

**ANNEX C**  
Law Enforcement  
Mutual Aid  
Operations



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**Operational Area Emergency Operations Plan**  
**SEPTEMBER 2022**

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

**ACKNOWLEDGEMENTS**

**Sheriff**  
Kelly Martinez, Sheriff  
Richard Williams, Undersheriff

**Law Enforcement**  
**Mutual Aid Operations**  
Sheriff's Emergency Planning Detail

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

- ◆ Law enforcement
- ◆ Evacuation
- ◆ Traffic control in contract cities, and
- ◆ Providing assistance to other law enforcement agencies

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

GENERAL

**INTRODUCTION**

This annex establishes organizational responsibilities and general procedures for the local law enforcement jurisdictions, and supporting agencies during natural and human-caused disasters.

**PURPOSE**

It is the purpose of this annex to define the actions and roles necessary to provide a coordinated response within the Operational Area (OA).

This annex provides guidance to agencies within the County of San Diego with a general concept of potential emergency assignments before, during, and following emergency situations.



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## **SCOPE**

The County of San Diego has several different local, state, federal, and tribal policing entities that work together in order to provide security to the region during normal operations as well as in states of emergency. The Law Enforcement Mutual Aid Operations Annex (Annex C) is a mechanism for coordinating these agencies into a cohesive and coordinated response when law enforcement mutual aid is needed in response to a critical incident. Annex C is activated in situations where local, state, federal, and tribal law enforcement resources are overwhelmed or are inadequate to complete a mission. Following proper protocols, mutual aid can extend across jurisdictional boundaries to ensure that specific needs are addressed. Annex Q outlines evacuation strategies, procedures recommendations and organizational structures, and the County's Reunification Concept of Operations (ConOps) outlines anticipated roles, responsibilities and actions to promote timely and efficient reunification of people or animals within the County of San Diego OA.

Requesting and activating law enforcement mutual aid is the responsibility of the San Diego County Sheriff's Department (SDSD) as the Operational Area Law Enforcement Mutual Aid Coordinator.

## **TYPES OF SUPPORT**

Law Enforcement support may be in one or more of the following missions:

- |   |  |
|---|--|
| Law Enforcement                                 | Building and Facility Security                 |
| Aerial Support                                  | Mass Care/Collection Center Security           |
| Special Teams (SWAT, hostage negotiators, etc.) | Explosive Ordnance Disposal                    |
| Mobile Field Force (Platoon)                    | Investigation of Arson and Bombings            |
| Traffic Control                                 | Waterborne Enforcement/Dive Rescue and Support |
| Evacuation                                      | Metropolitan Medical Strike Team (MMST)        |
| Search and Rescue                               | Security                                       |
| Field Bookings                                  | Animal Control                                 |
| Prisoner Management                             |  |



## WHOLE COMMUNITY APPROACH

The San Diego Operational Area is committed to achieving and fostering an emergency management system that uses a Whole Community Approach and is fully inclusive of individual needs and circumstances. For further details on the Whole Community Approach to emergency management and the integration of inclusive emergency management practices, refer to the Basic Plan.



## OBJECTIVES

The primary objectives of law enforcement are the preservation of life and property and the maintenance of law and order.

Functional objectives for law enforcement operations are:

- Coordinate the mobilization of personnel and equipment from supporting agencies (i.e., Sheriff's Department, Jurisdictional Law Enforcement Agencies, District Attorney Investigators, Probation Department, Tribal Governments, Parks and Recreation).
- Receive and disseminate warning and evacuation information to the general public utilizing methods that are accessible to all population groups. This includes messaging through various channels and/or door to door notifications using whatever means necessary to relay the message.
- Deploy personnel and equipment to locations needed to accomplish primary objectives.
- Coordinate evacuation of hazardous areas for all population groups, including paratransit service when needed; and provide perimeter security and access control
- Provide security for essential facilities, services, and resources.
- Maintain the safety and security of persons in custody.
- Implement aerial surveys of the area to provide accurate information on hazards, victims, conditions, damage assessment, and other vital information.
- Coordinate the establishment of emergency traffic routing and ingress/egress procedures with the California Highway Patrol or jurisdictional agency.
- Assist in the establishment of Multi-agency Staging Areas.
- Coordinate with cities/jurisdictions in the OA, Tribal Governments, Region and State agencies in accordance with local mutual aid agreements, the California Law Enforcement Mutual Aid Plan, the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and the National Response Framework (NRF).

## CONCEPT OF OPERATIONS AND ACTIVATION OF MUTUAL AID

The Sheriff, or designee, is the Operational Area Law Enforcement Mutual Aid Coordinator. During emergencies, individual law enforcement agencies will operate under their own departmental emergency plans with their existing resources. When a Chief of Police, or designee, determines that an emergency situation in their jurisdiction may extend, or is already, beyond the control of their department's resources, it is the Chief's responsibility to request mutual aid from the Operational Area Law Enforcement Mutual Aid Coordinator. Law Enforcement mutual aid is defined specifically through California's Office of Emergency Services (Cal OES) and the "Blue Book". The Blue Book is consistent with California law concerning the application of SEMS.



