

**COUNTY OF SAN DIEGO**

**GUIDELINES FOR DETERMINING SIGNIFICANCE**

**EMERGENCY RESPONSE PLANS**



**LAND USE AND ENVIRONMENT GROUP**

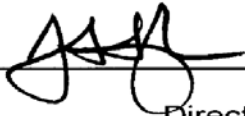
**Department of Planning and Land Use**  
**Department of Public Works**

**July 30, 2007**

**APPROVAL**

I hereby certify that these **Guidelines for Determining Significance for Emergency Response Plans** are a part of the County of San Diego, Land Use and Environment Group's Guidelines for Determining Significance and were considered by the Director of Planning and Land Use, in coordination with the Director of Public Works on the 30<sup>th</sup> day of July, 2007.

  
\_\_\_\_\_  
ERIC GIBSON  
Interim Director of Planning and Land Use

  
\_\_\_\_\_  
JOHN SNYDER  
Director of Public Works

I hereby certify that these **Guidelines for Determining Significance for Emergency Response Plans** are a part of the County of San Diego, Land Use and Environment Group's Guidelines for Determining Significance and have hereby been approved by the Deputy Chief Administrative Officer (DCAO) of the Land Use and Environment Group on the 30<sup>th</sup> day of July, 2007. The Director of Planning and Land Use is authorized to approve revisions to these Guidelines for Determining Significance for Emergency Response Plans, except any revisions to Chapter 4.0 must be approved by the DCAO.

Approved, July 30, 2007

  
\_\_\_\_\_  
CHANDRA WALLAR  
Deputy CAO

## EXPLANATION

These Guidelines for Determining Significance for Emergency Response Plans and information presented herein shall be used by County staff for the review of discretionary projects and environmental documents pursuant to the California Environmental Quality Act (CEQA). These Guidelines present a range of quantitative, qualitative, and performance levels for particular environmental effects. Normally (in the absence of substantial evidence to the contrary), an affirmative response to any one Guideline will mean the project will result in a significant effect, whereas effects that do not meet any of the Guidelines will normally be determined to be “less than significant.” Section 15064(b) of the State CEQA Guidelines states:

“The determination whether a project may have a significant effect on the environment calls for careful judgment on the part of the public agency involved, based to the extent possible on factual and scientific data. An ironclad definition of significant effect is not always possible because the significance of an activity may vary with the setting.”

The intent of these Guidelines is to provide a consistent, objective and predictable evaluation of significant effects. These Guidelines are not binding on any decision-maker and do not substitute for the use of independent judgment to determine significance or the evaluation of evidence in the record. The County reserves the right to modify these Guidelines in the event of scientific discovery or alterations in factual data that may alter the common application of a Guideline.

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## **List of Acronyms**

ASTREA	Air Support To Regional Enforcement Agencies
CEQA	California Environmental Quality Act
DHS	Department of Homeland Security
OES	Office of Emergency Services
FEMA	Federal Emergency Management Agency
NRC	Nuclear Regulatory Commission
NDAA	Natural Disaster Assistance Act
ODP	Office for Domestic Preparedness (Homeland Security)
SONGS	San Onofre Nuclear Generating Station
SDCWA	San Diego County Water Authority
TIC	Tactical Interoperable Communications
UDC	Unified Disaster Council

## INTRODUCTION

This document provides guidance for evaluating adverse environmental effects that a proposed project may have on emergency response and evacuation plans, including emergency response and evacuation resulting from dam inundation. Specifically this document addresses the following questions listed in the State CEQA Guidelines, Appendix G:

### VII. Hazards and Hazardous Materials

- g) Would the project impair implementation of or physically interfere with an adopted emergency response plan or emergency evacuation plan?

### VIII. Hydrology and Water Quality:

- i) Would the project expose people or structures to a significant risk of loss, injury or death involving flooding, including flooding as a result of the failure of a levee or dam?

Emergency response plans are the official documents that describe principles, policies, and concepts of operations, methods and procedures to be applied when carrying out emergency operations or rendering mutual aid during emergencies. The potential for a project to expose people or structures to loss, injury or death from flooding resulting from dam failure is addressed within this document because hazards from dam failure are typically addressed within emergency planning documents.

## 1.0 GENERAL PRINCIPLES AND EXISTING CONDITIONS

Emergency response plans include elements to maintain continuity of government, emergency functions of governmental agencies, mobilization and application of resources, mutual aid, and public information. Emergency response plans are maintained at the Federal, State and local level for all types of disasters, including human-made and natural. It is the responsibility of government to undertake an on-going comprehensive approach to emergency management in order to avoid or minimize the effects of hazardous events. Local governments have the primary responsibility for preparedness and response activities.

To address disasters and emergency situations at the local level, the Unified Disaster Council (UDC) is the governing body of the Unified San Diego County Emergency Services Organization. The UDC is chaired by a member of the San Diego County Board of Supervisors and comprised of representatives from the 18 incorporated cities. The County of San Diego Office of Emergency Services (OES) serves as staff to the UDC. In this capacity, OES serves as the liaison between the Operational Area and the State Office of Emergency Services, as well as non-governmental agencies such as the American Red Cross.

It is essential to maintain effective and comprehensive emergency plans for the County of San Diego to ensure lives and property are protected in the event of a disaster. Potential hazards or events that may trigger an emergency response action in the County include earthquakes, tsunamis, floods, wildland fires, landslides, droughts, hurricanes, tropical storms and freezes. Emergency response actions could also be triggered from a hazardous material incident, water or air pollution, a major transportation accident; water, gas, or energy shortage; an epidemic, a nuclear accident, or terrorism.

