as part of ESF #1 – Transportation.
- FEMA mission tasks the U.S. Army Corps of Engineers to support requests for ice, water, and emergency power under ESF #3 – Public Works and Engineering.
- Under the NRF and at FEMA's direction, the U.S. Army Corps of Engineers may provide local and State Government with the following direct federal assistance:
- Supplies of bottled or bulk potable water
- Supplies of packaged ice
- Transportation of purchased commodities to one or more staging and/or distribution sites, including moving from staging sites to Points of Distribution.

- Loading and unloading of trailers and reefers.
- Storing of purchased or government furnished commodities at staging sites outside of affected areas or Points of Distribution in affected areas.
- Managing commodity contracts to execute assigned mission.
- The Department of Homeland Security and Health and Human Services Agency (HHS) 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.
- The SNS, which is strategically located in caches throughout the country, are staged for shipping to a disaster area within 12 hours of notification.
- 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.
- HHS transfers authority for the SNS assets to state and local authorities once they arrive at a designated state receiving and storage site.

ATTACHMENT 6 – AFN FIRST RESPONDER TRAINING RESOURCES

The County of San Diego Office of Emergency Services produced a series of training videos aimed at providing first responders with helpful information to consider when evacuating individuals with physical, cognitive and emotional disabilities. In total, 8 videos that are each 8-10 minutes in length are available. A supplemental handout (attached and hyperlinked below) highlighting important talking points from each video is also available.

TRAINING SERIES

- Alzheimer's Disease & Memory Loss
- Autism
- Blind & Low Vision
- Chronic Illness
- Cognitive Disabilities
- Deaf & Hard of Hearing
- Mental Illness
- Physical Disabilities

Alzheimer's Disease & Memory Loss

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who have Alzheimer's disease or memory loss.

Understanding individuals with Alzheimer's disease and memory loss:

- Alzheimer's disease is a physical disease of the brain characterized by memory loss, personality changes, and behavioral changes.
- It is a progressive, degenerative, neurological disease.
- It is not a mental illness.
- It is not a disease that only affects the elderly.
- It is not a part of the normal aging process.

Visual cues to look for:

- Individuals with Alzheimer's disease may have difficulty with balance and have difficulty understanding what's happening around them.
- Individuals with Alzheimer's disease may have a disheveled appearance or may not be dressed appropriately.
- They may fear your badge depending on experiences they have had in their life.
- They may have a messy home environment with an odor of old food, stacks of mail, and reminder notes placed around the home.
- Individuals with Alzheimer's disease may mistake you for a family member, child, or someone they know.
- They may have a "self-return" bracelet indicating they are memory impaired – the bracelet will often have a phone number to call.
- Individuals with Alzheimer's disease may not understand there is an emergency.

How to approach and care for individuals with Alzheimer's disease or memory loss:

- Approach individuals with Alzheimer's disease or memory loss from the front and maintain eye contact.
- Speak clearly and calmly.
- When you repeat a question, use the exact same words to repeat the phrase.
- Understand that breaking them from their routine can disorient them.
- You may need to join their reality—indulge in what they are saying in order to keep them calm.

Special thanks to the following organizations for participating in this video:

Alzheimer's Association San Diego
San Diego Police Department

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Autism

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community with autism.

Understanding individuals with autism:

- Autism Spectrum Disorder is not a mental illness or psychological disorder. It is a developmental disorder that affects the brain.
- Individuals with autism may show "stimming," a repetitive, non-typical behavior that is thought to be a way to calm them down.
- They may demonstrate fixation on certain objects (books, movies, games) or on specific topics.
- They may not have an awareness of what is or is not a dangerous situation.

How to approach an individual with autism:

- Approach an individual with autism in a calm manner with only as many people as necessary to safely secure them. Too many people may make them anxious and fearful.
- Minimize touching or holding—individuals with autism are often sensitive to touch.
- Observe the area to see if there are movies, books, electronics, or other items that may be of interest to them. These items can serve as calming mechanisms if they are becoming overwhelmed.

Understanding sensitivities associated with individuals with autism:

- Individuals with autism can get sensory overloaded by sounds and lights. Out of fear, they may try to run away or become aggressive when this happens.
- Because individuals with autism may have a sensitivity to touch, they may fight back if they are restrained.
- When an individual with autism is becoming overwhelmed, they may become physically restless or make sounds.

Best practices for communicating with individuals with autism:

- 50% of individuals with autism are non-verbal, but that doesn't mean they don't understand the spoken language.
- Speak slowly and in a calm fashion.
- Give clear directions—be explicit, concise, and do not use complex words.
- Allow for a delayed response to requests for action so they can process the information.
- Always explain what is going to happen next.

Special thanks to the following organizations for participating in this video:

Autism Society San Diego
San Diego Police Department

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Blind & Low Vision

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who are blind or have low vision.

