

SAN DIEGO REGION

COORDINATED COMMUNICATIONS AND RECORDS SYSTEM

PROJECT C
RESPONSE TO UNUSUAL OCCURRENCES

Final Report

Prepared for:
Regional Steering Committee for
Records and Communications

APRIL 1974

ARTHUR YOUNG & COMPANY

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ARTHUR YOUNG & COMPANY

515 SOUTH FLOWER STREET
LOS ANGELES, CALIFORNIA 90071

April 24, 1974

Regional Steering Committee for
Records and Communications
County of San Diego
5555 Overland Avenue
San Diego, California 92123

Attention: Mr. Robert Hively, Project Director

Gentlemen:

We are pleased to submit herewith the final report documents on our study of the Coordinated Records and Communications System for the San Diego Region.

The project consisted of three related but separate studies. Project A/B was an analysis and design of a regional coordinated communications system, including a plan for implementing a "911" emergency call handling center and related communications in support of police, fire and ambulance dispatching.

Project C was a study of regional response to unusual occurrences, such as an earthquake, major fire or civil disturbance. The study resulted in recommended improvements to response procedures, training and resource inventories.

Project D was a conceptual design of an Automated Regional Justice Information System (ARJIS) to support the various functional agencies involved in justice activities in the region.

The final report documents on these projects have been bound separately from one another. Project A/B and Project C are documented in two individual final reports. The Project D

final report is composed of two volumes. Volume I is a management overview and implementation plan. Volume II describes the conceptual system design, in terms of how it supports each functional justice area. In addition to these formal reports, a number of individual working documents and presentation materials were provided to the Steering Committee as the projects progressed. Included in those materials is a volume documenting the existing related systems in the San Diego area.

Within each major project report (A/B, C and D) there is a management summary highlighting the project results. A brief synopsis of the chief recommendations is given below.

Project A/B Regional Communications System

- The recommended system configuration includes one regional call receipt center to handle 911 emergency calls, with direct lines to local police or zonal fire dispatch centers for immediate monitoring of urgent calls, and information transfer on other calls. Dispatch facilities for San Diego Police Department and Fire Zone 3 would be co-located with the 911 center. San Diego Sheriff dispatch is also recommended for co-location with the 911 center.
- An intermediate pilot test of 911 operations in the City of San Diego would be conducted prior to finalization of the regional system design.
- The regional system development and operations should be under the direction of an executive board representing the concerned jurisdictions. An agreement among those jurisdictions would be required to establish policies and contract with either the City of San Diego or the County to operate the 911 center.
- There is a limited opportunity to share radio frequencies in the Region. This possibility should be pursued in a recommended series of steps described in the final report.

Project C Response to Unusual Occurrences

- The regional planning policies and procedures should be improved to develop more executive involvement in planning and to develop more comprehensive and detailed response plans.
- A series of task forces and liaison representatives is recommended in support of the increased planning emphasis.
- Simulated unusual occurrence response exercises should be conducted on a regular basis.
- Additional training is recommended for Emergency Services Office as well as city control center staff personnel.
- To maintain up-to-date resource information, an off-line, automated data processing approach is recommended.

Project D Automated Regional Justice Information System

- There is a need for an integrated system of justice information.
- The concerned jurisdictions should designate a management committee to coordinate the recommended implementation plan.
- The City of San Diego and the County should be focal points for development of the new capabilities. Funding for this development should be sought from the appropriate policy bodies, including grant support from the Regional Criminal Justice Planning Board.

Details of these and other related recommendations are provided in the appropriate project report.

A number of the recommendations are based on projections of potential costs of various local government operations and capital improvements. The cost factors employed were obtained from unaudited sources. They are also subject to future events

April 24, 1974

over which we, of course, can have no control. However, nothing has come to our attention in this study that indicates any major discrepancies in the assumptions or cost factors employed.

We wish to thank all the individuals on the Steering Committee and in the participating agencies for their total cooperation in the conduct of this project. We have appreciated the opportunity to be of service to the Region. If there are any questions concerning the material provided, we would be pleased to meet with you and discuss them.

Yours very truly,

Arthur Young & Company

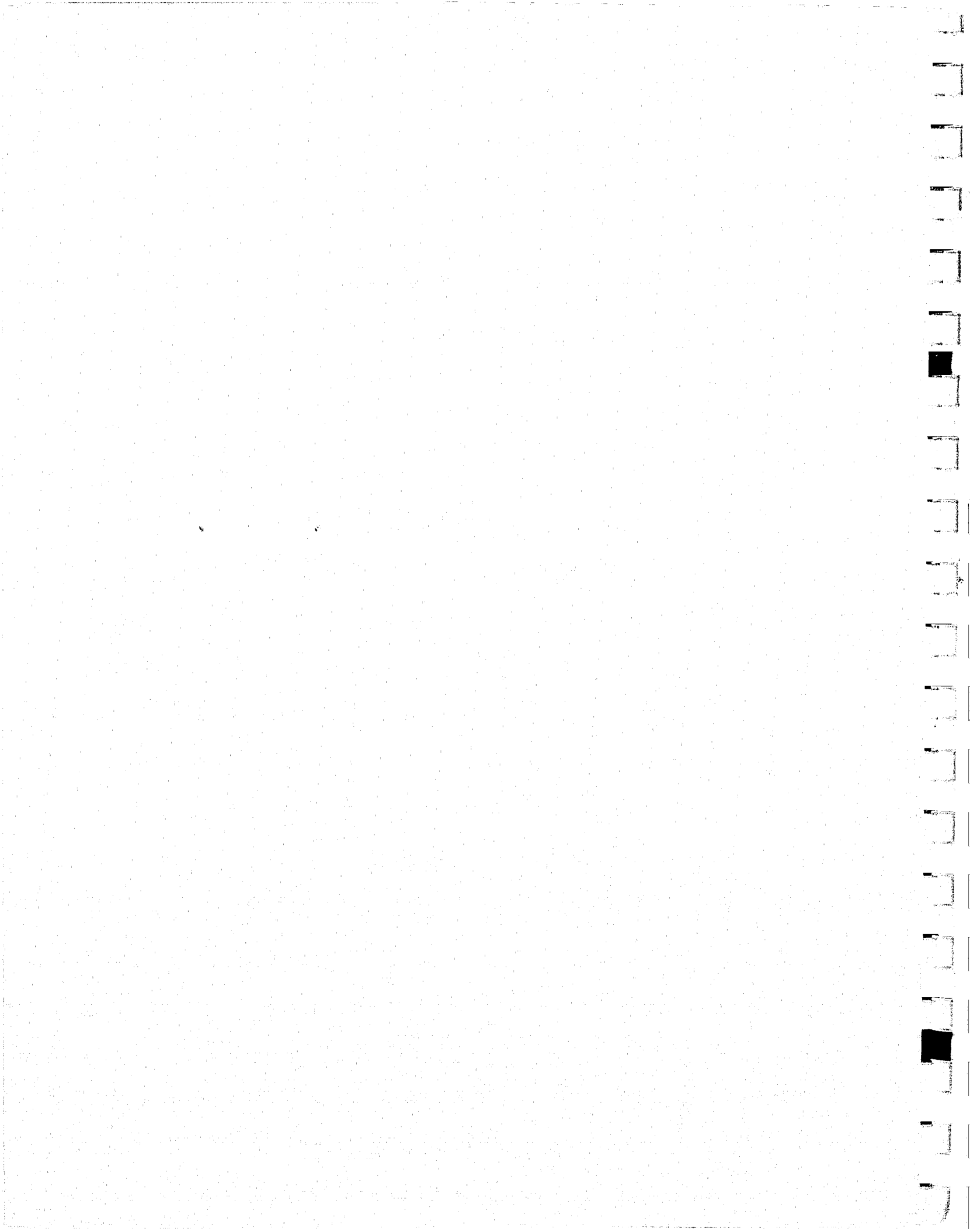


TABLE OF CONTENTS

<u>SECTION</u>		<u>PAGE</u>
I.	<u>INTRODUCTION AND EXECUTIVE SUMMARY.</u>	1
	1. PROJECT OBJECTIVES AND SCOPE	1
	2. PROJECT ACTIVITIES	2
	3. DEFINITION AND PRIORITIZATION OF UNUSUAL OCCURRENCES.	4
	4. STATUS AND SHORTCOMINGS OF CURRENT PREPARED- NESS PLANNING.	5
	5. RECOMMENDATIONS.	8
	6. IMPLEMENTATION PLAN.	10
	TASK 1 - PRE-IMPLEMENTATION PREPARATION.	11
	TASK 2 - TEST AND IMPLEMENT RESOURCE INVENTORY SYSTEMS	11
	TASK 3 - DETERMINE THE IMPACT OF UNUSUAL OCCURRENCES ON SERVICE AGENCIES	11
	TASK 4 - COMPLETE MOBILIZATION PLANS FOR INDIVIDUAL SERVICE ORGANIZATIONS	11
	TASK 5 - DEVELOP INTER-JURISDICTIONAL AGENCY MUTUAL ASSISTANCE PLANS	11
	TASK 6 - COMPLETE CITY MOBILIZATION PLANS.	11
	TASK 7 - DEVELOP AND CONDUCT REGIONAL EMERGENCY RESPONSE EXERCISES.	12
	TASK 8 - DEVELOP A RESOURCE PROCUREMENT PLAN	12
II.	<u>ORGANIZATIONAL PLANNING STRUCTURE</u>	13
	1. CURRENT STATUS	13
	2. SHORTCOMINGS OF THE CURRENT SITUATION.	14
	3. ALTERNATIVE CONCEPTS	15
	4. RECOMMENDATIONS.	19
III.	<u>PLANNING ACCOMPLISHMENTS.</u>	20
	1. CURRENT STATUS	20
	2. SHORTCOMINGS OF THE CURRENT SITUATION.	23
	3. RECOMMENDATIONS.	27

SECTIONPAGE

IV.	<u>TRAINING</u>	32
1.	CURRENT STATUS	32
2.	SHORTCOMINGS OF THE CURRENT SITUATION.	33
3.	RECOMMENDATIONS.	34
V.	<u>RESOURCE INVENTORY SYSTEM</u>	36
1.	CURRENT STATUS	36
2.	SHORTCOMINGS OF THE CURRENT SITUATION.	37
3.	ALTERNATIVE CONSIDERATIONS	39
4.	RECOMMENDATION	40
VI.	<u>IMPLEMENTATION PLAN</u>	42
1.	TASK 1 - PRE-IMPLEMENTATION PREPARATION.	42
2.	TASK 2 - TEST AND IMPLEMENT RESOURCE INVENTORY SYSTEM	43
3.	TASK 3 - DETERMINE IMPACT OF UNUSUAL OCCUR- RENCES ON SERVICE AGENCIES	44
4.	TASK 4 - COMPLETE MOBILIZATION PLANS FOR INDIV- IDUAL SERVICE ORGANIZATIONS	45
5.	TASK 5 - DEVELOP INTER-JURISDICTIONAL AGENCY MUTUAL ASSISTANCE PLANS.	46
6.	TASK 6 - COMPLETE CITY MOBILIZATION PLANS.	47
7.	TASK 7 - DEVELOP AND CONDUCT REGIONAL EMER- GENCY RESPONSE EXERCISES	47
8.	TASK 8 - DEVELOP RESOURCE PROCUREMENT PLAN	48
9.	IMPLEMENTATION REQUIREMENTS	48

APPENDICES

A	REFERENCES REVIEWED
B	UNIFIED SAN DIEGO COUNTY RESOURCE QUESTIONNAIRE

LIST OF EXHIBITSNUMBERFOLLOWING
PAGE

I	IMPLEMENTATION PLAN FOR SAN DIEGO REGIONAL PUBLIC SAFETY RESPONSE SYSTEM CRITICAL PATH CHART.	12
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I. INTRODUCTION AND EXECUTIVE SUMMARY

I. INTRODUCTION AND EXECUTIVE SUMMARY

This report documents the results of Project C, the Study of the San Diego Region Response to Unusual Occurrences. Report contents are presented in two main parts, as described below:

- Section I: Introduction and Executive Summary - contains information related to project objectives and methodology, definition of unusual occurrences, and concise summaries of: (1) the status and shortcomings of current preparedness planning, and; (2) recommendations.
- Section II through VI - contain more detailed discussion of current shortcomings and recommendations for improvement, including analysis of alternatives to our recommendations where appropriate. These sections individually cover a general area of preparedness planning. The final section consolidates all recommendations in the form of a long-range implementation plan.

1. PROJECT OBJECTIVES AND SCOPE

Project C was designed to improve the existing unusual occurrence response capabilities of government agencies in the San Diego County Region. The ultimate goal is to provide rapid, effective, and coordinated response to foreseeable, extraordinary emergency situations which may threaten the safety and well-being of the community. At the direction of the Steering Committee, consulting effort focused on organizational and procedural considerations rather than facility and hardware needs. Three specific program objectives were defined in the project contract. They were:

- To develop a system concept for Regional public safety responses to unusual occurrences, including conceptual plans for providing organizational, procedural and informational support.
- To develop alternative concepts to provide and maintain a resource inventory system.

- To develop an implementation plan for selected system concepts and, where applicable, to develop cost estimates for those concepts.

The scope of the project encompassed a comprehensive examination and analysis of the existing state of preparedness in order to identify deficiencies and develop specific recommendations for improvement.

2. PROJECT ACTIVITIES

In fulfilling the stated objectives and in meeting the requirements of defined project scope, our staff adopted the methodology and completed the activities described in this subsection.

(1) Define Unusual Occurrences and Identify Existing Planning and Operational Deficiencies

Initial effort was focused on defining potential unusual occurrence hazards so that the adequacy of current planning could be assessed in light of each hazard defined. This process, together with information obtained in interviews, also resulted in a prioritization of unusual occurrences for planning purposes (i.e., those most apt to occur in the San Diego Region). Additionally, it was necessary to complete a detailed review of the status of emergency preparedness in order to identify strengths and weaknesses in individual and regional plans. Two key activities completed during this portion of the project are summarized below.

- Thirty-five interviews were conducted with persons occupying management positions in public service agencies representing the State of California, San Diego County, and eleven cities in the County. The objectives of the interviews were to determine the current state of emergency preparedness, identify priority unusual occurrence hazards, and determine resource identification needs.
- Twenty-nine major documents were reviewed, including Federal, State and local laws pertaining to emergency response plans and agreements, pertinent emergency

- response studies, and applicable texts. A list of the references reviewed is contained in Appendix A of this report.
- Findings were documented in outline form and discussed with the Project Steering Committee. Generally, there were no significant disagreements with the information we reported.

(2) Analyze Alternative Concepts for Providing Organizational, Procedural and Informational Plan Improvements

This phase involved a comprehensive analysis and evaluation of existing conditions, as determined in the first phase, to develop economically feasible improvement concepts compatible with existing laws and agreements in the San Diego County Area. In completing this activity, alternatives were assessed principally in accordance with the following standards:

- Compatibility with existing plans and agreements
- Utilization and enhancement of existing system and planning accomplishments
- Compatibility with existing County/City organizational structures
- Likelihood of implementation
- Costs.