## GENERAL REQUIREMENTS FOR MUTUAL AID

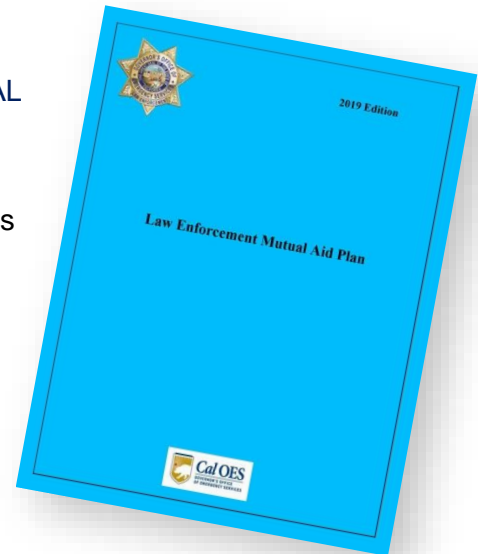
### GENERAL REQUIREMENTS FOR REQUESTING MUTUAL AID INCLUDE:

- An emergency must exist or be imminent;
- A significant number (50% or more) of local resources must be committed to the incident or other incidents, prior to the request for mutual aid; and
- A specific mission must be stated.

### POINT OF CONTACT

Requests for mutual aid should be directed to:

- The Sheriff's Watch Commander via the Sheriff's Communications Center or
- The Law Enforcement Mutual Aid Coordinator in the Sheriff's Department Operations Center (DOC), when activated.



### UNANTICIPATED SITUATIONS

Departments experiencing an unanticipated situation that is developing (but has not yet occurred) and it appears that the department's resources may soon be insufficient, should contact the Operational Area Law Enforcement Coordinator (the Sheriff, or designee, via the Sheriff's Communications Center Watch Commander) and advise that the department may be requesting mutual aid.

### PLANNED EVENTS

Should an agency have a planned event (i.e., concert, parade, etc.), a formal request for mutual aid cannot be made until an unanticipated emergency, or incident occurs, that may become or is already beyond the control of the agency's available resources. Departments may; however, utilize other departments' personnel, equipment, and/or supplies by mutual agreement (MOU, Joint Powers Agreements, etc.). Under these special agreements, the immunities, benefits, and funding available under formal mutual aid may not be available.

## PROCLAMATION OF EMERGENCY

A situation requiring mutual aid resources beyond the OAs capabilities usually results in a proclamation of a local emergency. While a proclamation of local emergency is not required for requests within the OA or requests to the Operational Area Law Enforcement Coordinator, local government jurisdictions should consider making such a proclamation should an incident reach the mutual aid level due to the special powers and immunities that accompany such a proclamation.

Such proclamations are normally made by:

- City Council or Board of Supervisors
- City Manager or Chief Administrative Officer, if Council or Board of Supervisors is not in session.

## USE OF MILITARY FORCES FOR MUTUAL AID

### STATE MILITARY FORCES

The Governor will normally commit the California National Guard (CNG) resources in support of civil authority only upon determination that:

- An emergency condition exists or is imminent; and
- All civil resources have been or will be reasonably committed; and
- Civil authority cannot or will not be able to control the situation; and
- Military assistance is required and has been requested through the Cal OES Law Enforcement Coordinator.



### FEDERAL MILITARY

Military Commanders may commit federal troops:

- Upon direction of the President of the United States; or
  - When the local commander feels that there is an immediate and imminent threat to life; and
  - Local resources are unavailable; and
  - A delay in established mutual aid would result in unnecessary deaths, injuries or extensive property damage.



## **RELATED LAW ENFORCEMENT MUTUAL AID ISSUES**

### **COMMAND**

The local requesting agency remains in charge of the incident unless command is relinquished. Generally, responding resources from a jurisdiction will remain together. However, if used to supplement patrol, they could be paired with a local officer who is familiar with the area.

### **FISCAL ISSUES**

Unless otherwise agreed to:

- The requesting agency is responsible for feeding, billeting, fuel, and other on-scene support.
- The requesting agency is not responsible to provide salary or employment benefits.
- Emergency medical costs for a responder are paid by the responder's agency.
- Damaged equipment (i.e., vehicles) is not reimbursable by the requesting agency. If a State Proclamation or Federal Declaration has been made, the responding agency should submit a claim through the requesting agency.
- Materials used are normally replenished by the requesting agency.