In San Diego County, there is a comprehensive emergency plan known as the Operational Area Emergency Plan (OAEP). Stand-alone emergency plans for the Operational Area include:

- San Diego County Nuclear Power Plant Emergency Response Plan;
- San Diego County Operational Area Oil Spill Contingency Element of the Area Hazardous Materials Plan;
- San Diego County Operational Area Emergency Water Contingencies Plan;
- Unified San Diego County Emergency Services Organization Operational Area Energy Shortage Response Plan;
- Unified San Diego County Emergency Services Organization Recovery Plan
- San Diego County Multi-Jurisdictional Hazard Mitigation Plan
- San Diego Urban Area Tactical Interoperable Communications Plan
- San Diego County Draft Terrorist Incident Emergency Response Protocol

In addition to the above plans, the Office of Emergency Services maintains Dam Evacuation Plans for the Operational Area. Emergency response plans that have no potential to be interfered with because of a discretionary project are discussed in Appendix A. Discussed below are those emergency response plans that are directly relevant to the environmental review of a discretionary project.

### **1.1 San Diego County Multi-Jurisdictional Hazard Mitigation Plan**

The Multi-Jurisdictional Hazard Mitigation Plan was developed with the participation of all jurisdictions in the County of San Diego including every incorporated city and the unincorporated County. In addition, the public was provided with educational forums, given the opportunity to review the plan, and was encouraged to provide input at public meetings before adoption. The plan is intended to serve many purposes, including:

- Enhance Public Awareness and Understanding;
- Create a Decision Tool for Management;
- Promote Compliance with State and Federal Program Requirements;
- Enhance Local Policies for Hazard Mitigation Capability;
- Provide Inter-Jurisdictional Coordination of Mitigation-Related Programming; and
- Achieve Regulatory Compliance.



The plan includes an overview of the risk assessment process, identifies hazards present in the jurisdiction, hazard profiles, and vulnerability assessments. The plan also identifies goals, objectives and actions for each jurisdiction in the County of San Diego, including all cities and the County unincorporated areas.

Hazards profiled in the plan include Wildfire/Structure Fire, Flood, Coastal Storms/ Erosion/ Tsunami, Earthquakes/Liquefaction, Rain-Induced Landslide, Dam Failure, Hazardous Materials Incidents, Nuclear Materials Release, and Terrorism. The plan sets forth a variety of objectives and actions based on a set of broad goals including promoting disaster-resistant future development; increased public understanding and support for effective hazard mitigation; building support of local capacity and commitment to become less vulnerable to hazards; enhancement of hazard mitigation coordination and communication with federal, state, local and tribal governments; and reducing the possibility of damage and losses to existing assets, particularly people, critical facilities<sup>1</sup>/infrastructure, and County-owned facilities, due to dam failure, earthquake, coastal storm/erosion/tsunami, landslides, floods, structural fire/wildfire, and manmade hazards.

## **1.2 Dam Evacuation Plans**

Emergency plans for dam evacuation are necessary to plan for the loss of life, damage to property, displacement of people, and other ensuing hazards that can occur from dam failure. In the event of dam failure, damage control and disaster relief would be required and mass evacuation of the inundation areas would be essential to save lives.

Many dams have been built in the San Diego Operational Area for the purpose of water conservation and storage. Of these, twenty are located in the unincorporated portion of San Diego County; two are located in Tijuana, Mexico controlling portions of the flow of the Tijuana River that traverses through Otay, San Ysidro, and Imperial Beach (Table 1).

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<sup>1</sup> Critical facilities are defined as a facility in either the public or private sector that provides essential products and services to the general public, is otherwise necessary to preserve the welfare and quality of life in the County, or fulfills important public safety, emergency response, and/or disaster recovery functions. Critical facilities include airport facilities, bridges, bus facilities, communication facilities and utilities, electric power facilities, emergency centers, fire and police stations, government office/civic centers, hospitals/care facilities, kilometers of infrastructure (includes oil/gas pipelines, railroad tracks, and highways), port facilities, potable and wastewater facilities, rail facilities, and schools.

**Table 1. Large Dams in San Diego County**

<b>Reservoir</b>	<b>Dam Type</b>	<b>Year Completed</b>	<b>Maximum Capacity (acre/feet)</b>
Barrett*	Gravity	1922	37,947
Chet Harritt (Lake Jennings)	Earth	1962	9,790
Cuyamaca	Earth	1887	8,195
Dixon	Earth-rock	1970	2,606
El Capitan	Hydraulic	1934	112,800
El Carrizo	Earthfill	1978	31,990
Henshaw*	Hydraulic	1923	51,774
Lake Hodges*	Multiple Arch	1918	33,550
Lake Loveland	Arch	1945	25,400
Lower Otay*	Gravity	1919	49,510
Miramar*	Earth	1960	7,184
Morena*	Earth-Rock	1912	50,206
Murray*	Multiple Arch	1918	4,818
Olivenhain	Roller-compacted concrete	2003	24,364
Poway	Earth	1971	3,330
Rodriguez*	Multiple Arch	1936	111,000
Ramona	Earth	1988	12,000
San Dieguito	Multiple Arch	1918	883
San Vicente*	Gravity	1943	89,312
Sutherland*	Multiple Arch	1954	29,683
Sweetwater	Gravity	1888	30,079
Wohlford	Hydraulic	1924	6,506

Source: Office of Emergency Services, Operational Area Emergency Plan, 2006.