(3) Finalize Recommendations and Develop an Implementation Plan

Following the analysis described above, recommended improvements in unusual occurrence response planning were finalized. It was then necessary to incorporate those recommendations into a detailed implementation work plan which describes: (1) the major tasks involved; (2) the order of task accomplishment; (3) personnel responsible for task accomplishment; (4) estimated time required for task completion, and (5) the estimated man-hours and hardware costs associated with each task. The product of this effort is contained in this report, Section VI.

3. DEFINITION AND PRIORITIZATION OF UNUSUAL OCCURRENCES

Before presenting summary information on the status of current planning and our recommendations for improvement, we will define in more explicit terms what is meant by an unusual occurrence. This, together with a ranking of likelihood of occurrence, will provide a view of projected situations with which material on existing and suggested preparedness planning is concerned.

An unusual occurrence, within the context of this project, is any incident presenting a threat to life or property, which requires any public service agency to exhaust, or nearly exhaust its resources in order to provide for the safety and well-being of the community. Such an occurrence may be limited to one agency or jurisdiction, or it may be wide-spread, affecting several agencies and jurisdictions. An effective response system is one which is prepared to meet various levels of emergency unusual occurrence needs.

Several types of unusual occurrences were identified during our research efforts; however, eight of these were considered to present the most serious hazard to the San Diego Regional Area. These are:

- Grassland Fire
- Earthquake
- Flood
- Energy Failure
- Radiation and/or Chemical Accidents
- Ordinance Accidents
- Civil Disturbances
- Aircraft Accident

Others identified but considered to be of lesser likelihood in this region are as follows:

- Seismic Sea Wave
- Storm
- Pollution
- Epidemic

4. STATUS AND SHORTCOMINGS OF CURRENT PREPAREDNESS PLANNING

Our research revealed that emergency response preparedness in San Diego County exceeds that of most areas in the United States. It has been rated by the California State Office of Emergency Services as materially exceeding minimum standards of the Defense Civil Preparedness Agency. The emergency response system which has been developed under the Emergency Services Organization of San Diego County is probably adequate to meet most emergency situations of less than major magnitude. There are, however, four areas in which we believe improvements should be made to provide the capability necessary for response to incidents of major magnitude. These four areas include the organizational planning structure, the level of current planning accomplishments, training, and the resource inventory systems. These subjects are briefly discussed in the remainder of this subsection.

(1) Organizational Planning Structure

Under the Unified San Diego County Emergency Services Organization, the major responsibility for developing regional emergency response plans is assumed by the County Office of Emergency Services (OES). Regional planning activity has been largely isolated in this office, with minimal involvement of key executive and management personnel of the County and the cities. While OES has made significant progress in plan development, lack of widespread involvement in planning activities has resulted in a low level of knowledge, understanding, and/or interest on the part of many city and County officials who are responsible for execution of the plans. This problem is particularly evident at the city government level. We believe there is a need to develop a planning structure which ensures the involvement and support of these key people.

(2) Planning Accomplishments

In the area of planning accomplishments OES, as stated previously, has made significant contributions. We also observed that fire agencies in general, and selected individual

departments such as the San Diego Police Department, have completed detailed plans for their own use. However, considerable improvement is needed in the full, coordinated development of emergency operations response plans for all agencies in the County. Specifically, the weaknesses in existing plans include:

- A lack of completed, detailed, and documented mobilization plans and response plans in most agencies and cities.
- The absence of detailed, documented inter-agency assistance plans.
- The absence of unusual occurrence hazard identification and contingency planning at the agency and city level, to prepare for coordinated response to specific occurrences.

While OES has provided each County agency and all cities with a model emergency operations plan guideline, furnished by the State Office of Emergency Services, this model does not constitute a completed plan nor does it provide detailed emergency operating procedures.

(3) Training

The present level of emergency response training and emergency preparedness training is insufficient to insure effective, coordinated response to major unusual occurrences. OES has provided training for Direction and Control staff personnel at the County government level; triage training to medical and health personnel; and radiological monitoring training throughout the County. However, widespread emergency response training involving all cities and agencies has not occurred. This training should be considered essential to developing an effective emergency response system. Further, there is no established training program for OES staff personnel. Considering their responsibility for coordinating Defense Civil Preparedness for the entire County, we believe this void represents a deficiency.

(4) Resource Inventory

The two existing resource annexes available to city and County agencies, although detailed and complete in many respects, are considered deficient to meet the needs of a well developed response system. The major deficiencies are as mentioned below.

- There is no identification of the condition of availability for "primary" resources (i.e., those resources of greatest immediate need during an unusual occurrence)
- There is no geographic grouping of available resources
- The present annexes do not provide a clear presentation of the total number of primary resources available
- Updating procedures and responsibilities are not defined

To correct these deficiencies we developed a new resource questionnaire, designed to provide the data support essential for effective emergency response planning. It will also provide the basic capability for automated data processing. Suggested data display formats, designed to allow computer processing, were also developed. Both products, along with the major findings of our research efforts, are presented in Appendix B of this report.

It bears emphasis here that the recent On-Site Assistance Survey of San Diego County reported a number of facility and equipment deficiencies related to civil preparedness. The survey findings, reported jointly by the California State Office of Emergency Services and the Federal Defense Civil Preparedness Agency, have been made available to the cities and the County. The scope of our study did not include detailed evaluation of any resources, be they personnel, equipment, or structures. Thus, we make no comment on the OSA survey results except to identify the area of facilities and equipment as one which may deserve special attention in the planning process. Completion of a detailed analysis of resources needed and/or available for each type of unusual occurrence--as is suggested in our

implementation plan--should measurably assist in identifying deficiencies and in developing procurement plans.

5. RECOMMENDATIONS

This section provides a summary of the eight recommendations we have provided for improvement of the existing emergency services response organization. Implementation of these recommendations will, we believe, provide the Unified San Diego County Emergency Services Organization with increased capability to respond to all levels of unusual occurrences. Detailed discussions of recommendations, alternatives (where appropriate), and implementation requirements are contained in Sections II through V of this report. The recommendations are as follows:

- No. 1. The Unified San Diego County Emergency Services Organization should increase executive involvement in the policies and procedures governing emergency preparedness planning.

This recommendation provides for increased executive involvement in, and identification with emergency preparedness planning efforts. It establishes procedures which require that all major communications related to emergency preparedness be processed by the chief executive of the County or a city, and routed over his signature. It also requires a specific commitment of subordinate management personnel to participate in the planning process, and a general endorsement of the need for and approach to preparedness planning described in the report.

- No. 2. The Unified San Diego Emergency Services Organization should develop comprehensive mobilization and response plans, including operational details and procedures.

This recommendation relates to the existing need for detailed, documented plans at the following levels:

- City and County inter-agency mobilization and response plans
- Individual service agency mobilization plans

- Inter-jurisdictional mutual assistance plans between line services.

No. 3. The Emergency Services Organization should implement a three-level task force planning approach to ensure top-level management participation and provide a coordinated planning approach in the development of mobilization and response plans.

Three task force levels, comprised of representatives from emergency line services, are recommended to provide planning participation from those at the operational level. The three task force levels are:

- Service Task Forces (7) - each comprised of management representatives for the service involved (e.g., police, fire, etc.), from all jurisdictions in the County
- Area Coordinators' Task Force (1) - comprised of the Operational Area Coordinators from each of the Service Task Forces.
- City/County Task Forces (14) - comprised of a city's (or the County's) representatives to the Service Task Forces, plus other key individuals from the jurisdiction concerned.

No. 4. Individual OES staff members should be assigned as liaison representatives to emergency service agencies and to individual jurisdictions.

This recommendation is provided to increase planning communication and coordination between OES and the individual service agencies and jurisdictions. It also implies a staff assistance role for OES personnel in the development of plans identified in Recommendation No. 2, including intra-city plans.

No. 5. The Unified San Diego County Emergency Services Organization should develop and conduct simulated unusual occurrence emergency response exercises, including individual department mobilization exercises, and total system exercises.

This recommendation suggests that exercises be held at least annually to ensure familiarity with emergency operating procedures and to provide periodic tests of operational capabilities.

- No. 6. OES should provide Emergency Operations Center training to City Direction and Control Staff Personnel.

This recommendation provides for imparting the knowledge gained in County EOC training exercises to city representatives responsible for similar functions at the local level.

- No. 7. The Emergency Services Organization should institute a formal training program for OES staff members.

This recommendation addresses the lack of formalized training now provided to OES staff personnel. The present absence of formal training is considered a deficiency in view of their planning and coordination responsibilities for the entire region. The extent of this deficiency is magnified if our suggestions related to increased OES involvement in all planning are implemented.

- No. 8. The San Diego County Data Processing Department should develop an off-line, automated data processing system capable of providing and updating primary resource information reports.

Implementation of this system will provide San Diego County with an information support system commensurate with actual needs for emergency response planning and operations.

6. IMPLEMENTATION PLAN

Our implementation plan consists of eight related major tasks. The estimated time required to complete the project is 1.5 years. We have attempted to allocate more than sufficient time for the completion of each task; making the probability of a shorter completion period quite likely. Exhibit I, at the end of this Executive Summary, presents a critical path chart for the entire project, depicting the relationship between sub-tasks and providing a time estimate for the completion of each. Manhour estimates are displayed at the conclusion of Section VI, which provides a detailed discussion of major tasks. The major tasks are as follows:

TASK 1. PRE-IMPLEMENTATION PREPARATION

This task involves obtaining commitments of support from executive officials in city and County government, and the creation of task forces consisting of top-level management personnel to provide planning participation by operational agencies.

TASK 2. TEST AND IMPLEMENT RESOURCE INVENTORY SYSTEMS

This task includes conducting a sample resource survey, completing the total resource survey, developing computer programs and processing resource data to provide the basis for expanded emergency services planning.

TASK 3. DETERMINE THE IMPACT OF UNUSUAL OCCURRENCES ON SERVICE AGENCIES

This task consists of a series of Service Task Force meetings to determine the probable impact of specific priority occurrences and to identify needs for contingency planning.

TASK 4. COMPLETE MOBILIZATION PLANS FOR INDIVIDUAL SERVICE ORGANIZATIONS

This task involves a cooperative effort between OES service representatives and representatives of individual service agencies. The objective of the task is to develop and complete detailed mobilization and response plans for each service agency.

TASK 5. DEVELOP INTER-JURISDICTIONAL AGENCY MUTUAL ASSISTANCE PLANS

This task requires a series of Service Task Force meetings, assisted by OES service representatives, to produce detailed guidelines for regional assistance plans among similar service agencies and organizations.

TASK 6. COMPLETE CITY MOBILIZATION PLANS

OES city representatives and individual City Task Forces develop and complete City Emergency Mobilization and Response Plans, providing

each city with a system capable of effective response to Level 2 emergency occurrences.

TASK 7. DEVELOP AND CONDUCT REGIONAL EMERGENCY RESPONSE EXERCISES

At this time, all emergency mobilization and response plans should be completed. OES task force representatives and Operational Area Coordinators meet and develop detailed scenarios for simulated emergency response exercises. The objectives are to test the response system's capability to react under varying loads and to identify resource and planning deficiencies.

TASK 8. DEVELOP A RESOURCE PROCUREMENT PLAN

OES service representatives meet with Operational Area Coordinators to identify resource deficiencies and to develop a resource procurement plan based on priority needs of the various agencies and jurisdictions.

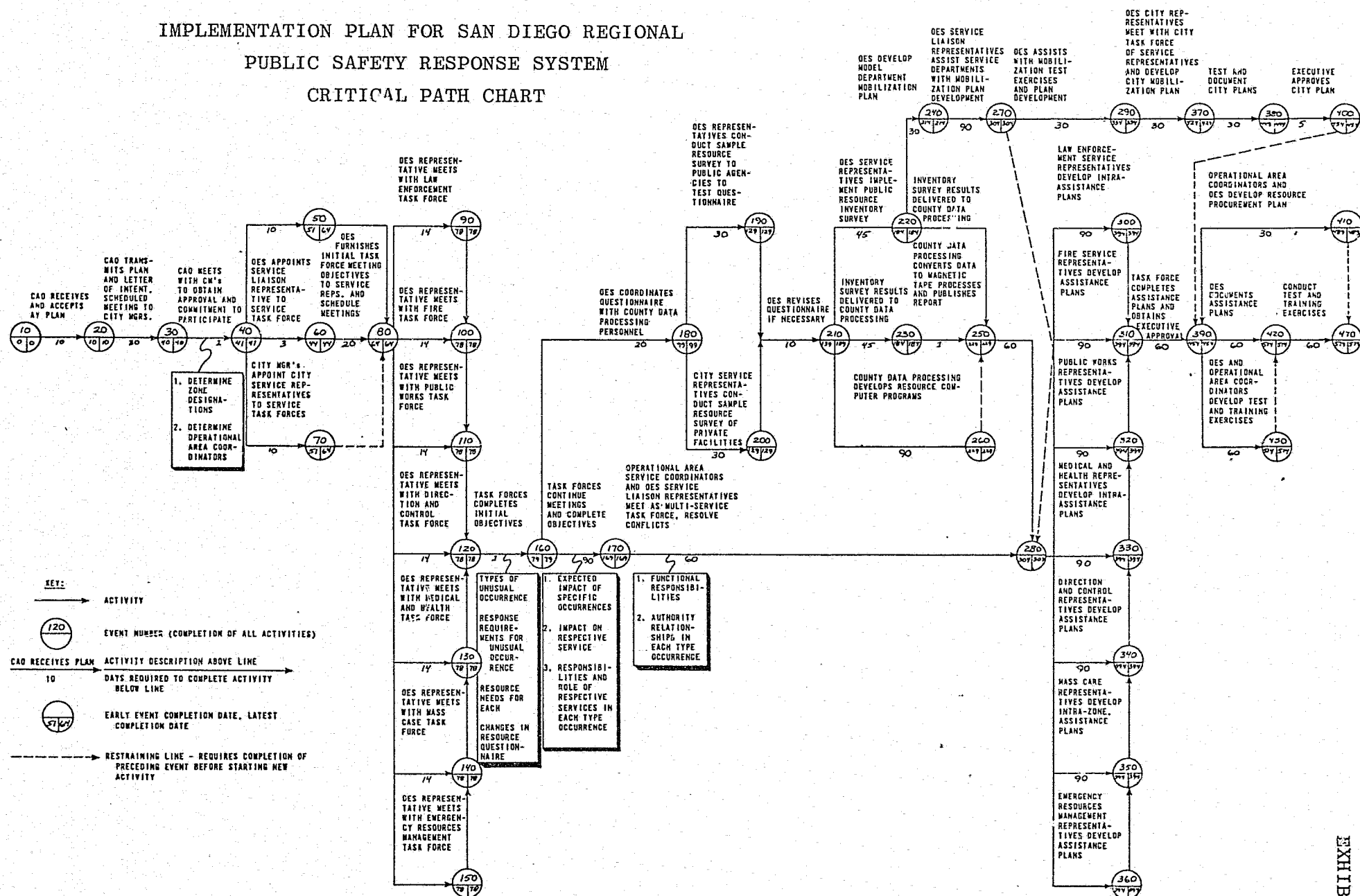
The remainder of our report is presented in five sections. Sections II through V provide detailed discussion of the four areas in which we believe improvements are necessary to increase emergency response capabilities. These areas are:

- II. Organizational Planning Structure
- III. Planning Accomplishments
- IV. Training
- V. Resource Inventory

Each discussion will describe the present status and deficiencies for each area, alternative considerations where appropriate, and specific recommendations for improvement.