Understanding individuals who are blind or have low vision:

- An individual who is blind may have low vision or no vision at all.
- In an emergency situation, treat any person with a visual impairment as if they are totally blind.

Visual cues to look for:

- Individuals who are blind or have low vision may possess a long white cane or walker with red tape. Be sure to keep any mobility device they use with them.
- They may stare in the direction of your voice, but may not make eye contact.

How to approach an individual who is visually impaired:

- State your name, title, the nature of the emergency, and ask how you can assist them.
- Respect their personal space and ask permission before touching them.
- Be sure you are facing them when speaking.
- Treat them as you would treat anyone else.

Using the Human Guide Technique:

- Ask the individual if they would like assistance.
- Allow the person to grab your arm, above the elbow. Make sure they are comfortable. Do NOT grab their hand to guide them.
- Hold your arm in a relaxed fashion so they may link their arm with yours for better support.
- In narrow areas, move your arm behind your back so they know to follow behind you.
- Remember to use descriptive language and be very specific about the environment ("Turn left 15 paces in front of you"). When approaching a door, let them know how far away it is and which way the door opens. When approaching stairs, let them know if you are going up or down, if there is a handrail, and when you reach the bottom.
- When there is a guide dog present:
  - Always ask permission before handling a guide dog. Lead the guide dog using the leash, not the harness. Always guide the person on the opposite side of the dog.
  - The guide dog should always remain with its owner.

Special thanks to the following organizations for participating in this video:

San Diego Center for the Blind
Heartland Fire & Rescue
San Diego Fire–Rescue

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Chronic Illness

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who have a chronic illness.

Understanding individuals with chronic illnesses:

- Chronic illness may include heart disease, diabetes, cardiovascular disease, chronic obstructive pulmonary disease, epilepsy, emphysema, and asthma.
- During an emergency, disease symptoms could be triggered by poor air quality and heightened levels of excitement, nervousness, and anxiety.

Visual cues to look for:

- An individual who is experiencing symptoms related to a chronic illness may simply look ill. They may also be shaking or look concerned and/or scared.
- When they speak, they may not make sense or may seem confused.

Specific sensitives to be aware of with individuals with chronic illness:

- A diabetic's blood sugar level could go up rapidly with adrenaline associated with excitement, nervousness, and anxiety. Be sure the person is able to test their blood sugar level.
- For respiratory diseases, individuals may require a rescue inhaler, nebulizer, CPAP machine, or other medical device that should be kept with them.
- Some individuals may have medical devices such as colostomy bags or urinary catheters.

Best practices for communicating with individuals who have chronic illness:

- Speak slowly and in a calm fashion.
- Ask individuals what assistance they may need and what medical equipment should be brought with them to manage their disease.
- Ask if they are able to bring their medications or a list of medications and medical records. Be sure to also bring food for diabetics who may experience low blood sugar.

Special thanks to the following organizations for participating in this video:

County of San Diego Emergency Medical Services
San Diego Fire–Rescue
San Diego Police Department
University of California, San Diego

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Cognitive Disabilities

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who have cognitive disabilities.

Understanding individuals with cognitive disabilities:

- Cognitive disabilities come from a variety of sources, such as right-side strokes, traumatic brain injuries, dementia, and Alzheimer's disease.
- Cognitive disabilities range from very mild to severe.
- Individuals with cognitive disabilities may demonstrate short term memory issues and may have problems with attention and following a train of thought.

Visual cues to look for:

- Individuals with cognitive disabilities may have a confused facial expression when provided with information and have difficulty making sense of visual and audible cues.
- Look for signs that the individual may be escalating as a result of their inability to process the information around them. They may grow restless, become resistant, show agitation, or become combative.

Best practices for communicating with individuals with cognitive disabilities:

- Introduce yourself, show your badge, and describe why you are there. Be sure to explain the urgency of the situation.
- Always let them know what is going to happen next.
- Speak slowly and in a calm fashion.
- Allow for a delayed response to requests for action so they can process the information.
- Get down on their level when speaking to them and give clear directions—be explicit, concise, and do not use complex words.
- If an individual with a cognitive disability is having difficulty understanding your message, do not speak loudly at them—it will not help them process the information faster.
- When giving instructions, provide them one by one. Each time they complete a step, introduce the next instruction. Be very clear and specific. Do not assume that individuals with cognitive disabilities will follow your instructions if left on their own.
- Do not assume that 100% of what an individual with a cognitive disability says is valid or true.

Special thanks to the following organizations for participating in this video:

San Diego Brain Injury Foundation
San Diego Fire–Rescue
CAL FIRE

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Deaf & Hard of Hearing

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who are deaf or hard of hearing.