**NOTE:** Rodriguez and El Carrizo Dams are located in Tijuana, Mexico, controlling portions of the flow of the Tijuana River that traverses through Otay, San Ysidro, and Imperial Beach on its way to the Pacific Ocean. Barrett Dam and Morena Dam control the flow of middle/upper Cottonwood Creek. The flow of Campo Creek and lower Cottonwood creek to the Tijuana River is uncontrolled.

\*These reservoirs are equipped with reservoir level gauges as part of the ALERT Flood Warning System.

The Multi-Jurisdictional Hazard Mitigation plan identifies dam failure risk levels based on dam inundation map data. A dam was considered high hazard if it stores more than 1,000 acre-feet of water, is higher than 150 feet tall, has potential for downstream property damage, and potential for downstream evacuation. Ratings are set by FEMA and confirmed with site visits by engineers. Most of the County's dams are greater than 50 years old, are characterized by increased hazard potential due to downstream development, and increased risk from structural deterioration and inadequate spillway capacity. Figure 1 identifies dam locations, dam inundation areas and, dam hazard ratings for San Diego County.

Dam evacuation plans are maintained by the County OES. These plans contain information concerning the physical situation, affected jurisdictions, evacuation routes, unique institutions and event responses. In addition, the plans include inundation maps showing direction of flow; inundation area boundaries; hospitals, schools, multipurpose staging areas; command posts/sites; and mass care and shelter facilities/sites. Unique institutions, as defined by the OES, include the following types of facilities:

- Hospital
- School
- Skilled nursing facility
- Retirement home
- Mental health care facility
- Care facility with patients that have disabilities
- Adult and childcare facility
- Jails/detention facility
- Stadium, arena, amphitheater

Unique institutions located or proposed in dam inundation zones could result in a significant loss of life in the event of a dam failure due to the size and nature of the uses and the difficulty with evacuating large concentrations of people. The inability to efficiently evacuate unique institutions could cause a significant loss of life. Consequently, projects that propose unique institutions in an area that would become considerably inundated in the event of dam failure would typically be identified as having a significant adverse environmental impact due to the large number of people whose lives would be at stake in the event of dam failure.

### **1.3 Emergency Air Support**

Helicopters and small planes are used in a variety of emergency response actions such as search and rescue operations and retrieving water to extinguish wildfires. During an emergency response, aircraft tend to fly low to the ground thus increasing the potential hazards to aircraft from towers and other objects within airspace. The California Department of Forestry and Fire Protection (CDF) and the County of San Diego Sheriff's Department Aerial Support Detail, Air Support To Regional Enforcement Agencies (ASTREA) base carry out emergency response actions. CDF is the largest fire department in California and the third largest fire department in the United States. CDF Firefighters are responsible for fulfilling their mission to provide comprehensive fire protection and other related emergency services, including protection of life and property. The San Diego County Sheriff's ASTREA base operates aircraft throughout San Diego County on a daily basis. These aircraft are involved in law enforcement, search and rescue, and fire related missions.

## **2.0 EXISTING REGULATIONS AND STANDARDS**

In addition to the emergency plans outlined above and in Attachment A, there are several existing laws, regulations, policies, and programs that are in place to establish and administer emergency response plans for dealing with natural and human made disaster, as well as to assure the success of the response plans. The regulations and standards relevant to evaluating discretionary project impacts on Emergency Response Plans discretionary are detailed below. Additional Federal and State regulations that address disasters and response plans are provided in Attachment B.

### **2.1 State Regulations and Standards**

#### **California Environmental Quality Act Guidelines<sup>2</sup>**

The State CEQA Guidelines, Appendix G, VII g) suggests that lead agencies consider impacts associated with hazards, including if a proposed project would impair the implementation of, or physically interfere with, an emergency response plan or an emergency evacuation plan.

### **2.2 Local Regulations and Standards**

#### **San Diego County General Plan, Seismic Safety Element and Public Safety Element (Part V and VII)**

The Seismic Safety Element of the General Plan discusses potential risks of dam failure, safety procedures, involved agencies, and current and future action policies. The Public Safety Element was developed to introduce safety considerations into the planning and decision-making processes in order to reduce the risk of injury, loss of life, and property damage associated with the hazards identified in the element. The element also proposes policies and recommendations aimed at enhancing public safety through prevention as well as response preparation. Chapter 5 of the element relates to emergency services planning for major disasters in San Diego County.

## **3.0 TYPICAL ADVERSE EFFECTS**

Adverse effects related to hazards may occur because of interference with an adopted emergency response or evacuation plan. In general, implementation of individual discretionary land use and entitlement projects are not expected to interfere with implementation of emergency plans since plan development and implementation could occur independent of a discretionary land use project. However, there are situations where projects could conflict with major planning objectives of the Multi-Jurisdictional Hazard Mitigation Plan and/or Dam Evacuation Plans. In addition, a project that would create an obstruction that could compromise the safety of emergency response aircraft and their ability to effectively respond in an emergency could result in physical interference in the implementation of an emergency response. These potential typical adverse effects are detailed below.