Section VI provides a detailed description of the implementation plan, including estimated manhour requirements.

IMPLEMENTATION PLAN FOR SAN DIEGO REGIONAL
PUBLIC SAFETY RESPONSE SYSTEM
CRITICAL PATH CHART



II. ORGANIZATIONAL PLANNING STRUCTURE

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This section discusses the overall management framework related to emergency preparedness planning in San Diego County, and key aspects of the current situation which should be improved.

1. CURRENT STATUS

The Unified San Diego County Emergency Services Organization is based on a regional agreement between the County and all of its cities. Its purpose is to provide coordinated administration of emergency preparedness efforts throughout the County in order to establish an effective emergency response system. Specific responsibilities are assigned to both the County and the cities. Those assigned to the County are as follows:

- Preparation of a County-Wide Disaster Plan to meet the needs of all cities and unincorporated areas.
- Providing aid and assistance to each City in the development of a city disaster plan.
- Providing emergency service programs for the following services:
 - Coroner
 - Medical and Health
 - Welfare
 - Traffic Control
 - Public Information
 - Radiological Safety
- Providing training for city emergency service personnel and organizations.
- Development and maintenance of a county resource inventory information file.
- Providing technical assistance to cities for obtaining surplus property.
- Coordinating assistance to cities during disasters.

Each city is responsible for developing a city emergency mobilization plan which is compatible with that of the County. The County Administrator is the Director of Emergency Services and is assigned the

responsibility by the Board of Supervisors for coordinating regional preparedness activities. This responsibility has been delegated to the Deputy Director of Emergency Services, who is in charge of the San Diego County Office of Emergency Services, a part of the Special Public Services Agency in the County government structure. The Office of Emergency Services (OES) is responsible for working with officials representing various County and city agencies to ensure fulfillment of the disaster preparation responsibilities defined in the agreement.

Although the agreement defines specific tasks and responsibilities for the County and the cities, it does not provide enforcement authority to ensure participation or compliance by any of the agencies. The agency charged with primary responsibility for coordinating the efforts of the organization, OES, cannot, by virtue of the position it occupies in the government structure, exercise enforcement authority except through the County Administrative Officer. As the Director of Emergency Services, the County Administrator may be expected to influence the participation of appointed officials within the County government; however, his influence over elected County officials and executive personnel of the various city agencies obviously is more limited. The ultimate success of the Unified Emergency Services Organization's efforts to achieve a viable, effective regional emergency response system is dependent to a large extent upon the voluntary cooperation and participation of the organization members, particularly those officials in key leadership positions throughout the County. Achieving this cooperation and participation requires a working environment which is based on mutual interest and effort by all parties to the agreement. It also requires a recognition and understanding of organizational goals, the work plan designed to achieve those goals, and mutual agreement regarding the validity of both.

2. SHORTCOMINGS OF THE CURRENT SITUATION

Two essential deficiencies are apparent in the Emergency Services Organization as it is presently being administered. These deficiencies are:

- The lack of widespread participation by line management personnel in the emergency planning process.
- The lack of visible support and participation by executive officials in organizational planning and development efforts.

The majority of planning for the Emergency Services Organization has been conducted by OES staff with little input from outside agencies. Moderate participation has occurred at the lower levels of the County government structure; however, very little has occurred at the city government level. Two reasons exist for the lack of participation: (1) a low interest level among city and County officials, and (2) a focus by OES upon producing planning guidelines for review and compliance by the cities.

Although OES has made significant achievements in the development of emergency plans, the plans have not provided a highly developed response system for two reasons, both of which are largely the result of the planning approach. The reasons are as follows:

- There is a low level of understanding of the plans by executives and operational personnel at the city and County levels
- The plans lack the operational detail necessary for a coordinated, effective emergency response system.

Both problems reflect the minimal involvement of key personnel in the planning process, and both problems are in need of correction to increase organizational effectiveness.

3. ALTERNATIVE CONCEPTS

In both County and municipal government, the primary responsibility for emergency preparedness planning rests with the chief administrative officer of the jurisdiction. This responsibility, however, has been delegated to subordinated officials, most typically officials within line service agencies in the government structure. The County Administrator has placed this responsibility with OES,

a unit of the Special Public Services Agency, and most city managers have assigned the responsibility to the Fire Chief. In practice, the chief executives have been neither highly involved in the preparedness activities nor strongly identified with preparedness objectives and efforts. In several instances, this condition has resulted in a low level of interest among officials of the various line services, creating a difficult situation for those persons to whom the responsibility has been delegated for developing emergency preparedness programs. Operating only as equal members of line service agencies, they lack sufficient authority to obtain the support and participation of other agencies without having the clearly expressed support of the chief executive official.

Two alternative approaches to resolving the aforementioned shortcomings were considered. Both relate to providing a closer identification of chief executive officials with emergency preparedness efforts. The alternatives are as follows:

- Modification of the emergency preparedness organizational planning structure.
- Modification of the policies and procedures governing emergency preparedness planning at the County and municipal levels.

Each alternative is discussed in the following paragraphs.

(1) Modification of the Emergency Preparedness Organizational Planning Structure

Modification of the existing emergency preparedness structure has been suggested as a possible means to solving the problem. This modification would involve designating the organizational unit responsible for emergency preparedness as a separate agency and establishing a direct reporting relationship with the chief administrator, thereby establishing a closer identification of the chief executive with the unit's objectives and efforts. The apparent major advantages of this modification are:

- Increased direct involvement of the chief administrator in emergency preparedness planning activities.
- Increased status of emergency preparedness function in the government structure, possibly resulting in greater interest and participation by management personnel of other line services.

While we believe this modification probably would result in more effective emergency preparedness efforts, there are major disadvantages which should be considered. First, the creation of a separate agency for emergency preparedness planning would increase the span of control of the chief executive, already at a near saturation point in most jurisdictions. The County Administrator, for example, already has eight major agency directors reporting to him. Increasing this number should be considered only when major justification exists and other satisfactory alternatives are not available. At the municipal level, the creation of a new agency would most probably require additional support personnel, resulting in an increased financial burden. Finally, the modification provides no guarantee of greater participation by other agencies. It could, in practice, have the opposite effect, i.e., the increased specialization might lead other agencies to resist involvement, feeling it should no longer be their responsibility. In the County government structure, realignment would provide no assurance of increased cooperation between the planning unit and elected officials, e.g., the sheriff.

Suggesting major organizational change is not a preferred approach if some other alternative can accomplish the same objectives. It may be possible to modify the policies and procedures governing emergency preparedness planning in order to obtain greater executive and management participation. This alternative is discussed below.

(2) Modification of Policies and Procedures Governing
Emergency Preparedness Planning

This alternative is presented as a means to increase the role of the chief administrator in directing emergency preparedness planning efforts and establishing priorities without the attendant disruptive ramifications cited in the first alternative. Two essential elements of this alternative are as follows:

- A clear statement by the chief executive, establishing his support of emergency preparedness efforts and requiring the specific commitment of subordinate management personnel to participate in the planning and program development processes.
- A change in existing reporting procedures to ensure that all inter-agency communications related to emergency preparedness, including directives, are processed through the chief administrator and routed over his signature.

Implementation of this alternative should provide the advantages of the first alternative, i.e., increased executive awareness and involvement, and closer identification of the chief administrator with emergency preparedness efforts.

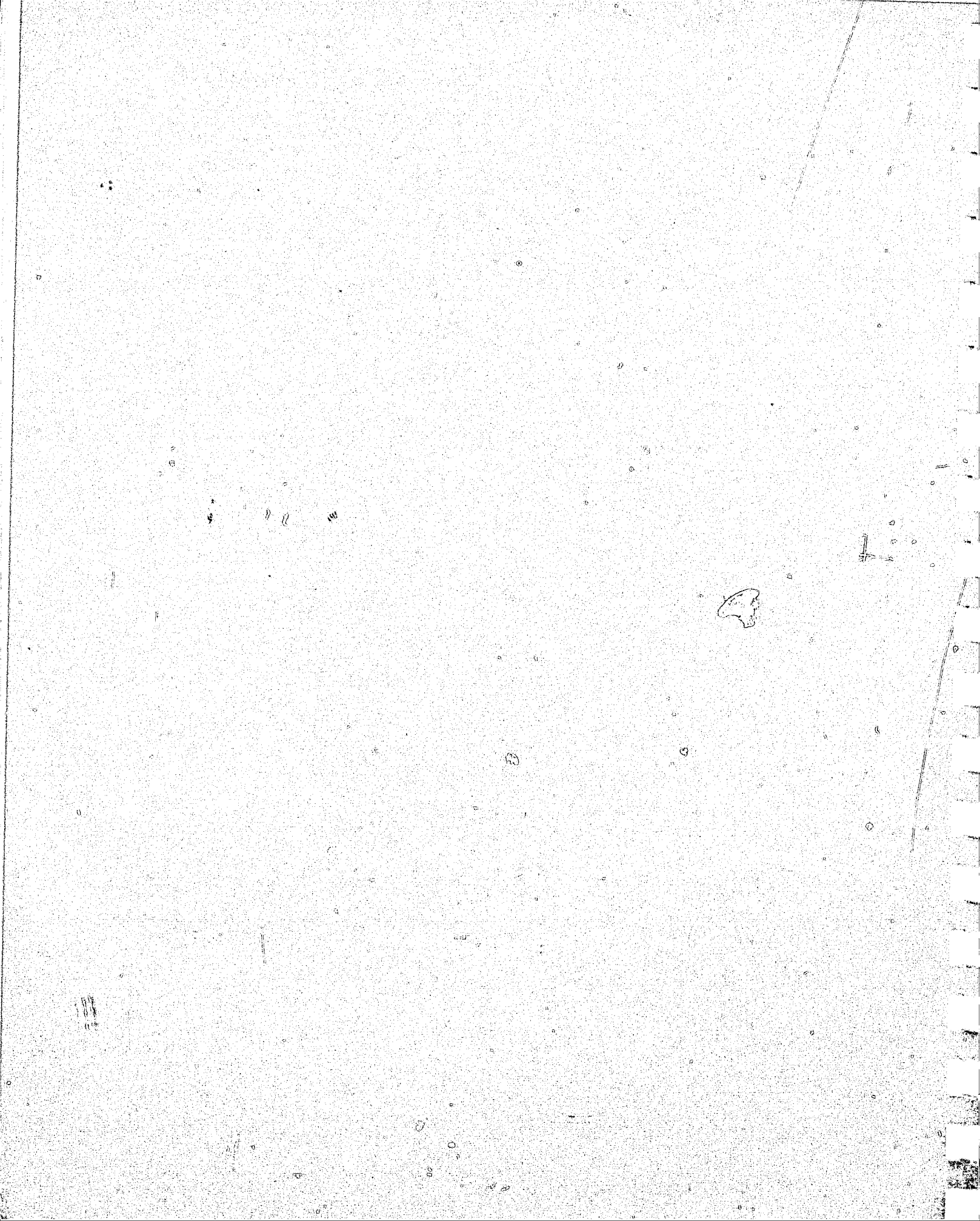
In view of the disadvantages of organizational change and the lack of assurance that it would actually result in greater participation, major organizational change does not appear to be warranted. The modification of policies and procedures is, therefore, considered the more desirable alternative.

4. RECOMMENDATIONS

- No. 1. The Unified San Diego County Emergency Services Organization should increase executive involvement in the policies and procedures governing emergency preparedness planning at the County and municipal levels.

This recommendation provides the foundation for implementation of other recommendations contained in subsequent sections of this report. Further discussion of the subject is provided in those sections.

III. PLANNING ACCOMPLISHMENTS



III. PLANNING ACCOMPLISHMENTS

This section discusses topics related to the level of emergency preparedness planning in the San Diego Region. It also contains brief reference to an ancillary problem, i.e., the separation of two key facilities used by governmental staff during major unusual occurrences. This latter problem is not directly concerned with "planning" but is discussed here because it can (or should) be resolved through adequate, coordinated future planning efforts.

1. CURRENT STATUS

There are essentially four regional response plans in San Diego County. These are:

- The California Master Mutual Aid Agreement
- The California Fire Disaster Mutual Aid Agreement
- The California Law Enforcement Mutual Aid Agreement
- The Unified San Diego County Emergency Services Agreement

The concept of each plan is discussed briefly in the following paragraphs.

(1) California Mutual Aid Agreement

All 13 Cities and the County of San Diego are signators of this agreement, which provides for the exchange of facilities and resources between jurisdictions to combat the effects of disaster. Services defined in the agreement include, but are not limited to:

- Fire
- Police
- Medical and Health

- Communication
- Transportation

This agreement requires that all signators develop a plan for effective mobilization of resources; and it forms the basis for other agreements within San Diego County, i.e., Law Enforcement Mutual Aid Agreement, Fire Disaster Mutual Aid Agreement, and the Unified San Diego County Emergency Services Agreement.

(2) California Law Enforcement Mutual Aid Agreement

This plan is an extension of the Master Mutual Aid Agreement and provides the basis for mutual assistance between police departments under emergency conditions. California is divided into seven regions and 58 county operational areas. The sheriff of the county acts as the operational area coordinator, and all requests for assistance within the county are routed through his office, where assistance requirements are determined and assignments are made.

(3) California Fire Disaster Mutual Aid Agreement

This agreement parallels that of law enforcement. There are six fire regions in California and 63 operational areas. Assistance is obtained in much the same procedure used by law enforcement. In the San Diego County Operational Area, the agreement has been enhanced by the development of a detailed operational area plan which has provided the region with a very effective fire response system.

The operational area is divided into 6 separate zones, each with a zone coordinator. Primary assistance requests are routed through the zone coordinator in the zone of the requesting agency, and initial response is dispatched from within that zone. Subsequent requests requiring inter-zone assistance are processed through the operational area coordinator. Responding units operate on a mission basis and respond as task force units under a task force commander. The composition of the task force

is defined in the Operational Area Plan and the number of task force units is dependent upon the level of occurrence. Four levels of occurrence and the appropriate response levels for each are defined in the plan.

(4) Unified San Diego County Emergency Services Plan

This plan was developed by the Unified San Diego County Office of Emergency Services. It provides the concept for a coordinated emergency response system involving all major resources in the region, and is designed to meet the needs of four levels of emergencies.

• Emergency Level 1

This level pertains to those emergencies which affect only the operations of a single line agency of the County or a city and require no outside assistance. Each agency is expected to use its own resource mobilization plan to meet the crisis.

• Emergency Level 2

This level exists when a city is required to mobilize its resources in order to contain an emergency unusual occurrence situation but does not require outside assistance. The city's emergency plan is expected to provide for the mobilization and coordination of necessary resources.

• Emergency Level 3

This emergency level exists when outside assistance is required to contain an emergency occurrence within a single jurisdiction. The County Office of Emergency Services will assist in coordinating the response of outside agencies at this level.

• Emergency Level 4

This level exists when an emergency occurrence has affected more than one jurisdiction and outside assistance is needed in each. The county-wide emergency plan is activated at this level, including activation of the Emergency Operating Center and the Primary Decision Center, to provide coordinated emergency response of public and private resources.