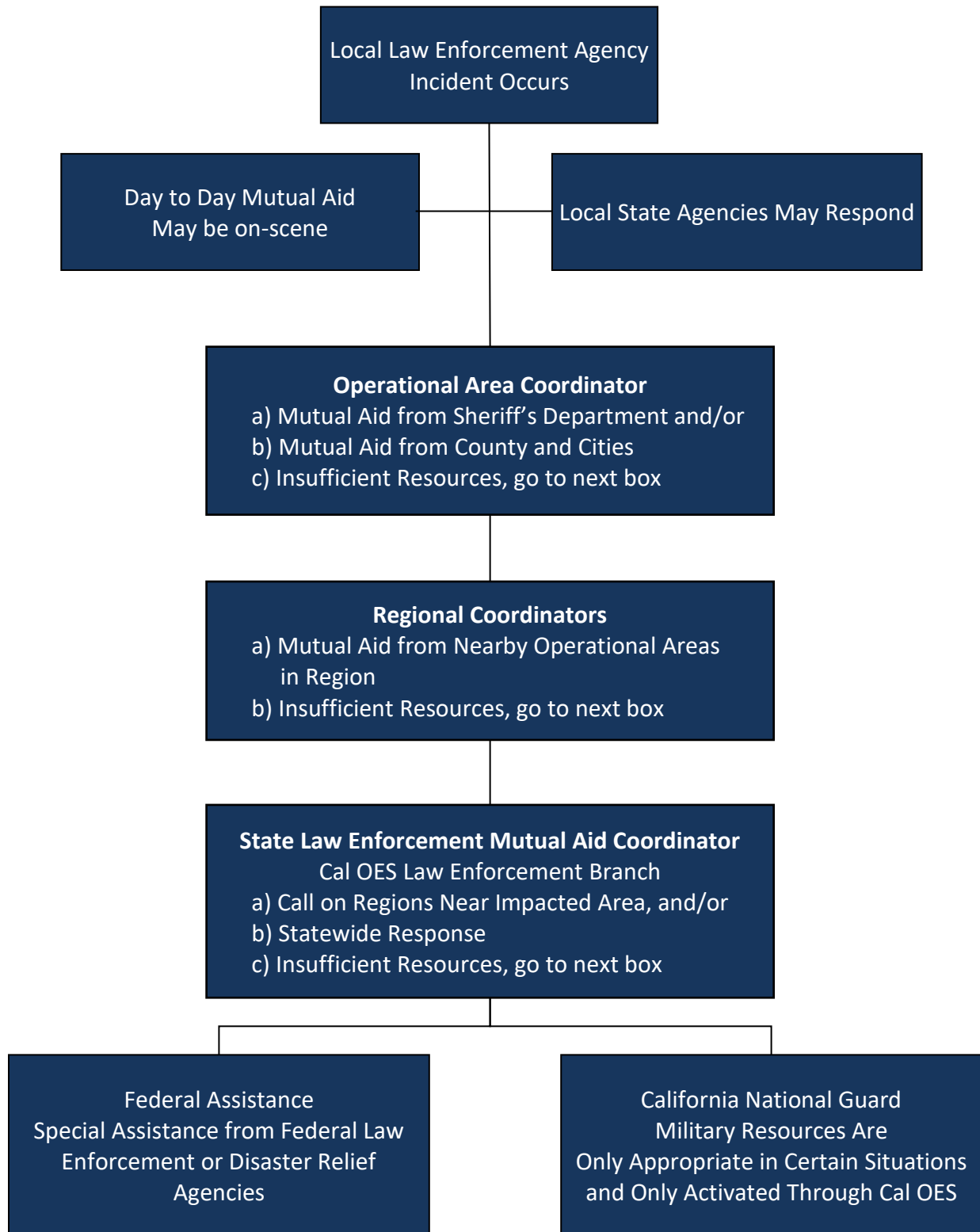
## **ADDITIONAL DUTIES OF THE OPERATIONAL AREA LAW ENFORCEMENT MUTUAL AID COORDINATOR**

- Coordinate with involved law enforcement agencies to establish a central point of incident information related to law enforcement responsibilities, such as the DOC.
- Coordinate with affected law enforcement agencies to determine objectives and priorities affecting the allocation of mutual aid resources.
- Coordinate with affected law enforcement agencies in developing Operational Area inter-jurisdictional law enforcement activities and plans (evacuation, area control, traffic control, etc.) during widespread emergencies or disasters.
- Provide for representation in the OA EOC Management and Operations Sections.
- Assist the Office of the Medical Examiner in security and mutual aid requirements.



FIGURE 1

**Activation Channels for Law Enforcement Mutual Aid**





## ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

The Sheriff serves as the Operational Area Law Enforcement Coordinator. When Mutual Aid is requested by a local law enforcement agency, the Sheriff, or representative will:

- Confirm an emergency or anticipated emergency exists.
- Establish that the involved local agency's resources are inadequate to meet the demands of the incident (and meet the criteria for a mutual aid request).
- Obtain the mission(s) for responding personnel.
- Through coordination with the Incident Commander, determine the quantity and type of resources needed to accomplish the mission(s).
- Determine where to stage the incoming mutual aid resources.
- Identify the Liaison Officer of the requesting agency who will serve as the point of contact.
- Ensure both the requesting agency and the Law Enforcement Mutual Aid Coordinator establish appropriate documentation procedures.
- Ensure responding resources are demobilized as soon as they are no longer needed.

If the Operational Area Law Enforcement Mutual Aid Coordinator determines there are insufficient resources within the OA, they will contact the Regional Law Enforcement Mutual Aid Coordinator (Region VI). The Regional Law Enforcement Mutual Aid Coordinator will then contact all necessary law enforcement agencies within Region VI to obtain the needed resources. If the Regional Law Enforcement Mutual Aid Coordinator determines resources are insufficient within the region, they will then contact the Cal OES Law Enforcement Mutual Aid Coordinator who will contact all necessary Regions within the state. Figure 1 (previous page) outlines the activation channels for law enforcement mutual aid.