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<sup>2</sup> Public Resources Code 21000-21178; California Code of Regulations, Guidelines for Implementation of CEQA, Appendix G, Title 14, Chapter 3, §15000-15387, [http://ceres.ca.gov/topic/env\\_law/ceqa/guidelines/](http://ceres.ca.gov/topic/env_law/ceqa/guidelines/)

### **3.1 Dam Evacuation Plans and the Multi-Jurisdictional Hazard Mitigation Plan**

Certain types of discretionary land use projects that propose large concentrations of people or special needs individuals in a dam inundation area could cause adverse effects related to the implementation of Dam Evacuation Plans and present conflicts with the Multi-Jurisdictional Hazard Mitigation Plan. Successful implementation of a Dam Evacuation Plan depends on the ability of proposed land uses in dam inundation areas to expeditiously evacuate to minimize the loss of life because of dam failure. Unique institutions proposed within dam inundation areas are land uses that would typically be difficult to evacuate safely and expeditiously, thus impeding successful implementation of a Dam Evacuation Plan. Additional potential adverse effects include damage to community infrastructure and interruption of public services.

### **3.2 Interference with Emergency Air Support**

Certain tall structures can physically interfere with the implementation of an emergency response if the height of the structure or tower interferes with the ability of emergency air support services to carry out missions associated with an emergency response. Emergency and fire air support services tend to fly lower to the ground than passenger airplanes for law enforcement activities, to carry out search and rescue missions, to collect water for firefighting, and to evacuate victims in remote areas. Emergency response aircraft require sufficient ground clearance to safely and efficiently function during an emergency response.

## **4.0 GUIDELINES FOR DETERMINING SIGNIFICANCE**

The following significance guidelines should guide the evaluation of whether a significant impact to emergency response plans will occur as a result of project implementation. A project will generally be considered to have a significant effect if it proposes any of the following, absent specific evidence to the contrary. Conversely, if a project does not propose any of the following, it will generally not be considered to have a significant effect on emergency response plans, absent specific evidence of such an effect:

***a. The project proposes one of the following unique institutions in a dam inundation zone as identified on the inundation map prepared by the dam owner:***

- ***Hospital***
- ***School***
- ***Skilled nursing facility***
- ***Retirement home***
- ***Mental health care facility***
- ***Care facility with patients that have disabilities***
- ***Adult and childcare facility***
- ***Jails/detention facility***

- ***Stadium, arena, amphitheater***
- ***Any other use that would involve concentrations of people that could be exposed to death in the event of a dam failure***

***b. The project proposes a structure or tower 100 feet or greater in height on a peak or other location where no structures or towers of similar height already exist and as a result, the project could cause hazards to emergency response aircraft resulting in interference with the implementation of an emergency response.<sup>3</sup>***

The first significance guideline was developed based on CEQA Guidelines, Appendix G and guidance from the OES. Appendix G recommends considering whether a project would impair implementation of an adopted emergency response or evacuation plan when evaluating impacts associated with hazards. In determining what would impair implementation of an adopted plan, the OES has provided guidance on the types of uses that could adversely affect the implementation of a dam evacuation plan. Unique institutions are those uses which, given the size and nature of the use, have inherent risks and pose additional concerns in the event of an evacuation. In order to address and prepare for these risks, unique institutions are specifically listed in the dam evacuation plans on file with OES.

The second significance guideline was developed based on guidance from the County of San Diego Sheriff's Aerial Support Detail – ASTREA. Safe and efficient air response in an emergency is necessary for successful implementation of emergency response plans. Large towers placed along ridgelines or any location that could present safety concerns for emergency response aircraft can increase the risks associated with aviation activities for emergency response. The low flight patterns of helicopters and small planes involved in emergency response activities make the risk of new air obstacles a potentially significant impact.

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<sup>3</sup> The extent to which the project would interfere with emergency air support services, resulting in a potentially significant impact, will be determined based on consultation with the County Sheriff and/or CDF considering the project attributes and the site conditions (Sheriff's ASTREA Base – 619 956-4930; CDF Air Ops, San Diego Unit – 619 590-5100). It should be noted that Guidelines for Determining Significance for Airport Hazards address the potential hazards to aviation around airports and heliports. This significance guideline is intended to address other aviation obstructions to low flying aircraft (i.e. emergency responders) that are not captured in FAA height standards, but that could interfere with the implementation of emergency response plans.

## **5.0 STANDARD MITIGATION AND PROJECT DESIGN CONSIDERATIONS**

A project will be evaluated for its effect on emergency response plans under the criteria specified in Section 4.0. If mitigation or project design considerations are identified that could reduce a significant effect, those shall be incorporated into the project. While project design elements and/or mitigation shall be incorporated into a project, it may not always be possible to reduce the impact to below a level of significance. In general, if mitigation or project redesign does not reduce a significant impact to the implementation of an emergency plan to below a level of significance, the impact would be considered significant and unmitigable.

### **5.1 Dam Inundation Zones**

A possible scenario where mitigation or project design could reduce the severity of impacts from unique institutions proposed in dam inundation zones is if the project was designed such that no evacuation would be necessary to avoid loss of life or property. The feasibility of implementing such a mitigation measure would depend on the location of the project in relation to the area of dam inundation and the ability to design a structure that could withstand the worst-case level of flooding and floodwater impacts.

If mitigation is found to be feasible for a project located in a dam inundation zone, the following are additional options available to partially mitigate impacts:

- As a condition of project approval, require applicants to notify the OES of the project for inclusion in the evacuation plan for the relevant Dam or Reservoir. Information about the project provided to the OES should consist of the type of facility/institution, project address, maximum population at any given time, and 24-hour emergency telephone number at the facility.
- As a condition of project approval, require projects to develop and maintain emergency evacuation plans for the efficient evacuation of a facility, to the satisfaction of the Department of Planning and Land Use and the OES. The evacuation plan would be submitted to the OES for inclusion in the overall dam evacuation plan.
- As a condition of project approval, require projects to be built at elevations and with the required structural integrity such that potential floodwaters resulting from a dam breach would not reach the facility and an evacuation would not be required.