To support this organizational concept, OES has developed emergency plan guidelines for the County government structure and each of the cities, providing a standard format for each. The guidelines, which are based on the Model Emergency Mobilization Plan developed by the California Office of Emergency Services, identify three basic elements of emergency operations:

- Direction and Control
- Line Operations
- Resource Management

Major functions, and a general description of the tasks and responsibilities related to each function, are provided for each major operational element. Development of procedures and resource manuals, including mobilization plans for individual cities and departments, are left to the respective agencies.

In addition to emergency plan guidelines developed for the cities and the County, OES has developed and organized 17 Disaster Service Centers in the unincorporated areas of the County to ensure the provision of critical services in disaster situations. They have also developed plans with private associations and volunteer groups (e.g., the National Defense Transportation Association, the Association of General Contractors, the Engineering and Grading Contractor's Association, and the American National Red Cross), to provide for utilization of private resources in the event of major disasters. These plans are well organized, documented, and appear to meet the needs of the area.

2. SHORTCOMINGS OF THE CURRENT SITUATION

Key weaknesses of the current status of plans and agreements are described in the following paragraphs.

(1) Unified San Diego County Emergency Services Agreement

The emergency "plans" furnished to the cities and the County by OES provide standardized guidelines for the develop-

ment of city emergency plans; however, they do not constitute completed plans. Furthermore, the guidelines are directed only toward development of plans for individual jurisdictions; regional needs are not addressed. The plans do not define the concept of the Unified San Diego County Emergency Services Organization or address relationships between agencies and jurisdictions. Completion of detailed operational procedures is left to the individual agencies and jurisdictions and therefore provides no basis for development of a coordinated regional emergency response system. Finally, the guidelines provide no workplan or schedule for the completed development of plans; thus far, there is little evidence to suggest that plans are being completed.

(2) Documented Mobilization and Mutual Assistance Plans

With the exception of fire services, well organized and documented mutual assistance plans do not exist among the various departmental agencies, the cities and County. While police services are members of the Law Enforcement Mutual Aid Agreement, providing the foundation for a response system, a plan defining levels and methods of response by various agencies and standardization of procedures does not exist. Other service agencies (e.g., public works) have not developed mutual assistance plans.

Several police agencies, e.g., San Diego Police Department, Chula Vista Police Department, La Mesa Police Department and Oceanside Police Department, have developed and documented departmental mobilization plans which define conditions requiring mobilization, call back procedures, duties and responsibilities under conditions requiring mobilization, and the organizational structure under mobilization. Most other service agencies, including other police agencies, have no documented mobilization plans.

All of the mobilization plans reviewed were in the form of detailed and extensive manuals. While this level of detail is necessary and proper in the development of the plans, required reference to an extensive manual under stress conditions will probably result in confusion and increased implementation difficulties. Instead, the plans should be contained in a series of self-executing systems which contain the following:

- Statement of responsibility of the person in charge of operations.
- A list of procedures to be executed to meet the particular problem, e.g., mutual aid procedures, manpower recall procedures, and organization and staffing charts required for the particular level of mobilization.

(3) Unusual Occurrence Contingency Planning

Sufficient consideration has not been given to priority unusual occurrences in order to project their probable impact and to develop contingency response plans. This planning should include the following considerations:

- Projected effect of the occurrence upon facilities, inhabitants, and equipment resources of specific areas.
- Impact on the public service agencies and volunteer associations.
- Roles and responsibilities of each public service agency, including command and authority relationships and line and support relationships.
- Contingency support plans, e.g., traffic control, evacuation, staging areas, shelter areas.
- Mutual Assistance Response Plans for specific occurrences and areas.

(4) Separation of the EOC and PDC

Although this project did not focus on identifying facility and hardware needs, we did observe what we believe to be a major

deficiency in the planning of the response system Emergency Operations Center and Primary Decision Center. To explain, the decentralization of the two facilities appears to present three impediments to coordinated operations. First, the dual operation necessitates a duplication of situation intelligence staff personnel at three levels, the Emergency Operations Center, the Sheriff's Office Emergency Control Center, and the Primary Decision Center.

The primary responsibility for the situation intelligence function is placed with the staff in the Emergency Control Center at Gillespie Field. They are responsible for managing the collection, dissemination and display of situation and operational information. This information must be communicated by telephone to situation intelligence personnel in the Primary Decision Center, where the process essentially is repeated. The communication of this information to the sheriff's Emergency Operating Center requires another duplication of the process and situation intelligence staff personnel. This duplication not only requires additional personnel but also promotes the probability of distorting and delaying information as it filters through various levels to command personnel. The second problem is that of EOC communication with the Primary Decision Center, which is totally dependent on a commercial telephone line. Destruction of this line would preclude communication with those persons responsible for making major operational decisions. The third problem is that none of the emergency communication facilities are equipped with radio transmission capability for California Highway Patrol frequencies, even though CHP is expected to participate in unusual occurrence response activities.

The most desirable solution to these problems would be the consolidation of all emergency communications facilities and the Primary Decision Center within one structure which provides a central situation intelligence area and appropriate functional separation. We recognize that existing facilities

do not contain sufficient space to allow consolidation; however, we recommend that long-range planning for the future 911 center should provide this capability.

As a short-range improvement to the existing situation, we recommend that radio communication be established between the Emergency Operating Center and the Primary Decision Center to ensure continued communication in the event of destruction of the existing telephone line.

3. RECOMMENDATIONS

In developing recommendations to correct the planning deficiencies noted in this section, our primary concern was to provide methods to best develop an emergency system capable of responding effectively to the four levels of identified occurrences. This capability requires the development of detailed mobilization and response plans at the agency level, the City level, and the regional level. An effective system cannot be achieved unless plans are developed at each level. For example, a decentralized planning approach which provides each city with a detailed emergency plan does not necessarily consider or meet the needs of a regional response system. On the other hand, an effective regional plan is dependent on development of detailed agency and city plans. Our approach includes recommendations which address all three levels of planning, and provide for necessary participation of emergency services line management personnel in the planning process. The recommendations are as follows:

- No. 1. The Unified San Diego Emergency Service Organization should develop and complete comprehensive mobilization and response plans, including operational details and procedures, to provide the following related plans.

- City and County inter-agency mobilization plans
- Individual service agency mobilization plans
- Inter-jurisdictional mutual assistance plans between like services

Some planning accomplishments already exist in each of these planning areas. OES has provided guidelines for city and county mobilization plans; several police agencies have existing mobilization plans; and the Fire Service has developed a detailed mutual assistance plan. An effective response system, however, will require detailed completion of these plans for all services in each jurisdiction, including contingency pre-event planning for response to priority unusual occurrences.

In developing individual agency mobilization plans and inter-jurisdictional assistance plans, we recommend the Emergency Services Organization concentrate its efforts on the following services:

- Law Enforcement
- Public Works
- Medical and Health
- Mass Care and Welfare

While law enforcement agencies are presently members of the California Mutual Aid Agreement, detailed operational plans, including expected levels of response, methods of response, and standard policies and procedures have not been defined in the San Diego Area. Mutual assistance plans for other services do not exist.

We recognize that medical and health services, and mass care and welfare services involve many private agencies and individuals. However, because of the important role these services may be expected to play in unusual occurrence situations, this multiplicity of agencies should be considered in the development of mobilization and assistance plans. Planning for these services should be facilitated by the designation of city representatives to each, and the substantial organization

planning already provided by OES. We suggest that mobilization and response planning for these services be organized by city area, utilizing city representatives as coordinators, and by geographic zone, utilizing one representative within each zone as a zone coordinator. Planning and response coordination for the entire County should be provided by the County service representative, who should be designated the Operational Area Coordinator.

The development of contingency response plans for specific occurrences should include all services defined in the Unified San Diego County Emergency Plan. The following activities should be added to the original list:

- Direction and Control
- Resource Management

This planning will require identification of priority hazards, their probable impact, the roles and responsibilities of each service in the event of specific unusual occurrences, and resources and contingency plans required to perform their roles effectively.

No. 2. The Emergency Services Organization should implement a three-level task force planning approach to ensure top-level management participation and provide a coordinated planning approach in the development of mobilization and response plans.

This recommendation is intended to correct the most serious deficiency in the present planning approach. The following task force organizations are recommended:

- Service Task Forces (7)

These task forces consist of top-level representatives from each jurisdiction, for each type of service. The seven services for which each jurisdiction will provide representation are:

- Law Enforcement
- Fire
- Public Works

- Medical and Health
- Mass Care
- Direction and Control
- Resource Management

The first five Service Task Forces will serve two major functions: (1) general planning for their particular type of service, and (2) specific inter-agency (inter-jurisdictional) emergency assistance planning. The latter two Service Task Forces, due to their non-jurisdictional nature, will be concerned only with general planning for common needs of Direction and Control, and Resource Management.

Additionally, where State or Federal agencies typically respond in the event of a major emergency (e.g., law enforcement and fire), they should be represented on the Service Task Forces.

• Area Coordinators' Task Force (1)

This is a single task force comprised of Operational Area Coordinators from the first five Service Task Forces named above. For example, the Operational Area Coordinators for law enforcement and fire are designated as the Sheriff and the San Diego City Fire Chief, respectively. They would meet with the other Coordinators to report results of Service Task Force planning, thereby avoiding inconsistencies or redundancies in the development of a regional emergency response plan.

• City/County Task Forces (14)

These groups are jurisdictionally oriented. They consist of the seven Service Task Force representatives from each city (and the County) meeting as a single unit to develop emergency response plans within their own jurisdiction.

Overall, our task force concept is designed to provide coordinated planning at the individual agency level, city level, and regional level.

- No. 3. Individual OES staff members should be assigned as liaison representatives to emergency service agencies and to individual jurisdictions.

This recommendation is intended to improve communication between OES and the various services and jurisdictions. Implementation

should aid in correcting the somewhat isolated planning posture presently existing in OES by providing better communication and closer working relationships between OES and operating agencies. Achieving this communication is a necessary part of a coordinated planning effort.

This recommendation will also facilitate the development of specialized knowledge within the OES staff. For example, the individual assigned as liaison with the public works service task force will become knowledgeable about the operations and problems of public works departments. In turn, this enhances the benefit of OES staff assistance to local service agencies.

IV. TRAINING

IV. TRAINING

In this portion of the report we present information related to emergency preparedness training. This includes staff training for planning purposes, instruction for development of particular functional skills, and plan testing.

1. CURRENT STATUS

Other than routine agency training, and training exercises conducted by the fire services, nearly all unusual occurrence training has been provided or coordinated by the County Office of Emergency Services. Examples of the training provided are as follows.

- Radiological Accident Training

OES conducts regular training and refresher courses in safety procedures and the use of radiological monitoring instruments at the scene of accidents involving radioactive materials. The training is provided both to public employees and employees of private industry.

- Emergency Operating Center Staff Training

This training has been provided by OES to County employees assigned to EOC staff functions in Level 4 emergencies and to representatives of private industry. The training has been in the form of simulated occurrence exercises intended to familiarize each person with the operation of the Primary Decision Center, and individual roles and responsibilities.

- Air Crash and Nuclear Accident Exercises

These field exercises typically have involved police, fire, ambulance, and hospital personnel. In each exercise an accident with multiple victims has been simulated with emphasis on sorting and caring for the injured.

- Chemical Accident Training

This training has been provided primarily to fire service personnel and private individuals who work with hazardous chemicals. The training emphasis has been on hazard recognition and safety precautions.

- Emergency Medical Training

County Emergency Medical Services provide such training. More than 200 people, including all private ambulance drivers and selected police and fire personnel, have completed this course through the community college system in San Diego County. By 1975, training is expected to have been provided to 675 people in the County.

2. SHORTCOMINGS OF THE CURRENT SITUATION

Weaknesses of the current situation are summarized in this subsection.

(1) Training Exercises

Widespread emergency response training throughout the County has not occurred. Training exercises thus far have been restricted to the County staff personnel assigned to the Emergency Operating Center and County Primary Decision Center, and to emergency medical care procedures in isolated occurrences of relatively low magnitude. While these exercises are necessary and beneficial, there is a need to develop training exercises involving major unusual occurrence emergencies which will test city and regional mobilization and response capabilities, and will provide training in multiple agency and inter-jurisdictional operations. This training should include:

- Training for city representatives assigned to Direction and Control line operations, and Resources Management
- Inter-agency response exercises in all cities
- County-wide response exercises involving all cities and multiple agencies
- Post event critiques to identify and resolve operational response problems.

(2) OES Staff Training

There is relatively little organized outside training for OES staff personnel. None of the staff has completed all of the

training courses recommended for Civil Defense Director/Coordinators by the Defense Civil Preparedness Agency. These courses are as follows:

- Civil Defense - U.S.A.
- The Civil Defense Director/Coordinator
- Civil Preparedness Management
- Planning and Operations.

In the past ten years, only two members have attended training classes, and each of these has attended only one. None of the staff members has attended training courses addressing program development or program management. In view of their planning and coordinating role in the County emergency response system, training of this nature seems appropriate.

3. RECOMMENDATIONS

- No. 5. The Unified San Diego County Emergency Services Organization should develop and conduct simulated unusual occurrence emergency response exercises, including individual department mobilization exercises, city/County mobilization exercises, and total system exercises.

We suggest that responsibility for development of these exercises should be shared by OES and top-level management representatives of the various service agencies and jurisdictions. Assistance in plan development is available through California OES and DCPA - Region 7. The exercises should occur at least annually to ensure familiarity with emergency operating procedures and to provide periodic tests of the operational capabilities of the various response systems.

- No. 6. OES should provide Emergency Operations Center training to City Direction and Control staff personnel.

This training has been provided to County personnel; however, city representatives have not been included. It would be equally beneficial to city personnel if effective Direction and Control is to be expected during Level 2 unusual occurrence emergencies.

No. 7. The Emergency Services Organization should institute a formal training program for OES Staff members.

We recommend this program provide at least 24 hours of outside training each year for each OES member in courses related to civil defense, civil defense management, program development, and program management. Civil defense courses are available through the Defense Civil Preparedness Agency. Various management courses are available through university and college extension programs. The estimated cost of this training program, including travel and accommodations, would be approximately \$2,500 per year.

CONTINUED

1 OF 2

V. RESOURCE INVENTORY SYSTEM

V. RESOURCE INVENTORY SYSTEM

Matters related to the identification of resources needed and available during unusual occurrences are addressed in this section of the report.

1. CURRENT STATUS

Two central resource annexes are presently available to the City and County agencies in the San Diego Region. These are as follows:

• The San Diego County Emergency Resources List

The information in this reference manual was developed and is maintained by OES. The manual contains two categories of emergency service resources in separate sections, and listed alphabetically. The categories are:

- Key Personnel Sources

This section provides the names and telephone numbers of persons who may be needed in unusual occurrence situations. The names are listed by the type of service which can be provided.

- Key Equipment Sources

Sources of equipment, supplies and facilities are provided in this section. The sources are listed alphabetically by the types of items needed.

The manual provides its user with a readily available and easily used reference for items commonly needed in disaster situations. It is particularly thorough in its listing of privately owned resources.

• The San Diego Police Department Master Resources Manual

This resource list is divided into 23 general categories of supplies and equipment. The categories, and specific items within them, are listed alphabetically. Each item is extensively cross-indexed under a variety of terms to ensure easy reference. A number of sources, including the telephone number and address, is provided for each item. When available, the number of items possessed by each source, the cost, and the time required to obtain the items are provided.