## ORGANIZATION

The following local law enforcement agencies have entered into an agreement for mutual aid within the region:

- Carlsbad Police Department
- Chula Vista Police Department
- Coronado Police Department
- Escondido Police Department
- El Cajon Police Department
- La Mesa Police Department
- National City Police Department
- Oceanside Police Department
- San Diego County District Attorney's Office – Bureau of Investigations
- San Diego County District Attorney's Office
- San Diego County Probation Department
- San Diego County Sheriff's Department
- San Diego Police Department
- San Diego State University Police Department

- Unified Port of San Diego Harbor Police Department
- University of San Diego Police Department

The above law enforcement agencies have entered into a master mutual aid agreement, signed by the Chiefs of each agency.

### **ASSIGNMENT OF RESPONSIBILITIES**

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

During the activation of local DOCs, pre-identified staff will respond to the respective DOC and be assigned as necessary. The Sheriff's Department, California Highway Patrol (CHP) and Department of Animal Services (DAS) will also provide pre-identified ranking staff members to respond to the OA EOC.

### **SUPPORT FUNCTIONS**

During a natural disaster or other large-scale crisis, numerous governmental and non-governmental agencies will be involved in the immediate response as well as the long-term efforts of recovery.

### **SUPPORTING ORGANIZATIONS**

- Jurisdictional Law Enforcement Agencies from the Operational Area (OA)
- Port of San Diego Harbor Police
- County Sheriff
- County Probation Department
- County Department of Animal Services
- School District Police
- California Highway Patrol (CHP)
- County District Attorney Investigators
- County Department of Parks and Recreation
- California National Guard
- California Department of Justice
- California Department of Corrections
- California Fire Marshal
- Military Forces of the United States

### **LOCAL REQUEST FOR MUTUAL AID**

When a Chief of Police of a local jurisdiction (or the Sheriff, acting as chief law enforcement officer for the unincorporated or a contract area) determines that an unusual occurrence may become or is already beyond the control of local law enforcement resources, it is the Chief's (or duly authorized representative's) responsibility to request mutual aid from the Operational Area Law Enforcement Mutual Aid Coordinator.

A proclamation of local emergency may or may not be appropriate for the circumstances; however, the Chief of Police may request mutual aid prior to the activation of an EOC or formal proclamation of local emergency. Mutual aid request and response is not dependent on a proclamation of local emergency.

### **OPERATIONAL AREA MUTUAL AID**

When an emergency develops or appears to be developing which cannot be resolved by a law enforcement agency within an OA, it is the responsibility of the Operational Area Mutual Aid Coordinator to provide assistance and coordination to control the problem. (Section 26602 GC)

In response to a request for law enforcement mutual aid by a Chief of Police within the OA, the Sheriff will initiate procedures to activate the mutual aid. The Sheriff will coordinate the OA response of law enforcement resources including those of unaffected operational area municipalities, the local CHP, and other law enforcement agencies within the OA, as well as the Sheriff's resources in order to assist the affected local Chief of Police.

If it appears likely that the resources of an OA will become depleted, the Regional Coordinator should be advised in advance.

### **REGIONAL MUTUAL AID**

Should an existing or anticipated emergency be of such magnitude as to require the commitment of the resources of one or more OAs, it is the responsibility of the Regional Law Enforcement Mutual Aid Coordinator to organize the notification and response of resources within that region.

The Regional Coordinator will keep the State Law Enforcement Mutual Aid Coordinator, who is the Chief of Cal OES, Law Enforcement Branch, advised of the situation status. The State Law Enforcement Mutual Aid Coordinator may support the regional response by issuing mission numbers (numbers issued for the use of state agency resources) and tasking state agencies within the region. An unusual occurrence necessitating regional law enforcement mutual aid does not require a proclamation of a state of emergency.

### **STATEWIDE MUTUAL AID**

If the combined resources of a region are not sufficient to cope with an emergency situation, the Regional Coordinator may request additional assistance through the State Law Enforcement Mutual Aid Coordinator. The State Law Enforcement Mutual Aid Coordinator may then task law enforcement resources from Regions statewide, via the Regional Law Enforcement Mutual Aid Coordinators, to assist.

## **ACCESS CONTROL**

Law Enforcement will be responsible for evacuations from affected areas and security and control of those areas once evacuated. For further information concerning access control, see Attachment A. For further delineation of roles for evacuation procedures, see Attachment B or Annex Q – Evacuation.

## **INFORMATION COLLECTION AND DISSEMINATION**

In order to establish a common operating picture, law enforcement agencies involved in mutual aid operations will communicate with staff at their assigned staging areas who will then communicate pertinent information to the Incident Commander. The Incident Commander will then communicate the information to the Sheriff's DOC who will in turn communicate the information to the OA EOC or other affected agency DOC's. Establishing a common operating picture and maintaining situational awareness are essential to effective incident management.

## **BRIEFINGS**

Operational Period briefings should be conducted at the beginning of each operational period and present the action plan for the upcoming period. Additional briefings are scheduled as necessary to pass along vital information to those law enforcement officers and agencies persons who need it. Key personnel who wish to pass along information during a briefing or have important incident information/updates should be prepared to disseminate that information during the operational period briefings.