### **5.2 Emergency Air Support**

For projects that could represent hazards to emergency air support, the adequacy of mitigation or project design elements will be determined on a case-by-case basis in coordination with the County Sheriff and/or CDF. Mitigation measures and/or project

design elements could include reduction in project height, relocation of the structure or tower to a safer location, and/or appropriate marking and/or lighting of objects.

### **Noticing Requirements**

The San Diego County Sheriff's ASTREA base shall be notified of any project that proposes a height exceeding 100 feet. Noticing shall occur at public review of a project, if applicable, and prior to issuance of a building permit. Notification shall be sent to:

ATTN: ASTREA Lieutenant  
Sheriff's ASTREA Base  
1745 North Marshall Avenue  
El Cajon, CA 92020

ATTN: Chief of San Diego Air Operations  
CDF - San Diego Unit  
2249 Jamacha Road  
El Cajon, CA 92019

Providing notice to emergency air support personnel of projects that exceed a specified height provides important information to emergency air support responders of potential ground hazards to be aware of when flying at low elevations for emergency response purposes.



## 6.0 REFERENCES

### California Government Code

- Emergency Services Act (GC Title Division 1, Chapter 7 §8585-8589.7)
- Disaster Assistance Act (GC Title 2, Division 1, Chapter 7.5 §8680-8692)
- Lempert-Keene-Seastrand Oil Spill Prevention and Response Act – Oil Spill Response and Contingency Planning (GC Title 2, Division 1, Chapter 7.4 §8670.1-8670.72)

### California Public Resources Code

California Environmental Quality Act (PRC §21000-21178).

### California Nuclear Power Plants: Emergency Preparedness Planning

California Resources Agency, OES Dam Failure Inundation Mapping and Emergency Procedures Program, 1996. Available online at [http://www.ceres.ca.gov/planning/nhd/dam\\_inundation.html](http://www.ceres.ca.gov/planning/nhd/dam_inundation.html)

City of Arroyo Grande, Draft Safety Element, May 2001

County of San Diego, General Plan, Part VII, Public Safety Element as adopted January 1975 and Part V, Seismic Safety Element as adopted January 9, 1975 and amended April 24, 1991

County of San Diego, Nuclear Power Station Emergency Response Plan

County of San Diego, Draft Emergency Response Protocol Terrorist Incident P-001. June, 2005.

### Unified San Diego County Emergency Services Organization and County of San Diego

- Emergency Water Contingencies Plan, October 1992
- Operational Area Emergency Plan, September 2006
- Operational Area Energy Shortage Response Plan, June 1995
- Interim Draft Operational Area Recovery Plan, February 2007

### United States Code

Federal Response Plan (42 USC §5121, et seq.), 1999

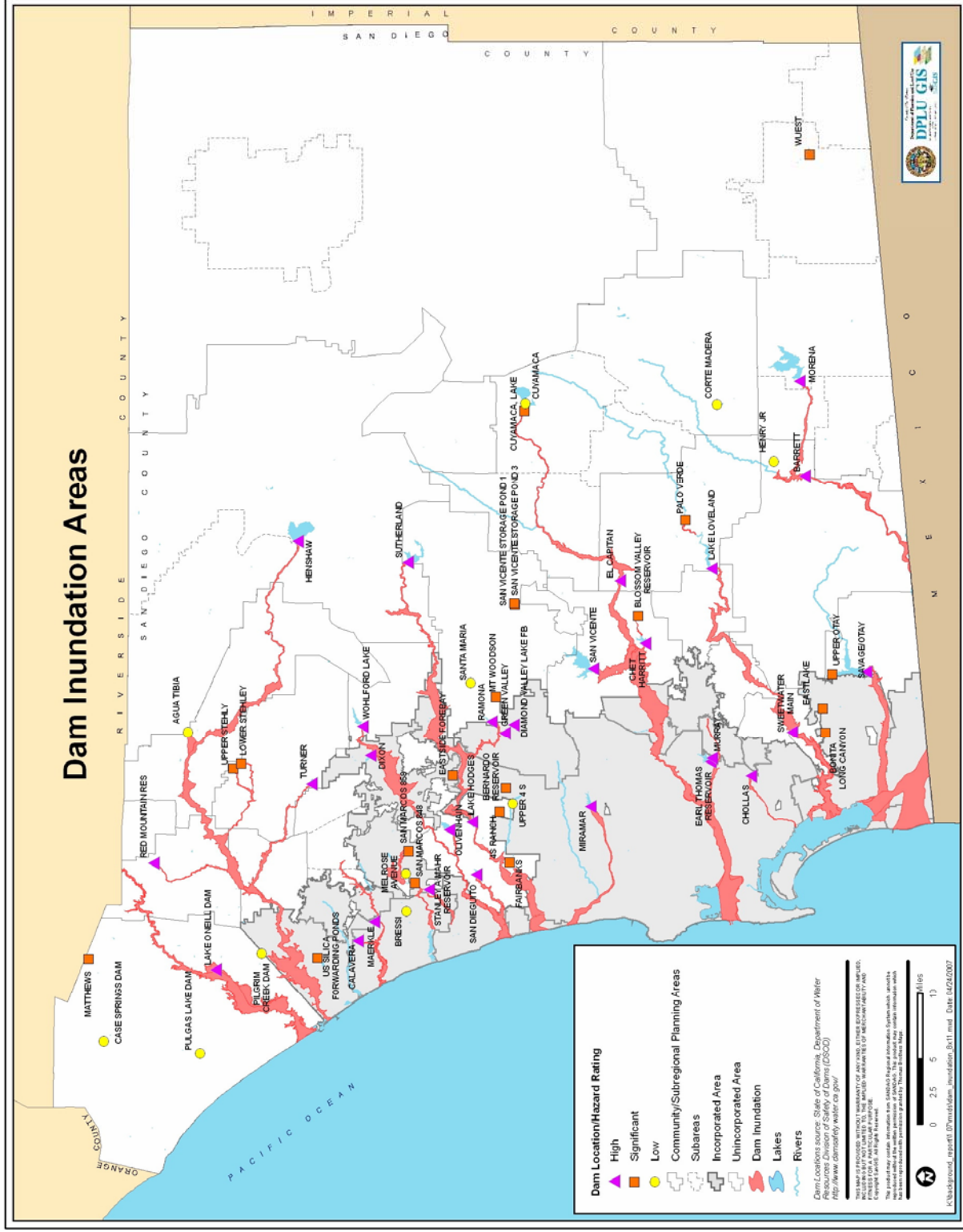
Robert T. Stafford Disaster Relief and Emergency Assistance Act (42 USC §5121, et seq.)