The manual is maintained and updated annually by the Planning and Research Bureau of the San Diego Police Department. The completed product is provided to police agencies throughout the County.

In addition to these manuals, OES maintains a variety of resource lists, including the following:

- Disaster Service Center contact personnel
- First Aid Centers and Support Groups
- Fall-Out Shelters
- Packaged Disaster Hospitals
- Evacuation Sites.

2. SHORTCOMINGS OF THE CURRENT SITUATION

While the inventory systems presently maintained are extensive and detailed in many respects, they are not sufficient to meet the needs of a well-developed response system. The major deficiencies are as follows:

(1) The Resource Systems Do Not Identify the Total Number of Resources Available or the Condition of Availability

While the present systems provide the types of resources which are available and the potential sources, they do not provide the number which exist. Additionally, they do not identify the number which may be available from each source to respond to an unusual occurrence during the day, on weekends, or at night. This information should be identified to assist emergency response planners.

(2) There is No Geographic Grouping of Resources

The primary listing of resources is alphabetical. Although addresses are usually provided, the present method does not provide a clear picture of the resources available in various areas.

(3) The Present Annexes Do Not Provide Summary Totals of the Primary Resources Available

This deficiency is closely related to the previous two. In failing to identify the total number of resources, condition of availability, and geographic location of various resources, the system does not present a clear and readily available picture of what exists throughout the County, and in various areas of the County. Availability of this information would assist planners in the development of mutual assistance response plans. It would also provide a means for coordinating and controlling resource response to unusual occurrences.

(4) Updating Procedures and Responsibilities Are Not Defined

The present OES policy requires quarterly updating of its resource annex. The San Diego Police Department has recently instituted a policy of updating its manual annually; however, procedures for updating are not defined. In the past, assistance has been furnished by outside agencies on an informal basis, but responsibility for furnishing assistance is not defined. While the San Diego Police have furnished other departments with the original annex, it is unlikely they will continue to provide Departments with updated issues.

(5) The Present Updating Procedures Are Cumbersome and Unreliable

At the present time, County agencies rely upon two sources for updating and disseminating resource information; the San Diego Police Department and the County OES. The information received from the Police Department is dependent upon their capability to complete the necessary tasks and their willingness to continue to provide the information to other agencies. This presents two problems: first, it places an unnecessary burden on an individual line agency of a single jurisdiction; and secondly, it requires County agencies to rely upon the cooperation and capability of a single agency to provide them with

timely information. While the Police Department has cooperated in the past, there is no reason to expect that it will always provide this service, particularly in view of the increased effort which would be required to resolve the inventory deficiencies already identified. Responsibility for updating needs to be more clearly defined.

The present updating procedures are somewhat cumbersome and unreliable for support of an extensive, more sophisticated inventory system for an effective regional emergency response system. Both OES and the San Diego Police Department rely upon manual research, compilation, and processing of inventory updates. The updating procedures for both annexes are time consuming. Increasing the complexity of the inventory system will increase the difficulty of the task, placing a heavy burden on both agencies and increasing the probability of delays in processing and disseminating the information.

3. ALTERNATIVE CONSIDERATIONS

Our approach toward identifying a conceptual Resource Information Support System for the San Diego County Unified Emergency Services Organization was guided by three principal considerations. The first consideration was that of limiting data collection to items essential for support of emergency response operations and planning, and to classify the information according to primary and secondary need. Primary resources were defined as those which would be in greatest immediate need during an unusual occurrence, e.g., emergency service personnel, and emergency equipment and facilities. Secondary resources were determined to be those which might be needed in an unusual occurrence, but the need would not be immediate, e.g., services and equipment of private contractors.

Our second consideration was to identify the most appropriate system for providing the essential information in a timely and effective manner. The third consideration involved identifying the most cost-effective system to provide this data, i.e., a system in which

the level of sophistication was commensurate with the need. Five alternative systems were considered. They were as follows:

- Manual resource collection, compilation, and report preparation for primary and secondary resources
- Off-line automated processing of primary resource inventory and manual processing of secondary resources
- Off-line automation of primary and secondary resources
- On-line automation of all resource information data
- Microfiche storage and retrieval systems.

The manual resource processing was rejected primarily because of the previously discussed problems. We do not believe the slow processing and update procedures required by a manual system would adequately meet the needs of an effective response system.

Automation of secondary resource information was considered impractical because the immediate need did not justify the extensive resource collection tasks necessary to identify and update the potential resources. It was decided that a manually maintained, and generally classified directory would suffice to identify these resources.

An on-line information system was rejected because the needs for, and potential benefits of a rapid retrieval system for unusual occurrence response do not justify the costs for programming and dedication of computer space.

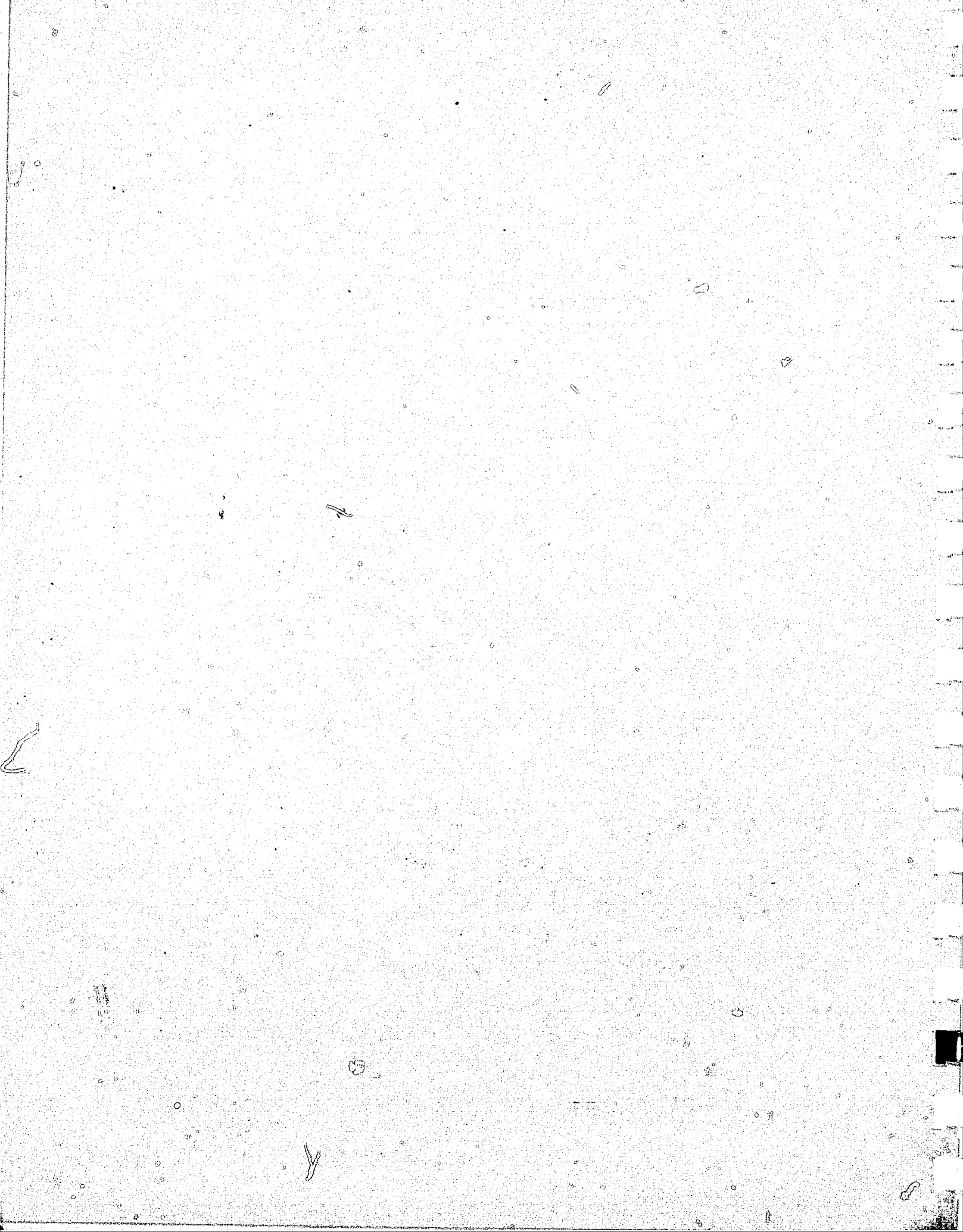
Microfiche, although reasonably inexpensive, was rejected because the potential volume of data reports did not require such a system for storage or information retrieval.

4. RECOMMENDATION

No. 8. The San Diego County Data Processing Department should develop an off-line, automated data processing system capable of providing and updating primary resource information reports.

To assist in the development of this system, we have provided sample data display formats and a model questionnaire for collection of primary resource data. Both items are shown in Appendix B. Implementation of this system should be possible with existing equipment and personnel. Projected manpower requirements are provided at the end of the Implementation section of this report.

VI. IMPLEMENTATION PLAN



VI. IMPLEMENTATION PLAN

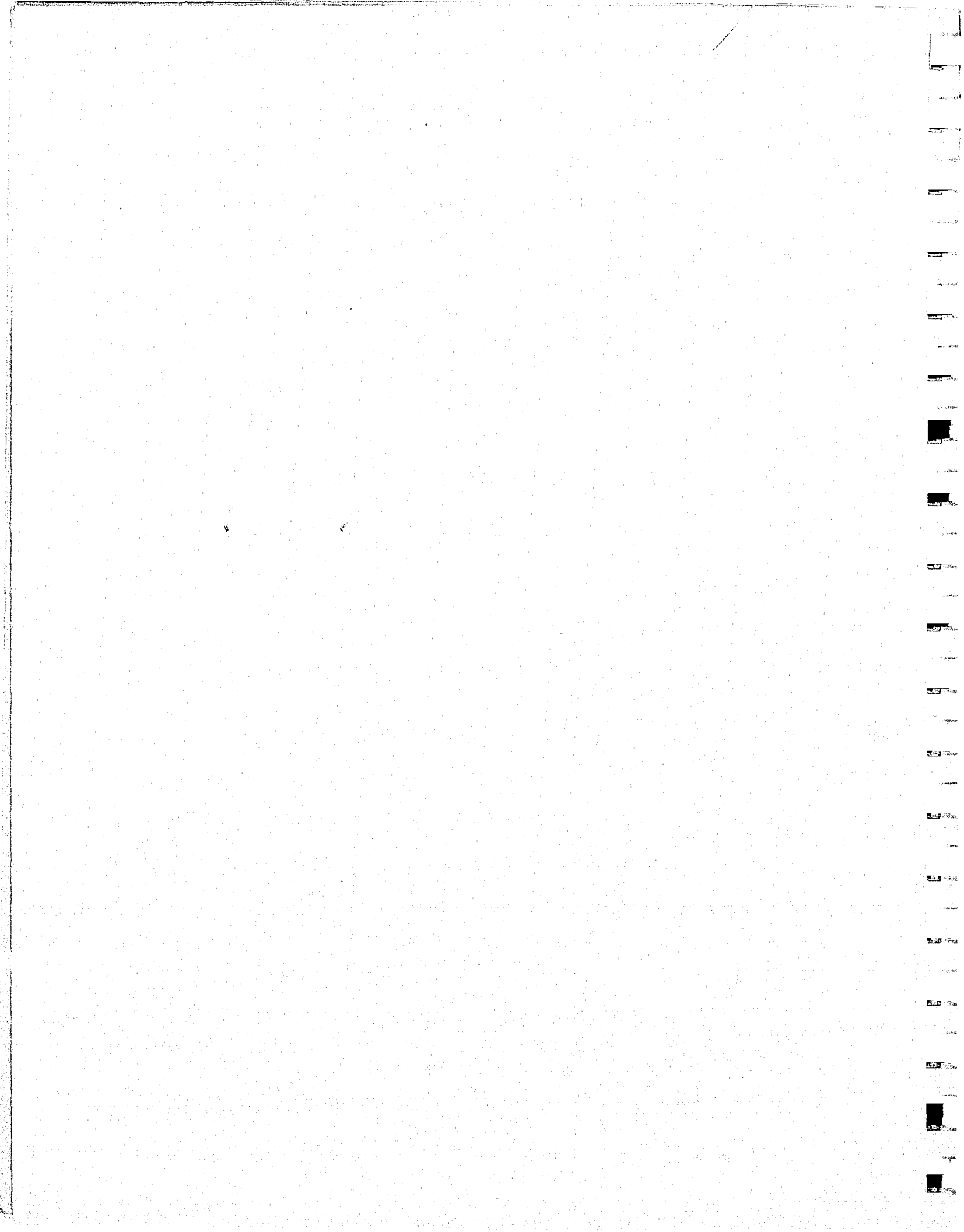
Eight major tasks are included in our suggested project implementation plan. Each task is arranged so that it supports or provides the basis for subsequent tasks. The estimated time required for completion of the project is 1.5 years. However, our schedule has attempted to allocate more than ample time for the completion of each task and we believe completion could reasonably occur sooner. Exhibit I, which was presented in Section I of this report, provides a general critical path chart for the implementation plan described in the remainder of this section.

1. TASK 1 - PRE-IMPLEMENTATION PREPARATION

The purpose of this task is to provide the necessary foundations for successful implementation of the plan. It is designed to obtain a definite commitment of support from executive officials in City and County government, and to ensure participation of line management personnel throughout the duration of the project. Here, the emergency service task forces previously described will be established, dependent upon general endorsement of the total implementation plan by City managers and the CAO.

Coordination between task forces is provided with the assignment of a staff member from OES to serve as liaison and to provide staff support to each task force. Major sub-tasks are:

- 1.1 Acceptance of the Plan by the Director of the Emergency Services Organization (CAO), and the City Managers, and commitment of support, including participation of subordinate line management members.
- 1.2 Determine zones (within the region) for later use in resource inventory and management
- 1.3 Select Service Task Force members and make OES liaison assignments.



- 1.4 Develop meeting objectives, agendas, and schedules for the Service Task Forces (by OES)
- 1.5 Conduct Service Task Force meetings to prioritize unusual occurrences, identify general service roles and resource needs, and evaluate resource inventory questionnaire.

2. TASK 2 - TEST AND IMPLEMENT RESOURCE INVENTORY SYSTEM

This task will begin immediately following acceptance of the questionnaire by the Service Task Force representatives. Any changes resulting from the task force meeting should be cleared with representatives from County Data Processing to avoid programming problems. Following approval from Data Processing, two sample surveys should be initiated. The first should be conducted by OES personnel and should include one police department, one fire department, and a public works agency. Responsibility for the second survey, a facilities survey which will be conducted concurrently with the first, should be delegated to representatives on the Service Task Forces. Each representative will have one facility surveyed in his jurisdiction. The purpose of both sample surveys is to identify possible problems presented by the design of the questionnaire.

The actual resource survey is initiated after the questionnaire has been tested and determined acceptable. The questionnaire should be circulated through the designated Service Task Force representative with the assistance of OES liaison personnel. Computer programming should begin and occur concurrently with the implementation of the survey. Major sub-tasks contained within this task are as follows:

- 2.1 Coordinate questionnaire design with County Data Processing.
- 2.2 Complete sample survey.
- 2.3 Complete total survey.
- 2.4 Develop computer program.
- 2.5 Process, document, and disseminate survey results.