Understanding individuals who are deaf or hard of hearing:

- An individual who is deaf is profoundly unable to hear. Typically they use American Sign Language (ASL) to communicate.
- An individual who is hard of hearing generally has some degree of hearing and may use hearing aids or other assistive devices. They may use ASL, however, they may also use speech and listening methods.
- Common misunderstandings associated with individuals who are deaf or hard of hearing include assuming that all deaf individuals are able to lip read effectively, that yelling or speaking directly into the person's ear will help them hear better, and that all individuals who are deaf or hard of hearing use ASL to communicate.

Visual cues to look for:

- When speaking to an individual who is deaf or hard of hearing, you may notice a lack of response.
- Look for hearing aids, cochlear implants, or other assistive devices they may use.
- Communication methods an individual who is deaf or hard of hearing may use:
  - Visual methods: May use facial expressions, body language, hand gestures, text messaging, or direct you to write on paper.
  - Tactile methods: May tap you on the shoulder, stomp on the ground, or bang on a surface. These methods are generally used to get your attention and are not acts of aggression.
- Some individuals who are deaf or hard of hearing may feel comfortable speaking and using their voice. They may scream or yell if they are at serious risk of injury.

Best practices for communicating with an individual who is deaf or hard of hearing:

- Individuals who are deaf or hard of hearing may be more responsive to visual stimulus.
- Ask the individual, via writing, what the best way to communicate with them may be.
- Be sure to be clear while communicating. When communicating verbally, face the individual directly and make sure your face is unobstructed. When communicating in writing, be sure to use language that is understandable at various reading levels. Be aware that misunderstandings can easily occur when trying to communicate verbally or in writing. If the individual uses ASL, a sign language interpreter may be the most effective means of communication. If an ASL interpreter is requested, accommodate that request as soon as possible.
- When using an ASL interpreter, speak directly to the deaf individual, not the interpreter.

Special thanks to the following organizations for participating in this video:

Deaf Community Services of San Diego
CLIP Interpreting
Heartland Fire & Rescue
San Diego Police Department

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Mental Illness & Emotional Disorders

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who have a mental illness or emotional disorder.

Understanding individuals with mental health conditions:

- Common mental health conditions include schizophrenia, bipolar disorder, depression, and anxiety.
- Some individuals may feel comfortable explaining their mental health condition, but many may not volunteer this information because of the stigma associated with mental health diagnoses.
- Common misunderstandings associated with individuals who have a mental health condition include assuming that the individual will become out of control, that they will be reluctant to follow directions, and that they don't understand what they are being told.

Visual cues to look for:

- Individuals with a mental illness or emotional disorder may appear anxious, nervous, or agitated.
- Look for signs of disorganized thinking and forgetfulness.

Best practices for communicating with individuals who have a mental illness or emotional disorder:

- Introduce yourself by name and title. Describe why you are there and reinforce that you are there to help. Ask for their name, to build familiarity.
- Be sure to ask how they are feeling and inquire about any medications they may need to take with them. Ask the individual if you can provide them with any assistance.
- Speak clearly and calmly with an empathetic low tone to gently guide and direct the individual. Raising your voice may cause the individual to escalate.
- Try to minimize touching or holding the individual.
- Treat the person the same way you would anyone else; with respect.

Special thanks to the following organizations for participating in this video:

County of San Diego Behavioral Health Services
San Diego Police Department

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Physical Disabilities & Assistive Devices

First Responder Training Video Series—Information Sheet

Provided by the County of San Diego Office of Emergency Services

This document provides a brief summary of the information presented in the first responder training video relating to those members of our community who have physical disabilities or use assistive devices.

Understanding types of assistive devices:

- Individuals with physical disabilities may use wheelchairs (both motorized and manual), scooters, walkers, canes, crutches, and service animals.
- Other medical devices may also be used, such as colostomy bags and urinary bags.

Best practices for communicating with individuals with physical disabilities:

- Do not assume limitations that may not be present.
- Clearly explain the situation to them and ask if they would like assistance. They are the best source for sharing what their needs are and how their needs can be met.
- Treat the person the same way you would anyone else; with respect.
- Always use politically correct terminology.

Best practices for handling personal equipment:

- Be mindful of the importance of the mobility device to the individual. If possible, keep mobility devices with the individual. If this is not possible, explain to them when they may be reunited with their equipment. If an individual is not able to be evacuated with their mobility device, clearly explain the situation to them and let them know how they will be moved. If using another piece of equipment to move an individual, such as an evacuation chair, clearly explain how that piece of equipment will be used and ask the individual what may be the best way to transfer them to that device.
- Motorized wheelchairs can be extremely heavy. Moving a motorized wheelchair may require two or more first responders. Always ask the individual how to disengage the wheelchair motor prior to moving the wheelchair.

Special thanks to the following organizations for participating in this video:

Access to Independence of San Diego
San Diego Fire–Rescue

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