### United States Code of Federal Regulations

California Nuclear Power Plants – Emergency Preparedness Planning (Title 44, Chapter 1, Part 352)

U.S. Department of Homeland Security, Office of State and Local Government Coordination and Preparedness. Tactical Interoperable Communications Plan, San Diego Urban Area (Including both San Diego County and Imperial County) Version 1, January, 2006.

Figure 1. Dam Inundation Areas



## **[Attachment A]      Emergency Plans**

### **Operational Area Emergency Plan**

The OAEP describes a comprehensive emergency management system that provides for a planned response to disaster situations associated with natural disasters, technological incidents, and nuclear-related incidents. It defines responsibilities, establishes an emergency organization, defines lines of communications, and is designed to be part of the Statewide Standardized Emergency Management System. The plan is intended to be a framework preparedness document for all jurisdictions in the operational area to read and understand before an emergency. Specific hazards discussed in the plan are earthquakes, hazardous substances, flooding, dam failure, fire, landslides, tsunami, drought, nuclear generating station, nuclear powered ships, terrorism, and national defense.

There is no potential for a discretionary land use project to interfere with this plan because it is a framework document that provides guidance for emergency planning and requires subsequent plans to be established by each jurisdiction that has responsibilities in a disaster situation. Therefore, a discretionary land use project could not result in a direct conflict with this plan.

### **San Diego County Nuclear Power Plant Emergency Response Plan**

This plan provides procedures to follow in the event of an incident at the San Onofre Nuclear Generating Station (SONGS). The main hazard that could result from an incident at SONGS is the uncontrolled release of radioactive material. The response plan for the station includes an emergency planning zone within a 10-mile radius and an ingestion planning zone within a 50-mile radius of the plant. Within the ingestion planning zone, the emergency response plan requires the quarantine of crops and livestock, conducted by Federal and State agencies, to prevent possible exposure from contaminated food. This emergency plan also establishes roles and responsibilities in the event of a release.

A discretionary project would not interfere with the San Onofre Response Plan due to the location of the plant and the specific requirements of the plan. The San Onofre Nuclear Generating Station is located on an 86.63-acre site entirely contained in the Camp Pendleton Marine Corps Base military reservation. The emergency plan for the station includes an emergency planning zone within a 10-mile radius and an ingestion planning zone within a 50-mile radius of the plant. Not all land area within 10 miles of the plant is within the jurisdiction of the County and as such, a project in the unincorporated area could not interfere with any response or evacuation plan in the event of a nuclear accident. Furthermore, the emergency response plan requires Federal and State agencies to quarantine crops and livestock within the ingestion planning zone to prevent possible exposure from contaminated food. Evacuations or other measures, except quarantines, are not required in the 50-mile radius; therefore, a

discretionary land use project in the unincorporated area would not have the ability to interfere with implementation of this plan.

### **San Diego County Operational Area Oil Spill Contingency Element of the Area Hazardous Materials Plan**

This element describes the strategy for a coordinated response to a discharge or substantial threat of discharge of oil within, or off the coast of, the San Diego County Operational Area (Operational Area). It addresses the County and local government organizations involved in such a response and provides an explanation of the Federal, State and local agency roles and responsibilities and their response to the various potential events. This plan also assesses the risk to the Operational Area; lists oil spills response resources available within San Diego County; describes the training and protective equipment required for clean up personnel; and discusses the operational aspects expected to be encountered during a significant spill. The threat of release or a release of oil may be from a vessel, offshore facility, or onshore facility operating within the boundaries of the Operational Area. Onshore facilities include underground pipelines and fuel farms (storage facilities) and are mainly found along the coast of San Diego County and within City jurisdictions. Fuel farms found furthest inland are above ground storage tanks located immediately east and north of Qualcomm Stadium and are within the jurisdiction of the City of San Diego.

A discretionary land use project in the unincorporated portion of the County would not interfere with the Oil Spill Contingency Plan because although the plan covers the entire operational area, the County's jurisdiction does not extend to any coastal lands. The coast of San Diego is under the jurisdiction of Federal, State, and city governments. Furthermore, as previously discussed, the only onshore storage facilities are located within the City of San Diego. Therefore, interference with this plan is not probable and no adverse effects would result.