3. TASK 3 - DETERMINE IMPACT OF UNUSUAL OCCURRENCES ON SERVICE AGENCIES

This task consists of a series of Service Task Force meetings and should be conducted concurrently with the implementation of the resource survey. The purpose of the task is to determine in detail the probable impact of specific, priority unusual occurrences on the following:

- Inhabitants, facilities, and resources of the respective jurisdictions of task force representatives
- Resources (individual and joint) for the service concerned, within each operational zone identified in Task 1
- The duties, responsibilities, roles, and capabilities of each service in responding to unusual occurrences
- Contingency plans necessary to assure effective response capability, e.g., traffic control plans, evacuation and shelter plans, medical assistance plans, etc.

Coordination of the meetings should be provided by OES representatives assigned for purposes of liaison and functional specialization in each of the seven service categories.

Following completion of the Service Task Force meetings, the Area Coordinators Task Force should be formed to discuss the findings of each Service Task Force. This group will resolve conflicts which may occur in identified functions and responsibilities, and determine working relationships, line and support responsibilities, and authority relationships for specific occurrences. Major sub-tasks included in this task are:

- 3.1 Service Task Force meetings with OES liaison representatives.
- 3.2 Area Coordinators' Task Force meetings, with all OES service liaison representatives attending.

4. TASK 4 - COMPLETE MOBILIZATION PLANS FOR INDIVIDUAL SERVICE ORGANIZATIONS

This task should begin with the completion of resource inventories in the individual departments. Each service agency (e.g., police department, public works department, etc.) should be assisted in the development and completion of the plan by the designated OES service representative. Essentially, OES provides staff support during this planning effort. This phase of the project represents the completion of the Procedures and Resource Annexes contained in the existing Emergency Plans developed by OES. Each plan should include information on the following topics.

- Conditions requiring mobilization
- Levels of mobilization to meet varying magnitudes of emergencies
- Defined authority to initiate mobilization procedures
- Impact of mobilization upon the normal organizational structure and lines of authority.

We suggest the following texts be used by OES to develop model mobilization guidelines, which may then be applied to individual service agencies (modified as necessary by local requirements):

- San Diego Police Department Unusual Occurrence Manual
- Police Pre-Disaster Preparation, V.A. Leonard, Charles C. Thomas, 1973
- Police Disaster Operations, Allen P. Bristow, Charles C. Thomas, 1972.

Following completion of each plan, the OES representative should work with members of the service organization to develop and implement exercises to test the operational capability of the plan.

The following sub-tasks are included in Task 4.

4.1 Develop model mobilization plan guidelines.

4.2 Complete individual mobilization plans for service agencies.

4.3 Develop and conduct test exercises.

5. TASK 5 - DEVELOP INTER-JURISDICTIONAL AGENCY MUTUAL ASSISTANCE PLANS

This task will begin following reception of the resource inventory reports from Data Processing, and following completion of Task 4 planning for individual agencies. The resource inventory reports should provide a clear picture of total resource numbers and availability throughout the County. It will provide information necessary for developing mutual assistance response plans on the basis of available resources in the various jurisdictions and zones.

Task 5 should be accomplished by a series of meetings between the Services Task Force representatives, assisted by OES service representatives. The meetings should produce guidelines for regional agency assistance plans which would then be formalized by OES personnel. Each plan should include at least the following information.

- Conditions under which assistance will be furnished
- Call-up procedures to insure coordination of response and to provide for orderly escalation of response, including personnel and equipment
- Expected levels of response from each agency
- Methods of response, including provision for supervision of the units responding
- Clearly defined authority/responsibility relationships between responding units and the agency requesting assistance
- Standardized operating policies and procedures
- Mission(s) of assisting agencies.

A good model for developing a well defined response system exists in the San Diego Fire Services "task force" method. We suggest that

it be utilized to develop conceptual guidelines for the completion of this task.

Following completion of the respective inter-agency assistance plans, approval is required by the chief executive of each jurisdiction. Once obtained, OES should provide the final documentation of the plans. The major sub-tasks of this task are:

- 5.1 Conduct Service Task Force meetings to develop emergency assistance plans between agencies.
- 5.2 Obtain executive approval of the agreements.
- 5.3 Document the plans.

6. TASK 6 - COMPLETE CITY MOBILIZATION PLANS

To complete this task, a city liaison representative is assigned from OES to provide staff and planning support for a City Task Force comprised of the city manager and the seven city Service Task Force representatives. The task is conducted concurrently with Task 5. Its completion should be facilitated by the availability of individual agency mobilization plans. Completion of this task will finalize the City Emergency Plan provided by OES, and should provide the cities with a system for achieving effective response to emergencies of a Level 2 magnitude. Major sub-tasks are:

- 6.1 Complete City mobilization plans.
- 6.2 Develop and conduct test exercises.
- 6.3 Document the plans (OES).

7. TASK 7 - DEVELOP AND CONDUCT REGIONAL EMERGENCY RESPONSE EXERCISES

The objective of this task is to develop detailed scenarios for simulated emergency response exercises. The task force method is again used to provide input from line management personnel who will

be responsible for execution of operation plans. The simulated disaster exercises should be designed to test the response system's capability to react under varying loads in order to identify resource deficiencies and possible planning deficiencies. Early identification of these problems will allow for developing plans based on limited resources and for making necessary changes in existing plans. Emphasis should be placed on measuring the response capabilities of the various service agencies, decision making, communications, and resource coordination and control. Major sub-tasks contained within this task are:

- 7.1 Task Force meetings with Operational Area Coordinators and OES service representatives.
- 7.2 Schedule and conduct total system exercises.
- 7.3 Area Coordinator Task Force critique of the exercises.

8. TASK 8 - DEVELOP RESOURCE PROCUREMENT PLAN

OES service representatives will meet with Operational Area Coordinators to identify resource deficiencies apparent from resource inventories and simulated disaster exercises, and to develop a coordinated resource procurement plan based on priority needs of the various agencies and jurisdictions. The recommendations of the procurement plan should be presented to the County Administrator and city managers for approval. Where possible, resource deficiencies should be resolved through the Surplus Property Program.

9. IMPLEMENTATION REQUIREMENTS

The following table provides the estimated total man hours required for completion of the project over 1.5 years. The amounts shown reflect the totals for the entire County, i.e., each jurisdiction's contribution is included in the total.

ESTIMATED TOTAL PROJECT MAN HOURS

	<u>CITIES</u>	<u>COUNTY</u>	<u>OES</u>
<u>Task 1</u>			
• Meetings @ 4 hr. ea.	580	45	155
<u>Task 2</u>			
• Sample Survey	100	30	80
• Survey	1,500	140	50
• Computer Programming		1,000	
• Key punch		750	
<u>Task 3</u>			
• Service Task Force Meetings @ 4 hrs. ea.	1,740	145	465
• Operational Area Task Force Meetings @ 4 hrs. ea.		200	200
<u>Task 4</u>			
• Department Mobilization Plans	4,000	300	1,320
• Test Plans @ 5 hrs.	3,250	350	350
<u>Task 5</u>			
• Service Task Force Meetings @ 4 hrs. ea.	2,320	180	500
• Inter-Agency Plan Documentation			300
<u>Task 6</u>			
• City and County Mobilization Plans @ 40 hrs.	520	40	300
• Test @ 5 Hrs.	1,300	100	350
• Document Plans @ 60 hrs.	780	60	
<u>Task 7</u>			
• Develop Response Plan Exercises	130	70	100
• Conduct Exercise @ 8 hrs.	3,120	300	50
• Critique Exercise	1,560	25	50

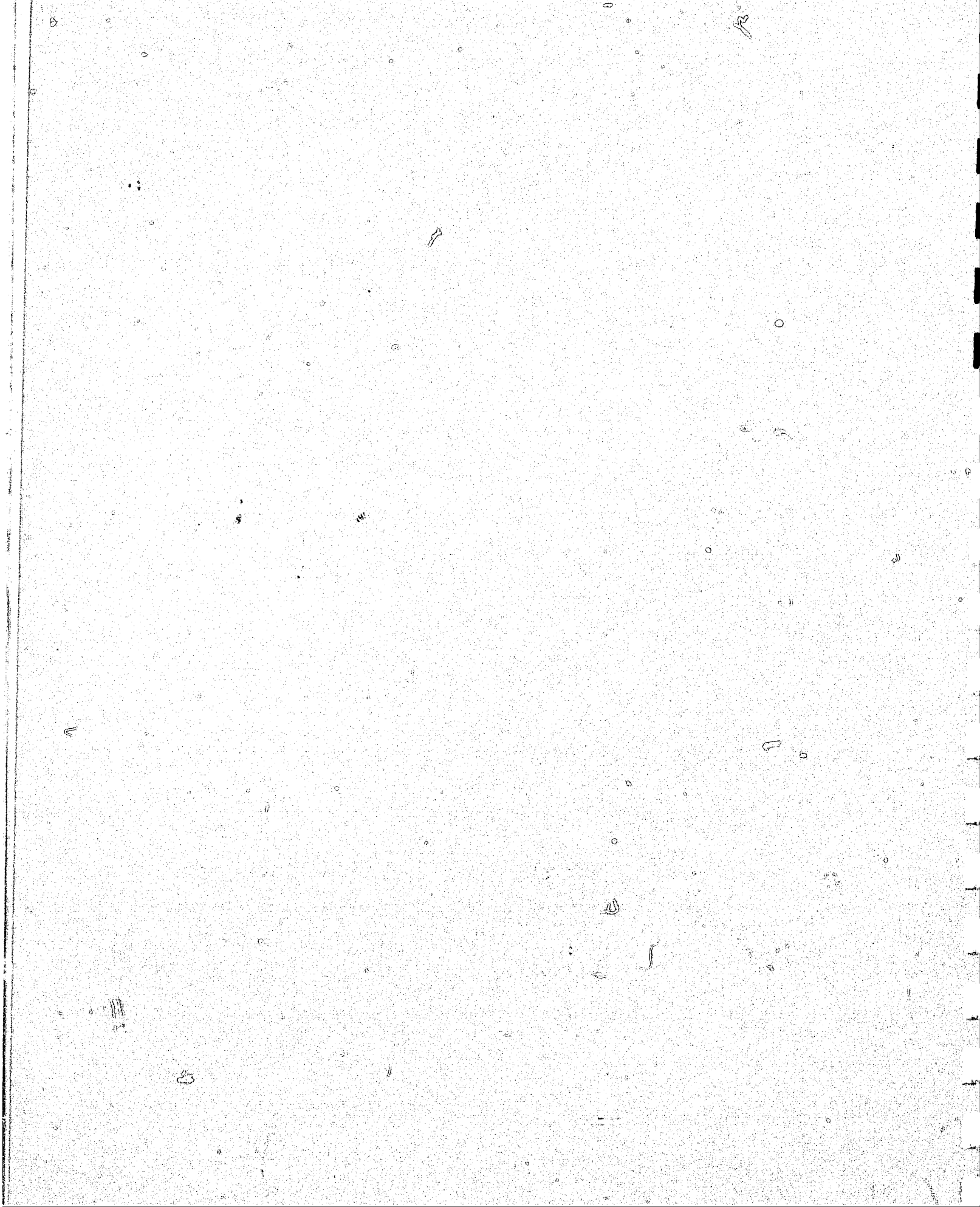
	<u>CITIES</u>	<u>COUNTY</u>	<u>OES</u>
<u>Task 8</u>			
• Resource Procurement Plan	<u>150</u>	<u>50</u>	<u>59</u>
TOTALS	21,050	3,785	4,320

TOTAL TIME 29,155 man hours

NOTE: These estimates are for direct task activities and do not include any required overhead or administrative support efforts.

APPENDIX A

REFERENCES REVIEWED



REFERENCES REVIEWED

Laws and Agreements

- (1) California Emergency Services Act
- (2) Federal Civil Defense Act
- (3) AB 575 - "911" Bill
- (4) Public Safety, Morals, and Welfare Ordinance
(County and Cities)
- (5) California Disaster and Civil Defense Master Mutual
Aid Agreement
- (6) Emergency Services Agreement - San Diego County
- (7) NDTA/Unified San Diego County Agreement
- (8) EGCA/Unified San Diego County Agreement
- (9) AGC/Unified San Diego County Agreement "Plan Bull Dozer"

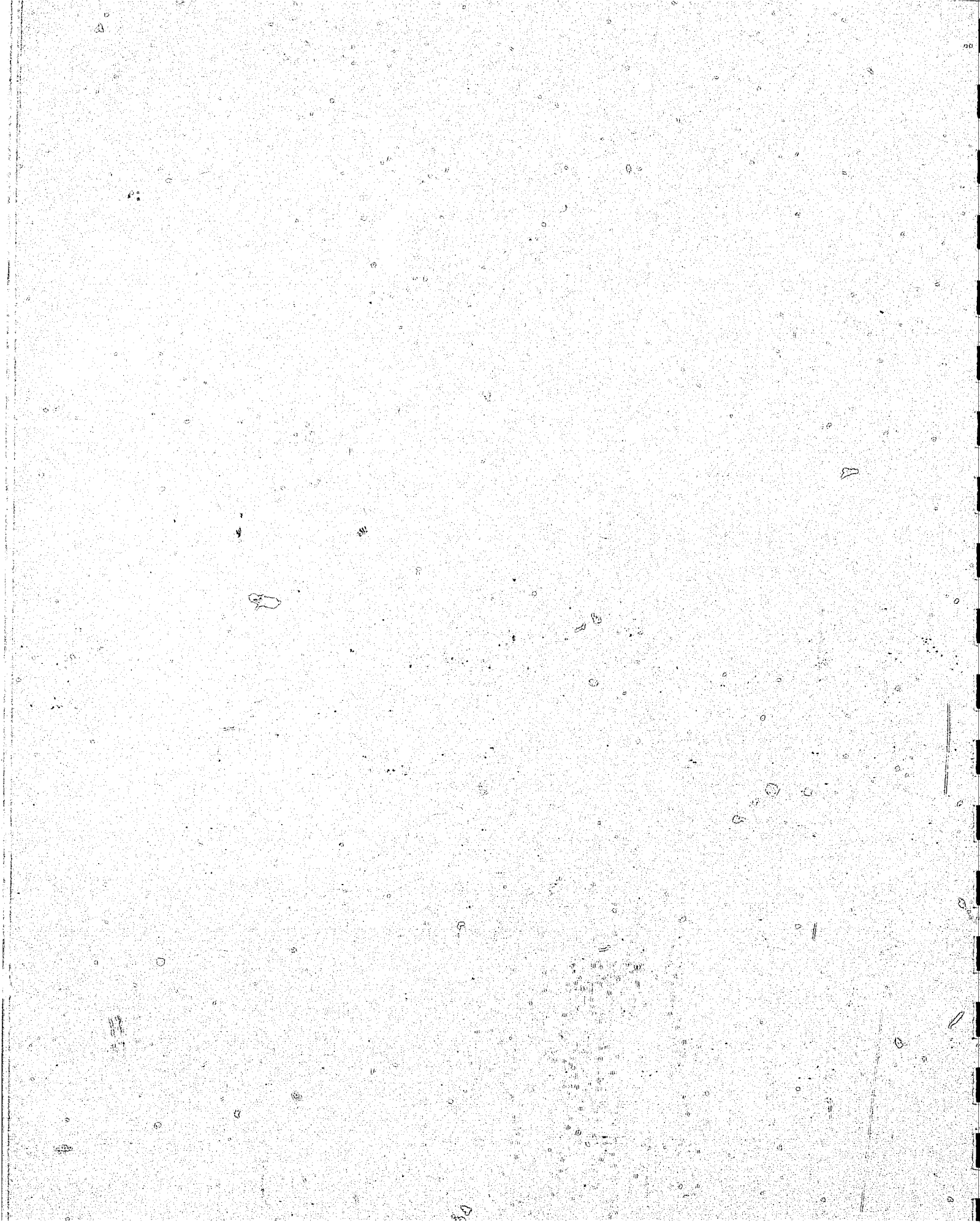
Studies, Reports, Plans and Texts

- (10) FDCPA/California OES On Site Assistance Project -
Preliminary Findings
- (11) Standards for Civil Preparedness CPC - 1-4 & 1-5
- (12) Law Enforcement Mutual Aid Plan
- (13) Law Enforcement Minimum Standard Operations Plan
- (14) State Fire Disaster Plan
- (15) Law Enforcement Guide for Emergency Operations
- (16) California Aflame - Nov., 1971, Report on Fire Disaster
Events 9-22/10-4-70
- (17) Task Force Report on California Wildland Fire Problem,
June, 1972
- (18) Summary on Organization and Plans - Emergency Services
Organization, May, 1973