## **COMMUNICATIONS**

Communication is a critical part of incident management. This section outlines communications plan and supports its mission to provide clear, effective internal and external



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communication between law enforcement entities and other involved governmental and non-governmental entities that need the information. Further information about communications systems and other methods of communication can be found in Annex I: Communications and Warning Systems as well as Annex L – Emergency Public Information.



The California Law Enforcement Mutual Aid Radio System (CALAW) is provided and managed by the California Governor’s Office of Emergency Services. CALAW enhances the ability of law enforcement agencies to communicate on common frequencies during emergencies and other special operations. CALAW frequencies are primarily designed to be used as base to mobile/portable and mobile/portable to mobile/portable channels for interoperability tactical communications.

For a detailed description of CALAW, refer to the California Law Enforcement Mutual Aid Radio System plan, or the California Interoperability Communications Field Operations Guide.

## **EMERGENCY PUBLIC ALERTING**

The use of emergency public alerting tools such as AlertSanDiego or Wireless Emergency Alerts (WEA) shall be facilitated through the local agency jurisdiction, the Sheriff’s Communications Center, or the County’s Office of Emergency Services through agreement. Further information about public alert and warning systems and other methods of notification can be found in Annex I: Communications and Warning Systems as well as Annex L – Emergency Public Information.

## **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
- The County of San Diego
- Special Districts
- Other Counties
- The State of California
- The 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.

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 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 include all persons employed by the State, or any County, City or public district.

- Other personnel including volunteers can be registered by OES as Disaster Service Workers (DSWs), which provides access to State of California Workers Compensation and liability coverage.

The County Office of Emergency Services (OES) maintains a list of pre-registered volunteers affiliated with volunteer organizations 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.

## **ANNEX DEVELOPMENT AND MAINTENANCE**

OES is subject to coordinate the maintenance and update of this annex every four years, in accordance with the maintenance schedule established for the OA Emergency Operations Plan (EOP). 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 for the law enforcement mutual aid annex should be submitted to the San Diego County Sheriff's Department, Emergency Planning Detail Lieutenant.

## AUTHORITIES AND REFERENCES

The State of California Law Enforcement Mutual Aid Plan is issued and revised under the authority of Sections 8550, 8569, 8615 through 8619, and 8668 of the California Government Code, the California Emergency Plan, and the Master Mutual Aid Agreement.

### COUNTY OF SAN DIEGO REGIONAL LAW ENFORCEMENT MUTUAL AID OPERATIONAL AGREEMENT

**THIS AGREEMENT** is made and entered into by and between the Sheriff of the County of San Diego and the agencies which now or hereafter become signatories hereto:

#### WITNESSETH:

WHEREAS, the signatory agencies desire to coordinate public safety service efforts and encourage maximum cooperation between all law enforcement and prosecutorial agencies; and

WHEREAS, the agencies have heretofore determined that the public interest and necessity require mutual aid and participation in joint efforts; and

WHEREAS, all joint efforts of the parties signatory hereto shall be governed by the term and conditions set forth by the participating agencies; and

WHEREAS, it is also necessary and desirable that the resources, personnel, equipment and facilities of any one party to this plan be made available to any other party to prevent, combat, or eliminate a probable or imminent threat to life or property resulting from local peril, local emergency, local disaster, or civil disturbance, or a duly proclaimed "state of extreme emergency" or "state of disaster", or "state of war emergency" and to render mutual and supplementary public safety services one to the other as the need may arise; and

WHEREAS, extensive loss of life and property may be mitigated by the immediate and adequate response of the forces of local government to what are or may be disturbances and disasters; and

WHEREAS, the parties signatory to this plan have public safety responsibilities within the County of San Diego and, therefore, have mutual interests and objectives to accomplish with reference to the preservation and protection of life and property within said County; and

WHEREAS, the parties signatory to this agreement have powers to provide for common defense, and the power to act in case of emergency or disaster are all powers common to the parties signatory hereto; and

WHEREAS, the provisions of the Sections 8615, 8617 and 8668 of the Government Code of the State of California, California Disaster and Civil Defense Master Mutual Aid Agreement, The California Law Enforcement Mutual Aid Plan, and other laws of the State of California, empower each of the parties to this agreement to so agree; and

WHEREAS, the California Law Enforcement Mutual Aid Plan is issued and revised under the authority of Sections 8550, 8569, 8615 through 8619, and 8668 of the California Government Code, the California Emergency Plan, and the Master Mutual Aid Agreement; and

WHEREAS, the California Law Enforcement Mutual Aid Plan delineates the current State policy concerning law enforcement mutual aid; and

WHEREAS, the California Law Enforcement Mutual Aid Plan describes the standard procedures used to acquire law enforcement mutual aid resources and the method to ensure coordination of law enforcement mutual aid planning and readiness; and

WHEREAS, the county sheriff is the Operational Area Law Enforcement and Mutual Aid Coordinator; and

WHEREAS, the California Law Enforcement Mutual Aid Plan provides, in pertinent part, "When an emergency develops or appears to be developing which cannot be resolved by a law enforcement agency within an Operational Area, it is the responsibility of the Operational Area Mutual Aid Coordinator to provide assistance and coordination to control the problem;" and

WHEREAS, the California Law Enforcement Mutual Aid Plan provides, in pertinent part, "A request for law enforcement mutual aid requires the approval of the chief law enforcement officer of the requesting jurisdiction;" and

WHEREAS, in the event of a duly proclaimed emergency, the signatories agree to document all mutual aid assistance costs related to a mutual-aid request and submit all records and supporting documentation to the Sheriff of the County of San Diego as soon as practicable; and

WHEREAS, it is expressly understood that this agreement and the operation orders adopted pursuant thereto shall not supplant existing agreements between any and or all parties hereto providing for the exchange or furnishing of certain types of facilities and services on a reimbursable exchange or other basis, nor supplant other mandatory agreements required by law.