### **San Diego County Operational Area Emergency Water Contingencies Plan**

This plan explains the basic concepts and procedures for providing a coordinated response to a catastrophic interruption of the local or regional water supply, distribution, and treatment systems (including wastewater) in San Diego County. The plan addresses 90-95% of the area in San Diego County supplied by imported water<sup>4</sup> and the remaining 5-10% of the population in the non-imported area<sup>5</sup>. The plan includes contact procedures for San Diego County Water Authority (SDCWA) Member Agencies and public or private non-SDCWA members; identifies emergency water distribution sites for rural areas; and establishes Federal, State and local agencies' responsibilities in the event of a catastrophic interruption of the water supply.

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<sup>4</sup> The imported water area is defined as the region within the boundaries of the County Water Authority and their member agencies and generally comprises the more urban western one-third of San Diego County which contains approximately 90% of the population.

<sup>5</sup> The non-imported water area is the eastern two thirds of the County and consists of numerous small public and private agencies, which are primarily dependent on groundwater.

The Emergency Water Contingencies Plan provides for a coordinated response to a catastrophic water shortage and integrates the State, regional and local plans; the various local water agency plans; and those of the San Diego County Water Authority. It is not anticipated that implementation of a discretionary land use project could disrupt or physically interfere with implementation of the emergency water contingencies plan since it could not individually prevent coordinated implementation of the plan.

### **Unified San Diego County Emergency Services Organization Operational Area Energy Shortage Response Plan**

The purpose of this plan is to help the County and local city governments and other affected agencies effectively respond to an energy shortage. An energy shortage may occur because of either a supply interruption or a disaster that may affect the western power grid, which supplies energy to California as well as other western states. Threats to the County energy supply include earthquakes as well as possible market and supply fluctuations and may significantly affect the supply of primary and secondary fuels; petroleum, electricity and natural gas. The plan provides an energy management system and communication plan with existing Federal and State emergency response plans; procedures for the identification of critical energy needs for the operation of essential public services during an energy supply disruption, a system for situation monitoring and information exchange, and a menu of conservative strategies designed to reduce the demand for electricity or dependence on fossil fuel supply.

It is not anticipated that any individual land use project under the jurisdiction of the County of San Diego would interfere with the implementation of the Energy Shortage Response plan since the plan development and implementation would occur independent of any discretionary land use project. One exception is if a project proposes a modification to a major energy supply infrastructure that could potentially cause an interruption of service or an impairment of the restoration of service during a recovery. However, any proposed action involving energy supplies would typically be outside of the jurisdiction of the County of San Diego and would require coordination between affected agencies to ensure no interruption would occur.

### **Unified San Diego County Emergency Services Organization Recovery Plan**

Recovery operations include the development, coordination, and execution of service- and site- restoration plans for impacted communities, as well as the reconstitution of government operations and services. Reconstitution of government operations and services can be accomplished through individual, private sector, nongovernmental, and public assistance programs that identify needs and define resources, provide housing and promote restoration and address long-term care and treatment of affected persons. It is not expected that a discretionary land use or entitlement project would interfere with implementation of this plan since the plan development and implementation could occur independent of any discretionary land use project.

## **San Diego Urban Area Tactical Interoperable Communications Plan**

The Tactical Interoperable Communications (TIC) Plan documents what interoperable communications resources are available within the urban area, what agency controls each resource and what rules of use or operational procedures exist for the activation and deactivation of each resource. Multi-agency interoperability communication is the ability of two or more public safety agencies to exchange information, when and where it is needed, even when different communication/information systems are involved. Multi-agency interoperability communication systems encompass the ability to exchange information among fixed facilities, mobile platforms, and portable (personal) devices.

The TIC plan is a requirement of the Department of Homeland Security's (DHS) Office for Domestic Preparedness (ODP), 2005 Urban Area Securities Initiative. It is not expected that a discretionary land use or entitlement project would interfere with implementation of this plan since the plan development and implementation would occur independent of any discretionary land use project.

## **San Diego County Terrorist Incident Emergency Response Protocol**

The San Diego County Draft Terrorist Incident Emergency Response Protocol (Terrorism Protocol) describes the countywide collective initial actions that should be taken to prevent or mitigate the effects of a threatened or actual terrorist attack against any jurisdiction within the county. It does not replace the County's or any jurisdiction's emergency plans or procedures; rather it references those existing documents and actions to assist in coordinating the initial planning and response efforts until Incident Commanders and local leaders have had time to develop a more specific plan of action. It is not expected that a discretionary land use or entitlement project would interfere with implementation of this plan since the plan development and implementation would occur independent of any discretionary land use project.

## **[Attachment B] Federal and State Regulations**

### **Federal Regulations and Standards**

#### **Federal Response Plan<sup>6</sup>**

The Federal Response Plan was developed through the efforts of 27 Federal departments and agencies and describes the basic process by which the Federal government will provide assistance and resources to states and local governments in coping with the consequences of any major disaster or emergency declared under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.

#### **Federal Disaster Mitigation Act of 2000<sup>7</sup>**

The Disaster Mitigation Act intends for hazard mitigation plans to remain relevant and current. Therefore, it requires that State hazard mitigation plans are updated every three years and local plans, including San Diego County's every five years. This sets a five-year planning horizon for hazard mitigation plans. To qualify for certain forms of federal aid for pre- and post-disaster funding local jurisdictions must comply with this act.