- (19) City of Chula Vista Emergency Plan, OES. September, 1973
- (20) County of San Diego Emergency Plan, OES
- (21) W-26 Natural Disaster Readiness Outlines
- (22) San Diego Police Department Unusual Occurrence Manual
- (23) Chula Vista Police Department Tactical Operations Manual
- (24) Evacuation Response Plan - Brush and Forest Land - June, 1972, OES
- (25) Master Resources Manual - San Diego Police Department
- (26) Emergency Resources List - OES
- (27) Operation Fire Scope, Preliminary Report and Alternative Recommendations, 1973
- (28) Police Pre-Disaster Preparation, V.A. Leonard, Charles Thomas Publishers, 1973
- (29) Police Disaster Operations, A. Bristow, Charles Thomas Publishers, 1972

APPENDIX B

UNIFIED SAN DIEGO COUNTY
RESOURCE QUESTIONNAIRE



UNIFIED SAN DIEGO COUNTY RESOURCE QUESTIONNAIRE

This questionnaire is directed toward identification of certain resource information within the Unified San Diego County in order to assist disaster preparedness planning. The implementation is grouped according to the following categories:

- Personnel
- Equipment
- Facilities

The questionnaire focuses on these resources as they relate to seven general program activities, each of which is considered to be of primary importance in successful disaster containment operations. These program activities are:

- Mass Care and Medical Aid
- Transportation
- Communications
- Containment and Excavation
- Police and Fire Operations
- Rescue Operations
- Repairs and Maintenance.

Since the purpose of the questionnaire is to identify all key resources within the county and their location, each agency within the county, including all city agencies and respective departments, should receive a complete questionnaire. Each agency should complete the questionnaire, listing the resources under its control. Where the resources of a particular agency or department are allocated to distinct locations, e.g., precincts or road stations, a separate questionnaire should be completed by each precinct, road station, etc., thereby providing an accurate accounting of all resources by specific location and source.

The personnel and equipment sections of the questionnaire request identification of resources according to four categories:

- Total Resources possessed
- Resources Available for Emergency Response During the Day
- Resources Available for Emergency Response at Night
- Resources Available for Emergency Response on the Weekend.

The first category identifies the total existing amount of a particular resource. The other categories are based upon planned response capability, i.e., the number which could be utilized and sustained in an emergency operation (such as mutual aid) while still allowing continued operations at the minimum service level necessary to meet every day local needs. This determination is dependent upon each agency assessing and evaluating both its resources and its daily work requirements in order to identify the needs which are critical and the minimum resources which will be required to meet these needs. The planned response capability should represent the resources which are available beyond the minimum local requirements, under average conditions.

Information regarding the facilities section of the questionnaire should be completed by each agency as applicable. However, additional information should be obtained from private sources. Collection of this information should be coordinated by County OES personnel.

DEPT. _____
ADDRESS: _____
PHONE: _____ NIGHT: _____
WEEKEND _____

1. PERSONNEL

ZONE: _____
CITY: _____
AGENCY: _____

[illegible]

DEPT: _____
 ADDRESS: _____
 PHONE: _____ NIGHT _____
 WEEKEND: _____

1. PERSONNEL

ZONE: _____
 CITY: _____
 AGENCY: _____

		AVAILABLE EMERGENCY AID					AVAILABLE EMERGENCY AID		
3. REPAIR AND MAINTENANCE	TOTAL	DAY	NIGHT	WKEND	4. POLICE AND FIRE	TOTAL	DAY	NIGHT	WKEND
1. <u>Vehicle Mechanic</u>					1. <u>Sworn Police</u>				
2. <u>Heavy Vehicle Mechanic</u>					2. <u>Auxiliary Police</u>				
3. <u>Aircraft Mechanic</u>					3. <u>Civilian Police</u>				
4. <u>Auto Glass Repair</u>					4. <u>SWAT Police</u>				
5. <u>Building Glass Repair</u>					5. <u>Sworn Fire</u>				
6. <u>Electrician</u>					6. <u>Auxiliary Fire</u>				
7. <u>Telephone Repair</u>					7. <u>Volunteer Fire</u>				
10. <u>Radio Repair</u>					8. <u>Civilian Fire</u>				
11. <u>Gas Repair</u>									
12. <u>Water Repair</u>									
13. <u>Sewer Repair</u>									

DEPT: _____
 ADDRESS: _____
 PHONE: _____ NIGHT _____
 WEEKEND: _____

2. EQUIPMENT

ZONE: _____
 CITY: _____
 AGENCY: _____

		AVAILABLE EMERGENCY AID					AVAILABLE EMERGENCY AID		
1. TRANSPORTATION	TOTAL	DAY	NIGHT	WKEND	2. EXCAVATION	TOTAL	DAY	NIGHT	WKEND
1. <u>Helicopter</u>					1. <u>Digging Equip-</u> <u>ment</u>				
2. <u>Air-Fixed Wing</u>					1) Back Hoe				
3. <u>Boat</u>					2) Dredger				
4. <u>Bus</u>					3) Crane-Shovel				
5. <u>Sedan</u>					2. <u>Loading</u>				
6. <u>Station Wagon</u>					1) Crane Loader				
7. <u>Off Road Vehicles</u>					2) Truck Loader				
8. <u>Snowmobile</u>					3) Skip Loader				
9. <u>Fork Lift</u>					3. <u>Earth Moving</u>				
10. <u>Heavy Truck</u>					1) Bull Dozer				
11. <u>Medium Truck</u>					2) Grader/ Scraper				
12. <u>Light Truck</u>					4. <u>Hauling Equip.</u>				
13. <u>Water Truck</u>					1) Dump Truck				
14. <u>Fuel Truck</u>					2) Refuse Truck				
					3) Dirt Truck				
					5. <u>Surface Repair</u>				
					1) Compactor				
					2) Spreader Truck				
					3) Sprayer Truck				
					6. <u>Drilling Equip.</u>				
					1) Air Drill				
					2) Hydraulic Drill				
					3) Drill Truck				
					7. <u>Cutting-Welding Equipment</u>				
					1) Acetylene torch unit				
					2) Welding truck				
					3) Bolt Cutter, Cable Cutter				
					4) Power Saws				
					5) Cutting Axes				

		AVAILABLE EMERGENCY AID					AVAILABLE EMERGENCY AID		
EXCAVATION (CONT.)	TOTAL	DAY	NIGHT	WKEND		TOTAL	DAY	NIGHT	WKEND
8. <u>Pump Equipment</u>									
1) Centrifugal									
2) Diphragm									
3) Pump Truck									
9. <u>Moving Equipment</u>									
1) Drag Hook, Block Tackle, Chain Hoist, Grapping Hook									
10. <u>Compressors</u>									
1) Portable									

DEPT: _____
 ADDRESS: _____
 PHONE: _____ NIGHT _____
 WEEKEND: _____

2. EQUIPMENT

ZONE: _____
 CITY: _____
 AGENCY: _____

		AVAILABLE EMERGENCY AID					AVAILABLE EMERGENCY AID		
3. COMMUNICATIONS	TOTAL	DAY	NIGHT	WKEND	4. MASS CARE	TOTAL	DAY	NIGHT	WKEND
1. <u>Portable Radios</u>					1. <u>Mobile Food Units</u>				
1. <u>Local Police</u>					2. <u>Field Kitchens</u>				
2. <u>Sher. Mut-Aid</u>					3. <u>Portable Water Containers</u>				
3. <u>CLEMAR Net</u>					4. <u>Blankets</u>				
4. <u>Local Fire</u>					5. <u>Sleeping Bags</u>				
5. <u>Fire Mutual Aid</u>					6. <u>Trailers, Temp. Housing</u>				
6. <u>County Nets</u>					7. <u>Space Heaters</u>				
7. <u>Races Net</u>					8. <u>Portable Toilets</u>				
8. <u>CHP Net</u>									
2. <u>Mobile Radios</u>					5. <u>EMERGENCY VEHICLES</u>				
1. <u>Local Police Net</u>					1. <u>Air Ambulance</u>				
2. <u>Sheriff Mut-Aid</u>					2. <u>Ambulance Auto</u>				
3. <u>CLEMAR Net</u>					3. <u>Ambulance Boat</u>				
4. <u>Local Fire</u>					4. <u>Fire Control - Air</u>				
5. <u>Fire Mut. Aid</u>					5. <u>Fire Truck - Brush</u>				
6. <u>County Nets</u>					6. <u>Fire Truck - Ladder</u>				
7. <u>Races Net</u>									
8. <u>CHP Net</u>									
3. <u>Communications Van</u>									
1. <u>Local Police Net</u>									
2. <u>Sheriff Mut. Aid</u>									
3. <u>CLEMAR Net</u>									
4. <u>Local Fire Net</u>									
5. <u>Fire. Mut. Aid Net</u>									
6. <u>County Net</u>									
7. <u>Races Net</u>									
8. <u>CHP Net</u>									

[illegible]

DEPT: _____
 ADDRESS: _____
 PHONE: _____ NIGHT _____
 WEEKEND: _____

2. EQUIPMENT

ZONE: _____
 CITY: _____
 AGENCY: _____

		AVAILABLE EMERGENCY AID					AVAILABLE EMERGENCY AID		
6. SPECIAL EMERGENCY EQUIPMENT	TOTAL	DAY	NIGHT	WKEND		TOTAL	DAY	NIGHT	WKEND
1. <u>Armored Vests</u>									
2. <u>Flak Vests</u>									
3. <u>Helmets</u>									
4. <u></u>									
5. <u>Gas Masks</u>									
6. <u>Air Masks</u>									
7. <u>Gas Dispensers</u>									
8. <u>Rifles</u>									
9. <u>Shotguns</u>									
10. <u>Dogs</u>									
11. <u>Radiological Test Kits</u>									

HOSPITAL FACILITIES

HOSPITAL NAME _____
 ADDRESS _____
 TELEPHONE _____

ZONE:

CITY:

HOSPITAL CLASSIFICATION:

	AVAILABLE FOR EMERGENCY UNUSUAL OCCURENCE			
	TOTAL	DAYS	NIGHTS	WEEKEND
1. Emergency Room Capacity				
2. Male Beds (Day/Night/Weekend Based on Average Vacancy)				
3. Female Beds				
4. Burn Treatment Unit Capacity				
5. Cardiac Care Unit Capacity				
6. Intensive Care Unit Capacity				

7. Helicopter Facility? Yes ☐ No ☐

8. Number of Days Auxiliary Power Available _____

9. Fallout Shelter Rating _____

10. Flood Hazard Rating _____

11. Fire Hazard Rating _____

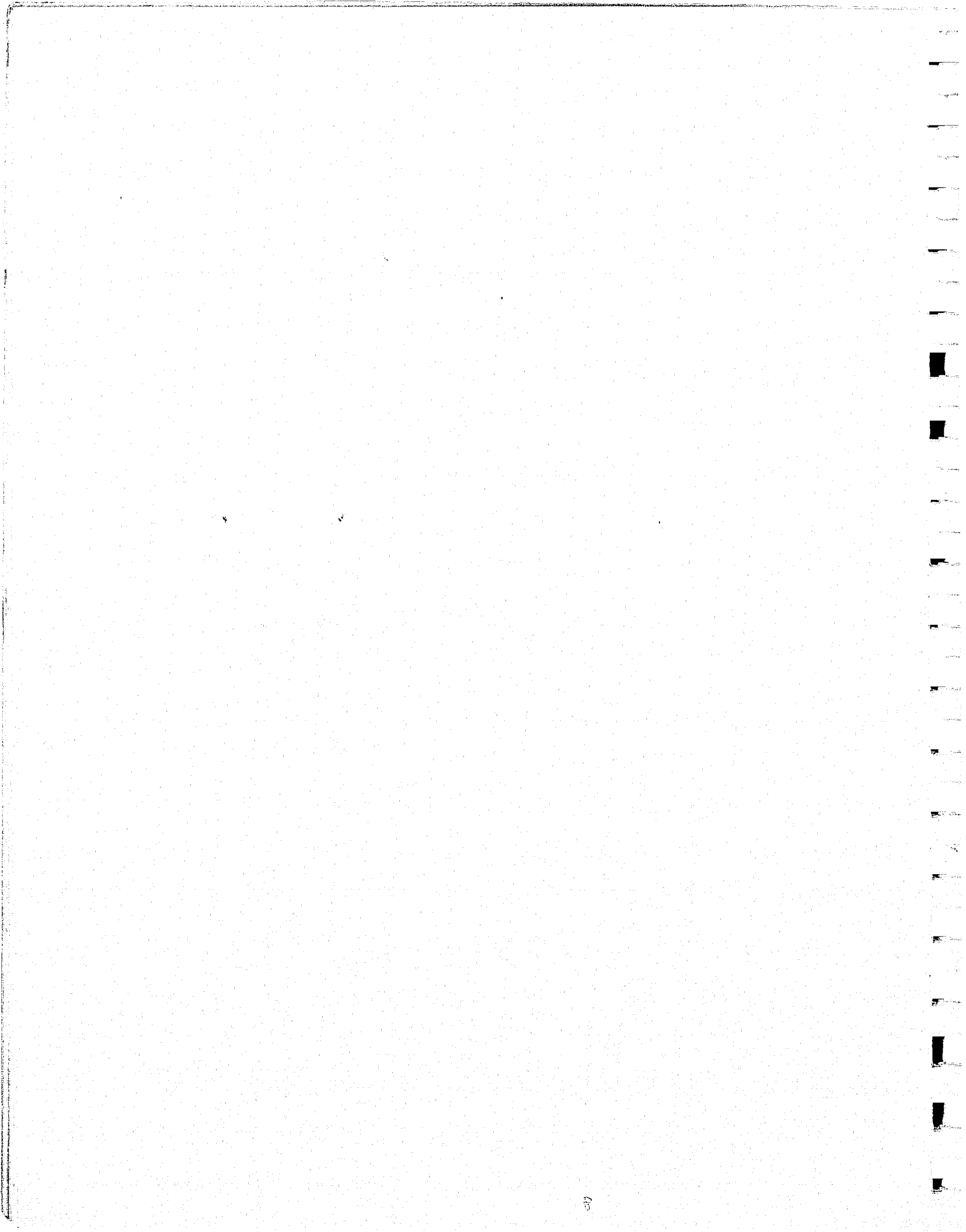
12. Earthquake Rating _____

SHELTER FACILITIES

CITY:

ZONE:

NAME, ADDRESS, AND PHONE	TYPE 1 = SHELTER 2 = ASSEMB	PRIMARY APPROACH ROAD	ALTERNATE APPROACH ROAD	HOUSING CAPACITY #	PARKING CAPACITY #	COOKING FACILITY YES/NO	F. AID STOCK YES/NO	FOOD STOCK # DAYS	AUX. POWER # DAYS	FALLOUT RATING	FLOOD RATING	FIRE RATING	EARTH- QUAKE RATING



COMMUNICATIONS FACILITIES

ZONE:

CITY:

STATION CODE: 1 = BASE STATION 3 = BACKUP
2 = EOC EOC

TRANSMITTAL CODE: 1 = TRANSMIT ONLY
2 = RECEIVE ONLY
3 = TRANSMIT/RECEIVE

STATION ADDRESS	TELEPHONE	CODE	ENTER APPROPRIATE TRANSMIT/RECEIVE CODE								NUMBER TELEPHONE TRUNKS	NUMBER TELETYPE TRUNKS	DAYS AUX. POWER	PF RATING	FLOOD RATING	FIRE RATING	QUAKE RATING
			LOCAL POLICE	SHERIFF MUT. AID	CLEMAR	LOCAL FIRE	FIRE MUT. AID	RACES NET	COUNTY NETS	EBS NET							

STORAGE FACILITIES

TYPE CODE	1. GASOLINE	3. MARINE	5. OIL
	2. DIESEL	4. BUTANE PROPANE	6. WATER

CITY:

ZONE :

[illegible]

FORMAT 1-1

PERSONNEL
MASS CARE ZONE 1
CITY

SOURCE	ADDRESS	PHONE	TRANS- LATORS	WATER PURIF	DOCTOR	NURSE	EMT PERS	SHELT MAGRS	MASS FEED	PROCESS REGISTR
		TOTAL	XXXXXX	XXXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXXX
		DAY	XXXXXX	XXXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXXX
		NIGHT	XXXXXX	XXXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXXX
		WKEND	XXXXXX	XXXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXXX

TOTAL CITY

TOTAL ZONE 1

TOTAL CNTY

PERSONNEL
SPECIAL SKILLS - ZONE 1
CITY

SOURCE	ADDRESS	PHONE	AIR CRASH	RESCU HEAVY	RESCU AIR	RESCU MOUNT	RESCU WATER	DEMOL ITION	BOMB DISPO	CHEM ACCDT	RADEF OFFIC	RADEF MONIT
--------	---------	-------	--------------	----------------	--------------	----------------	----------------	----------------	---------------	---------------	----------------	----------------

TOTAL
DAY
NIGHT
WKEND

TOTAL CITY

TOTAL ZONE

TOTAL CNTY

PERSONNEL
REPAIR AND MAINTENANCE ZONE 1
XXXXXXXXCITYXXXXXXXXXX

SOURCE	PHONE	MECHC VEHLE	MECHC HEAVY	MECHC AIRC	AUTO GLASS	BUILD GLASS	ELECTR REPAIR	TELEPH REPAIR	RADIO REPAIR	GAS REPAIR	WATER REPAIR	SEWER REPAIR
	TOTAL	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
	DAY	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
	NIGHT	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
	WKEND	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX

TOTAL CITY

TOTAL ZONE

TOTAL CNTY

PERSONNEL
POLICE AND FIRE ZONE 1
CITY

AGENCY	ADDRESS	PHONE	SWORN POLICE	AUXIL POLICE	CIVILN POLICE	SWAT POLICE	SWORN FIRE	AUXIL FIRE	VOLUNTEER FIRE	CIVILN FIRE
--------	---------	-------	-----------------	-----------------	------------------	----------------	---------------	---------------	-------------------	----------------

TOTAL
MUT AID DAY
MUT AID NIGHT
MUT AID WKEND

TOTAL ZONE

TOTAL CNTY

EQUIPMENT
TRANSPORTATION ZONE 1
CITY

SOURCE	PHONE	TOTAL	HELI TRANS	AIR TRANS	BOATS	BUSES	SEDAN	STAT WAGON	OFF ROAD	SNOW MOBL	FORK LIFT	HEAVY TRUCK	MED TRUCK	LIGHT TRUCK	WATER TRUCK	FUEL TRUCK
XXXXXXXXXXXXXXXXXX	XXXXXXXX	TOTAL	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
		DAY	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
		NIGHT	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
		WKEND	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX

TOTAL CITY

TOTAL ZONE

TOTAL COUNTY

EXCAVATION - HEAVY EQUIPMENT - ZONE 1

*** OCEANSIDE ***

SOURCE	ADDRESS	PHONE		DIGG EQUI	EART LOAD	EART MOVI	EART HAUL	SURF REPA	DRIL EQUI	CUTT WELD	PUMP EQUI	MOVE EQUI	COMP RESS
PUB WKS FLOOD CONT	55274 W OVERLAND		TOTAL	15	7	15	20	25	12	10	7	7	15
		555 2517	DAY	7	3	8	8	15	5	6	2	3	5
		555 2517	NIGHT	10	5	10	15	20	10	8	5	5	10
		555 2518	WKEND	12	7	12	15	20	10	8	5	5	10
FIRE DEPT	1410 FIRST ST.		TOTAL	0	0	0	0	3	0	5	4	0	0
		555 2700	DAY	0	0	0	0	3	0	5	4	0	0
		555 2700	NIGHT	0	0	0	0	3	0	5	4	0	0
		555 2700	WKEND	0	0	0	0	3	0	5	4	0	0

ETC.

TOTAL OCEANSIDE

* TOTAL	15	7	15	20	28	12	15	11	7	15
* DAY	7	3	8	8	18	5	11	6	3	5
* NIGHT	10	5	10	15	23	10	13	9	5	10
* WKEND	12	7	12	15	23	10	13	9	5	10

*** VISTA ***

PUB WKS	2576 15TH ST		TOTAL	3	2	3	3	5	5	3	5	3	5
		395 7200	DAY	1	1	1	1	3	3	1	3	2	1
		395 7210	NIGHT	2	2	2	2	4	4	2	4	2	3
		395 7210	WKEND	2	2	2	2	4	5	2	4	2	3

TOTAL VISTA

* TOTAL	3	2	3	3	5	5	3	5	3	5
* DAY	1	1	1	1	3	3	1	3	2	1
* NIGHT	2	2	2	2	4	4	2	4	2	3
* WKEND	2	2	2	2	4	5	2	4	2	3

TOTAL ZONE 1

*** TOTAL	18	9	18	23	23	17	18	16	10	20
*** DAY	8	4	9	9	21	8	12	9	5	6
*** NIGHT	12	7	12	17	27	14	15	13	7	13
*** WKEND	14	9	14	17	27	15	15	13	7	13

COMMUNICATIONS EQUIPMENT-ZONE 1
CITY

AGENCY	ADDRESS	PHONE	TOTAL UNITS	LOCAL POLIC	SHER MUTU	CLEM NET	LOCAL FIRE	FIRE MUTU	CNTY NETS	RACES NET	CHP NET	TELE PHONE	AMPH
POLICEXXXXXXXXXX	XXXXXXXXXXXXXXXXXX	225 1110											
		PORTABLE	XXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
		Mobile	XXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
		COMM VAN	XXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX

FIRE

FLOOD CONTROL

ETC.

MASS CARE EQUIPMENT ZONE 1
CITY

SOURCE	ADDRESS	PHONE	MOBILE FOOD	FIELD KITCHN	PORTBL H2OCAN	PORTBL TOILET	BLANKT	SLEEP EQUIP	TRAILR HOUSES	SPACE HEATER
XXXXXXXXXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXX									
		TOTAL	XXXXXX							
		XXX XXXX DAY	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX	XXXXXX
		XXX XXXX NIGHT								
		XXX XXXX WKEND								

TOTAL CITY

TOTAL ZONE

TOTAL CNTY

EMERGENCY VEHICLES ZONE 1
CITY

AGENCY	ADDRESS	PHONE	AMBUL AIR	AMBUL AUTO	AMBUL BOAT	FIRE AIRPL	FIRE BRUSH	FIRE LADDR	FIRE PUMP	FIRE RESCU	FIRE AUTO	POLIC AUTO	POLIC BUS	POLIC M/C
POLICE	2515 15th St.		XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
	TOTAL		XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
	DAY	217 3555	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
	NIGHT	217 3555	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX
	WKEND	217 3555	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX	XXXXX

SHERIFF

FIRE

ETC.

TOTAL CITY

TOTAL ZONE

EQUIPMENT
SPECIAL EMERGENCY EQUIPMENT - ZONE 1
CITY

SOURCE	ADDRESS	PHONE		ARMOR VEST	FLAK VESTS	HELMET	GAS MASKS	AIR MASKS	GAS DISPEN	RIFLES	SHOT GUNS	POLICE DOGS	RADTEST KITS
XXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXX												
			TOTAL	XXXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXX	XXXXXX	XXXXXX
XXXXXXXXXX			DAY	XXXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXX	XXXXXX	XXXXXX
XXXXXXXXXX			NIGHT	XXXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXX	XXXXXX	XXXXXX
XXXXXXXXXX			WKEND	XXXXXX	XXXXX	XXXXXX	XXXXX	XXXXX	XXXXXX	XXXXXX	XXXX	XXXXXX	XXXXXX

TOTAL CITY

TOTAL ZONE

TOTAL COUNTY

SHELTER FACILITIES - ZONE 1
CITY

NAME ADDRESS	COD	PHONE	MARK ED	PRIMARY APPRCH RD	ALTERNATE APPRCH RD	SHELT CAPAC	PARK CAPAC	COOK FAC.	PAID SUPPL	FOOD DAYS	AUXPWR DAYS	PF RATE	FLOD RATE	FIRE RATE	QUAK RATE
XXXXXXXXXXXXXXXXXXXX	XXX	XXXXXXXX	XXXX	XXXXXXXXXX	XXXXXXXXXX	XXXXX	XXXXX	XXXX	XXXXX	XXXX	XXXXXX	XXXX	XXXX	XXXX	XXXX
		1 = SHELTER													
		2 = ASSEMBLY AREA													
TOTAL CITY															
TOTAL ZONE															

HOSPITAL FACILITIES - ZONE 1
CITY

HOSPITAL NAME	CODE	ADDRESS	EMERGENCY ROOM	BEDS MALE	BEDS FEM	BURN TREAT	CARD CARE	INT CARE	HELI FAC	AUXPWR DAYS	PF RATE	FLOD RATE	FIRE RATE	QUAK RATE
XXXXXXXXXXXXXX	XXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXX	XXXX	XXXX	XXXXX	XXXX	XXXX	XXXX	XXXXXX	XXXX	XXXX	XXXX	XXXX

TOTAL
AVE AVAIL DAY
NIGHT
WKEND

TOTAL CITY
TOTAL ZONE

COMMUNICATIONS FACILITIES - ZONE 1
CITY

ADDRESSXXXXXXXX	PHONE	STATN CODE	LOCAL POLIC	SHER MUTU	CLEM NET	LOCAL FIRE	FIRE MUTU	RACE NET	CNTY NETS	EBS NET	TELE TRUNK	TELE TYPE	AUXPWR DAYS	PF RATE	FLOD RATE	FIRE RATE	QUAK RATE
XXXXXXXXXXXXXXXX	XXXXXXXX	XXXXX	XXXX	XXXX	XXXXX	XXXX	XXXX	XXXX	XXXX	XXX	XXXXX	XXXX	XXXXXX	XXXX	XXXX	XXXX	XXXX

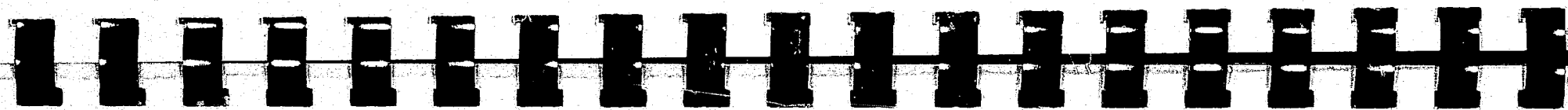
CODES (1 = TRANS) (STAT CODE
(2 = MONITOR) (1 = BASE STATION)
(3 = TRANS/REC) (2 = EOC FACIL)
(3 = BACKUP EOC)

FUEL/WATER STORAGE FACILITIES - ZONE 1
CITY

TYPE RESOURCE	NAME OF SOURCE	ADDRESS	PHONE WKDAY	PHONE WKNT	PHONE WKEND	GALLONS AVAILABLE	GRAV FEED	PUMP FEED	AUXPWR DAYS	DELIV	PICK UP
1 GASOLINE											
2 DIESEL	XXXXXXXXXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXXXXXXXXX	XXXXXXX	XXXXXXX	XXXXXXX	XXXXXXXXXX	XXXX	XXXX	XXXXXX	XXXXX	XXXX
3 MARINE											
4 PROPANE/BUTANE											
5 OIL											
6 WATER											
TOTAL CITY											
TOTAL ZONE											

CONTINUED

2 OF 3



FORMAT 3-5

FACILITIES
FIRST AID CENTERS (45) - ZONE 1

ASSIGNED EMERGENCY GROUP	TELEPHONE	STORAGE SITE	PLANNED OPERATING SITE
XXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXX

FORMAT 3-6

FACILITIES
PACKAGED DISASTER HOSPITALS (13) - ZONE 1

LOCATION	SUPPORT FACILITY	DISASTER SITE	ALTERNATIVE SITE
XXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXXX

FORMAT 4-2

PROJECTED DISPLACED PERSONS
FLOOD (SEPARATE FORMAT FIRE)

ZONE	LEVEL 1	LEVEL 2	LEVEL 3
1.	XXXXXXXXXX	XXXXXXXXXX	XXXXXXXXXX
2.	XXXXXXXXXX	XXXXXXXXXX	XXXXXXXXXX
3.	XXXXXXXXXX	XXXXXXXXXX	XXXXXXXXXX
4.			
5.			
7.			
7.			
8.			
9.			
10.			
11.			
12.			
13.			
14.			
15.			
16.			
17.			
18.			
19.			
20.			
21.			

FORMAT 4-1

DISASTER SERVICE CENTERS - ZONE 1
DISTRICT (17)

FUNCTION	NAME	ADDRESS	PHONE
1. MEDICAL	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXX
2. WELFARE	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXX
3. COMMUNICATION	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXXXXXXXXXXXX	XXXXXXXXXX
4. RADEF			
5. PUBLIC INFORMATION			
6. COORDINATION POINT			
7. RED CROSS			
8. FIRE			

END

7 Dec 1944