**NOW, THEREFORE, IT IS HEREBY AGREED** by and between each and all of the signatory agencies hereto as follows:

1. The Sheriff of the County of San Diego and the signatory agencies hereto may engage in joint efforts which shall be governed by the terms and conditions set forth by the participating agencies.
2. The Sheriff of the County of San Diego and the signatory agencies hereto may furnish supplementary public safety services to other public agencies who are not a signatory to this agreement in the event of local peril; local emergency, local disaster, civil disturbance and such other occasions as may arise.
3. The mutual aid extended under this agreement and the operation orders adopted pursuant to this agreement shall be without reimbursement unless otherwise expressly provided for by the parties to this agreement or as provided by law.
4. The responsible local official in whose jurisdiction an incident requiring mutual aid has occurred, unless otherwise provided, shall remain in charge at such incident including the direction of such personnel and equipment provided him through the operation of such mutual aid operations agreement.
5. That nothing contained in this agreement shall require or relieve any party hereto from the necessity and obligation of furnishing adequate protection to life and property within their own jurisdiction and no party shall be required to deplete unreasonably their own resources, facilities, and services in furnishing such mutual aid.



6. Any services performed, or expenditures made in connection with the furnishing of assistance shall conclusively be presumed to be for the direct protection of the inhabitants and property of the signatory party requesting the assistance and for the direct benefit of all the inhabitants of area.
7. This agreement shall not be construed as, or deemed to be, an agreement for the benefit of any third party or parties and no third party or parties shall have the right of action hereunder for any cause whatsoever.
8. The declination of one or more of the signatory parties to participate in this agreement or any amendment, revision, or modification thereof, shall not affect the operation of this agreement nor operation orders adopted pursuant thereto insofar as the validity of the agreement pertains to the signatory parties.
9. This agreement shall become effective as to each party when approved or executed and shall remain operative and effective as between each and every party that has heretofore or hereafter approved or executed this agreement until participation in this agreement is terminated by the party. The termination by one or more of the parties of its participation in this agreement shall not affect the operation of this agreement as between the other parties thereto.
10. Termination of participation in this agreement may be affected by any party by giving written notice of said termination of participation in this agreement to the public agencies, a party hereto, and this agreement shall be terminated as to such party thirty (30) days after the filing of such resolution.
11. County of San Diego and the signatory agencies hereto agree the Sheriff of the County of San Diego shall, in the case of a declared emergency, facilitate reimbursement of all reasonable costs associated with the signatory party's law enforcement mutual aid assistance as provided by law.

## ACCESS CONTROL

### INTRODUCTION

In the event of an existing natural disaster, human-caused incident or a nuclear defense emergency, it may be necessary to restrict access to and from a hazard area. There are four aspects to consider:

- Perimeter control and area security
- Access control (to and from the perimeter)
- Command Post coordination
- Temporary Evacuation Points (TEPs)

### OBJECTIVES

The overall objectives of access control operations will be to:

- Provide a controlled area and prevent entry by unauthorized persons.
- Protect lives by controlling entry into extreme hazard areas, thus reducing public exposure to the current or pending hazard agent.
- Maintain law and order in the hazard area as well as the normal areas of responsibility.

To control the entry of authorized persons into the closed area including personal assistance services (PAS) personnel who provide help to people with disabilities and others with access and functional needs.

### SITUATION

A hazard or a potentially hazardous situation could justify the need to control or limit access for a short period of a few hours to several days, weeks, or months, depending on the hazard and its severity. In order to limit access to the closed area, various personnel and devices will be required for the following functions:

- Establish a control point (may be the Command Post).
- Staff access point(s).
- Establish a system of ingress and egress from secured areas for authorized persons and media.
- Route traffic from highway and surface roads away from closed areas.
- Utilize signs and/or markers to provide motorists with advance notice of secured areas.
- Provide security in closed areas with patrols or airborne monitoring.
- Establish and coordinate with the American Red Cross (ARC), TEPs for evacuated, displaced or relocated persons.

## OPERATIONAL CONSIDERATIONS

There are six levels of operation that effect access control. They are listed in priority:

- Lifesaving operations. This includes allowing PAS personnel access to evacuated areas if there is a need to assist people with disabilities and others with access and functional needs.
- ◆ Evacuation operations.
- ◆ Medical Examiner operations and continued rescue.
- ◆ Safety Inspection Teams.
- ◆ Owners and managers of critical facilities.
- Authorized managers and employees of businesses.