#### **Robert T. Stafford Disaster Relief and Emergency Assistance Act<sup>8</sup>**

Enacted by Congress to provide a continued means of assistance by the Federal Government to State and local governments in carrying out their responsibilities to alleviate the suffering and damage which result from such disasters. The act authorizes FEMA to direct the Army Corps of Engineers to use its available personnel, supplies, facilities, and other resources to provide assistance in the event of a major disaster or emergency declaration by the President.

### **State Regulations and Standards**

#### **California Nuclear Power Plants: Emergency Preparedness Planning<sup>9</sup>**

The purpose of this Code is to establish procedures and policies for when State or local governments, either individually or together, decline or fail to prepare radiological emergency preparedness plans for commercial nuclear power plants sufficient to satisfy the Nuclear Regulatory Commission (NRC) licensing requirements or to participate adequately in the preparation, demonstration, testing, exercise, or use of such plans. In order to request the assistance provided for in this regulation, an affected nuclear power plant applicant or licensee shall certify in writing to FEMA that the above situation exists. FEMA may call upon any Federal agency to provide Federal technical assistance, Federal facilities and resources in the licensee offsite emergency response plan.

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<sup>6</sup> 42 U.S.C. 5121, et seq., <http://www.fema.gov/pdf/rrr/frp/frp2003.pdf>

<sup>7</sup> 44 CFR Section 201.6

<sup>8</sup> as amended [42 U.S.C. 5121, et seq., Pub. L. 103-181, Pub. L. 103-337, and Pub. L. 106-390, October 30, 2000, US Code, Title 42, Chapter 68, <http://www4.law.cornell.edu/uscode/>]

<sup>9</sup> Code of Federal Regulations, Title 44, Chapter 1, Part 352, <http://www.access.gpo.gov/nara/cfr/cfr-table-search.html>

## **California Emergency Services Act<sup>10</sup>**

The Emergency Services Act was adopted to establish the State's roles and responsibilities during human-made or natural emergencies, which result in conditions of disaster; extreme peril to life, property, or the resources of the State; and generally to protect the health and safety and preserve the lives and property of the people of the State. To insure the State is adequately prepared to deal with such emergencies, the Act provides for the following:

- To confer upon the Governor and upon the chief executives and governing bodies of political subdivisions of this State the emergency powers provided herein; and to provide for state assistance in the organization and maintenance of the emergency programs of such political subdivisions;
- To provide for a State agency to be known and referred to as the OES within the Governor's office; and to prescribe the powers and duties of the director of that office;
- To provide for the assignment of functions to State agencies to be performed during an emergency and for the coordination and direction of the emergency actions of such agencies;
- To provide for the rendering of mutual aid by the State government and all its departments and agencies and by the political subdivisions of this State in carrying out the purposes of this chapter;
- To authorize the establishment of such organizations and the taking of such actions as are necessary and proper to carry out the provisions of the Emergency Services Act.

## **Oil Spill Response and Contingency Planning<sup>11</sup>**

Known also as the Lempert-Keene-Seastrand Oil Spill Prevention and Response Act, it was set up to ensure the adequate response to oil spills in order to protect California's extensive coastline (approximately 1,100 miles), including four marine sanctuaries which occupy 88,767 square miles. The Act was designed to improve the State's response and management of oil spills because of the inadequacy of existing cleanup and response measures and technology. This Act not only establishes procedures and guidelines for effective planning and response to oil spills, it also places emphasis on prevention in order to minimize the risks and consequences of spills on environmental resources. An administrator, appointed under the Act, is responsible for directing prevention, removal, abatement, response, containment, and cleanup efforts with regard to all aspects of any oil spill in marine waters. In the case of a spill, the Code requires that the responsible party respond in compliance with the applicable Oil Spill Contingency Plan, which must be prepared and implemented pursuant to this act. Contingency plans are required to: demonstrate that all protection measures are being taken to reduce the possibility of an oil spill occurring as a result of the operation of a marine facility or vessel; identify the types of equipment that can be used, the location of the equipment, and the time taken to deliver the equipment; provide for appropriate financial or contractual arrangements for all necessary equipment and services for the response, containment, and cleanup of a reasonable worst-case oil spill scenario;

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<sup>10</sup> Government Code, Title 2, Division 1, Chapter 7 § 8585-8589.7, <http://www.leginfo.ca.gov>

<sup>11</sup> Government Code, Title 2, Division 1, Chapter 7.4 § 8670.1-8670.72 <http://www.leginfo.ca.gov>



contains a list of contacts to call in the event of a drill, threatened discharge of oil, or discharge of oil; include a timetable for implementing the plan; and specify an agent for service of process.

### **Disaster Assistance Act**<sup>12</sup>

The Natural Disaster Assistance Act (NDAA) provides financial aid to local agencies to assist in the permanent restoration of public real property, other than facilities used solely for recreational purposes, when such real property has been damaged or destroyed by a natural disaster. The NDAA is activated after:

- A local declaration of emergency,
- OES Director's Concurrence with a local declaration,
- Governor's Proclamation of a State Emergency, or
- A Presidential Declaration of a Major Disaster or Emergency.

Once the NDAA is activated, local government is eligible for certain types of assistance, depending upon the specific declaration or proclamation issued.

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<sup>12</sup> Government Code, Title 2, Division 1, Chapter 7.5 § 8680-8692, <http://www.leginfo.ca.gov>