## RESPONSIBILITIES

### LOCAL

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#### LAW ENFORCEMENT

- ◆ Handle law enforcement duties both inside and outside of the secured areas.
- ◆ Direct the placement of barricades and traffic control devices.
- ◆ Establish a command post and control point for the perimeter.
- ◆ Initiate TEPs in coordination with the County EOC and ARC, if needed.
- ◆ Initiate an entry pass system.

#### DEPARTMENT OF PLANNING & DEVELOPMENT SERVICES, BUILDING DIVISION

- Determine structural safety of buildings to be used for care and shelter of evacuees.

#### ENVIRONMENTAL HEALTH DEPARTMENT/HIRT

- Determine environmental safety.

### OPERATIONAL AREA

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#### SHERIFF'S DEPARTMENT

- Handle law enforcement for all unincorporated and contracted areas.
- Support access control effort; coordinate with the local law enforcement agency or CHP in the incorporated area.

#### DEPARTMENT OF ENVIRONMENTAL HEALTH AND QUALITY

- Determine environmental safety.

### STATE

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#### CALIFORNIA HIGHWAY PATROL

- Manage and direct access control on the state and federal highway systems and, in cooperation with the Sheriff's Department, the unincorporated public roads.

### EVACUATION OPERATIONS

#### INTRODUCTION

Law enforcement agencies and supporting organizations have the responsibility of evacuation, dispersal, and relocation of persons from threatened or hazardous areas to less threatened areas during natural disasters and human-caused incidents. This attachment describes the organization and responsibilities for conducting evacuation operations, with the ultimate goal of protection of lives. Annex Q – Evacuation provides more detailed information on this issue.

#### OBJECTIVES

- The overall objectives of emergency evacuation notifications and operations are to:
- Expedite the movement of persons from hazardous areas.
- Control evacuation traffic.
- Coordinate transportation for people with disabilities or other access and functional needs, and persons without vehicles.
- Institute access control measures to prevent unauthorized persons from entering vacated, or partially vacated areas.
- Provide for the procurement, allocation, and use of necessary transportation resources and law enforcement resources by means of mutual aid or other agreements.
- Coordinate evacuation to appropriate mass care facilities.

#### SITUATION

On-scene public safety personnel can generally handle evacuations involving only a small number of people without elaborate measures. Large-scale evacuation should be supported by the OA EOC, jurisdictional EOCs and the DOCs of the involved agencies.

#### DECISION TO EVACUATE

The decision whether to evacuate or shelter-in-place must be carefully considered with the timing and nature of the incident. Evacuation decisions are likely to be made under dynamic and uncertain conditions. Information may be incomplete, ambiguous, or changing. A lesson from the 2017-2018 California Wildfires is that the decision to evacuate should be made early.

This decision is generally made by first responders in the field at the Incident Command Post, with input from both fire and law enforcement personnel. The decision to evacuate an area may be influenced by the Policy Group members, EOC Director, Director of Emergency Services, or their designees. When time permits, this decision should be coordinated.

An evacuation effort involves an organized and supervised effort to relocate people from an area of danger to a safe location. An 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 as an early proactive approach in protecting lives; especially for considerations for individuals with disabilities and others with access and functional needs as well as those who may need to evacuate large animals.



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 evacuation decision should be made with the awareness of impacted schools, congregate care facilities, and others with Access and Functional Needs. These populations may need more time to evacuate. If shelter-in-place is selected in lieu of an evacuation, the deciding agency assumes protection responsibility of the shelter-in-place location/area and should provide protection resources.

## LEGAL CONSIDERATIONS

The State of California, San Diego County and the jurisdictions within, through the Unified Disaster Council (the governing body of the Unified San Diego County Emergency Services Organization), 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 the public 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 (i.e., 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 Sheriff maintained an opinion based on case law that Penal Code section 409.5 does NOT authorize forcible evacuations: “In conclusion, 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)”. All procedures in this annex, therefore, will pertain to voluntarily evacuated persons.

## ORGANIZATION AND RESPONSIBILITIES

### County

The designated County Evacuation Coordinator for the unincorporated areas of San Diego County is the San Diego County Sheriff’s Department (SDSD). In the incorporated cities, local law enforcement (or the Sheriff in contracted cities) will be the lead agency for evacuations. Local law enforcement (or the Sheriff in contracted cities and the unincorporated areas) will advise neighboring jurisdictions that may be affected of evacuation plans. The SDSD, as part of Unified Command, assesses and evaluates the need for

evacuations with cooperating agencies, and orders evacuations according to established procedures, which are outlined in Annex Q. Other county police resources and support agencies will assist the Evacuation Coordinator.

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.

### Operational Area

In large-scale evacuation operations, the Operational Area 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 and the Sheriff's Department's DOC.

### Mutual Aid Region

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. A representative of the State of California's Department of Transportation (CALTRANS), who will function as the Mutual Aid Region Transportation Coordinator, will assist the Movement Coordinator.

These coordinators will work between the OA and Statewide resources.

### State

The coordination and support of evacuation operations on a statewide basis will be accomplished according to the State Emergency Plan.

State agencies, which may be involved in a major evacuation, are the CHP, National Guard, CALTRANS, and Public Utilities Commission.

### Federal

The U.S. Department of Transportation supports and assists federal, state, and local agencies with disaster relief transportation requirements. The Federal Aviation Administration can assist with communications and search and rescue coordination. The Interstate Commerce Commission coordinates the location and scheduling of common carriers authorized and equipped to provide emergency transportation into and within disaster areas.

## PROCEDURES

### Identifying the Area and Population to be Evacuated

Site-specific information, which identifies areas at risk for the known hazards that could threaten the OA, is referenced in the Basic Plan, Attachment 2 as well as the Multi-Jurisdictional Hazard Mitigation Plan (HazMit). This information provides guidance in making decisions about the area to be evacuated. For areas not covered by specific plans, data gathered at the time of the threat will determine the hazard area. Throughout the emergency period, it will be necessary to continuously reevaluate the size and location of the danger area and, if necessary, expand the areas of evacuation.

## Coordinating with the American Red Cross (ARC)

The ARC is able to perform logistical functions for Temporary Evacuation Points (TEP) or shelters in coordination with the OA EOC. For incidents involving transportation related mass fatalities, the ARC will coordinate with the Sheriff Department and the National Transportation Safety Board (NTSB) to setup and manage a Family Assistance Center (FAC). The Evacuation Coordinator should establish liaison with the ARC early in the evacuation process. The Law Enforcement Coordinator will coordinate security at the mass care shelters. If the ARC is not able to respond, the Evacuation Coordinator should work with the Care and Shelter Branch Coordinator in the OA EOC.

## Identifying Temporary Evacuation Points (TEPs)

An event may occur that requires an immediate evacuation out of the danger area. For such an event, it may be necessary to evacuate to TEPs. These points can be used as temporary safe zones for evacuees, but they generally do not provide any services, such as food, water, restrooms, etc. The selection of the location will require consideration of the following: type of incident, location, safety from incident, number of persons involved, accessibility and safety for people with mobility considerations (wheelchairs, scooters, etc.), and weather conditions. The goal is to safely evacuate to an appropriate, safe location. TEPs ideally should have adequate space for the numbers and populations involved. Potential sites include open areas, such as parking lots, business parks, schools, or other government operated facilities not downwind or in the potential path of the hazard.

## Identifying Evacuation Routes

The Evacuation Coordinator will coordinate with the Incident Command Post to select the best routes from the endangered area to mass care facilities or TEPs, considering the size, physical impairments, medical or other access and functional needs of the population to be moved, road capacity, and the roads which could become impassable. For areas not covered by site-specific plans, the best evacuation routes are selected at the time of the event. As the emergency situation develops, the Evacuation Coordinator requests regular updates from field personnel on the condition of the road network and adjusts the selection of evacuation routes accordingly.

Changes in evacuation routes are communicated to traffic control personnel, transportation resource coordinators, access control personnel, Reception and Care Center Directors, and Public Information Officers (PIOs).

## Warning the Public and Providing Evacuation Instructions

When the decision to evacuate is made, and facilities and routes are designated, the public is alerted and given evacuation instructions by various means. Emergency Alert System (EAS) broadcast technology is installed at the OA EOC as well as OES. AlertSanDiego and Wireless Emergency Alerts (WEA) augment EAS for the dissemination of emergency public information. Further information about public alert and warning systems and other methods of notification can be found in Annex I: Communications and Warning Systems as well as Annex L – Emergency Public Information. The County also maintains internal documents for procedures on sending EAS messages, AlertSanDiego messages, WEA, and social media.

PIOs and field units using public address systems may also be necessary. If the need is identified, field units and PIOs can utilize alternate language notifications or refer the public to AlertSD.org for Spanish and American Sign Language videos via Accessible AlertSanDiego.

### Evacuating Specific Facilities

Facilities that require special plans and resources to carry out evacuations include hospitals, prisons, residential facilities for people with disabilities and other access and functional needs, and nursing homes. These facilities should have their own evacuation plans, personnel trained, and logistics arranged, but this may not always be the case. Law Enforcement will provide evacuation assistance to these facilities as resources are available. Facilities like these will be warned of the emergency situation using the methods listed above and in Annex L – Emergency Public Information.

### Providing Transportation Assistance

Some people may not have access to a motor vehicle, including households without motor vehicles and people left at home without a vehicle. Some people with disabilities and other access and functional needs may require other forms of transportation assistance. The number of persons requiring transportation assistance varies substantially from area to area, and by time of day, and day of the week. Buses, vans, ambulances, para transit, and other transport vehicles will be requested from transportation providers. In the event that an evacuation warning/order is issued, using the most effective and accessible methods, individuals requiring evacuation assistance should summon help by contacting their pre-established peer network or by calling 9-1-1 or 2-1-1 for information.

### Controlling Traffic

Traffic controls are established at key intersections and at access points on evacuation routes, to expedite the flow of traffic. It may be necessary to control traffic on routes outside the hazard area to minimize conflicts with evacuation traffic.

### Security of Evacuated Areas

Once an area has been evacuated, Law Enforcement will provide security for the evacuated areas including key facilities, resources and supplies as required. 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. It is vitally important that all field personnel work in conjunction with the incident commander, within the incident command structure.