

County of Orange and
Orange County
Operational Area



Evacuation Annex
November 2018

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I. Operational Area Executive Board and Emergency Management Council Letter of Approval

Orange County Operational Area Executive Board County of Orange Emergency Management Council

Representatives of Law Enforcement Mutual Aid, Police Chiefs' and Sheriff's Association, Fire and Rescue Mutual Aid, Fire Chiefs' Association, Public Works Mutual Aid, City Engineers and Public Works Directors Association, Orange County Board of Supervisors, Health Care Mutual Aid, City Manager's Association, League of Cities, County Agencies, School Districts, and Special Districts.

November 14, 2018

Members of the Operational Area
Members of the Board of Supervisors
County of Orange Department Heads
American Red Cross of Orange County
California Office of Emergency Services

Dear Orange County Emergency Response and Recovery Officials:

Herewith is presented the County of Orange and Orange County Operational Area Evacuation Annex. This annex is the foundation for the response and recovery operations from the Operational Area (OA) and County's perspective.

The Orange County Operational Area Executive Board has approved this Annex on behalf of the OA Members; the County of Orange Emergency Management Council (EMC), which governs the County of Orange Emergency Organization, has approved and concurs with this Annex. The Orange County Operational Area Evacuation Annex outlines strategies, procedures, recommendations and organizational structures to be used to implement a coordinated evacuation effort during a major incident or event in Orange County. A copy of the Evacuation Annex may be obtained through the Orange County Sheriff's Department, Emergency Management Division.

The Evacuation Annex is linked to jurisdiction, discipline and mutual aid plans and standard operational procedures through the Unified County of Orange and Orange County Operational Area Emergency Operations Plan.

This Annex is designed as a reference and guidance document. We look to you as members of the County of Orange and Orange County Operational Area Emergency Response Organization to assist in the ongoing process of program and capability improvement. Use of this Annex in the County and Operational Area EOC and during exercises and drills will continue to enhance our ability to respond.

Sincerely,



County of Orange
Emergency Management Council
Chair

Sincerely,



Orange County
Operational Area Executive Board
Chair

Administrative Contact-Orange County Sheriff's Department-Emergency Management Division
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II. Record of Changes

Date of Revision	Revision Description	Section/Component	Revision Completed By
May 2015	Evacuation Annex revised to include updated information and planning data. Sections duplicated in Emergency Operations Plans removed.	Orange County Operational Area Evacuation Annex	Emergency Management Division
September 2018	Evacuation Annex revised language to change mandatory and voluntary terminology to evacuation order and evacuation warning. Additional updates included.	Orange County Operational Area Evacuation Annex	Emergency Management Division

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III. Plan Distribution

The Orange County Sheriff's Department, Emergency Management Division (EMD) is responsible for developing, maintaining and distributing the County of Orange and Orange County Operational Area Evacuation Annex.

EMD will make the County of Orange and Orange County Operational Area Evacuation Annex available to all county departments, OA jurisdictions, California Office of Emergency Services (Cal OES) and other partner organizations as necessary and upon request. An electronic version is available through WebEOC in PrepareOC. Additionally, hard copies are available at the EOC and EMD staff have remote access to all plans and annexes.

IV. Disclosure Exemptions

Portions of this document contain sensitive information pertaining to the deployment, mobilization, and operations of the County, OA and OA jurisdictions in response to emergencies. The majority of this plan is available for public review however, portions that include personal privacy information or information with significant implications on city, regional, state, or national security are placed in attachments that are exempt from public disclosure under the provisions of the California Public Records Act §6254.

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Chapter 1 Introduction

1.1 Purpose

The Orange County Operational Area Evacuation Annex, in support of the Unified County of Orange and Orange County Operational Area Emergency Operations Plan (EOP), outlines strategies, procedures, recommendations and organizational structures to be used to implement a coordinated evacuation effort in Orange County. This document incorporates national best practices and was developed using the whole community approach to emergency planning.

1.2 Scope

This Evacuation Annex addresses evacuation within the Orange County OA in response to extraordinary situations associated with natural and human caused disasters and technological incidents, including both peacetime and national security operations. It was developed to coordinate a moderate-level evacuation, where two or more communities are conducting evacuations and countywide coordination of resources and emergency operations is necessary. Risk modeling has shown Orange County (the County) hazards are only likely to affect a portion of the population at any given time.

The Annex is designed to provide a framework for OA Emergency Operations Center (EOC) operations during incidents that require the coordination of the evacuation by multiple OA jurisdictions.

This Annex is not meant to be used for an evacuation due to an event at the San Onofre Nuclear Generating Station (SONGS). Procedures for an event at SONGS are presented in the Orange County SONGS Emergency Operations Plan.

1.3 Situation Overview

The Orange County OA faces a host of hazards and threats that could warrant evacuation orders, most of them without advance notice. These risks include wildfires, floods, landslides, debris flows, dam failure, earthquakes, tsunamis, nuclear incidents, chemical spills, civil unrest and the always-present threat of domestic or international terrorism. Power loss, air pollution and severe heat or cold are additional hazards that may prompt evacuation orders designed to protect the whole community. In some cases sheltering in place may be a more appropriate protective measure.

1.4 Planning Assumptions

General

- The principal responsibility for evacuation planning and response resides at the local level. The cities operating within the jurisdictional boundaries of the OA have primary responsibility for evacuation of their residents and visitors and for developing supporting emergency operations plans and procedures.
- The County has primary responsibility for emergency evacuation of residents and visitors in unincorporated areas of the county.

- School Districts have the primary responsibility to evacuate student populations and will need to coordinate evacuation efforts with corresponding local government (Cities or County for unincorporated County).
- Due to the large tourism industry in Orange County, special attention should be made in evacuation planning for this transient population.
- The number of tourists and other visitors in an affected area will vary greatly depending upon the location of the disaster, the time of day and the time of year.
- Most emergencies requiring evacuation would only require movement of threatened populations from one area of the County to a neighboring jurisdiction, often within the County.
- In the event of an evacuation that puts significant strain on local resources and/or affects multiple jurisdictions, the OA EOC has responsibility for communication and coordination supporting city evacuation operations.
- In accordance with the Standardized Emergency Management System (SEMS), mutual aid agreements exist to support emergency response agencies and will be activated based on the California Master Mutual Aid Agreement and additional agreements with other organizations.
- The decision to evacuate or shelter-in-place will be made based on situational awareness, factoring the type and severity of disaster risk, health and safety concerns, sheltering capacity, and the condition of roadways and other transportation resources.
- Personal preparedness is essential to effective evacuation. This is particularly true for people with disabilities and those with access and/or functional needs who may require additional time and assistance in evacuation. A coordinated city/county preparedness program promoting individual and family preparedness is essential to effective evacuation response.
- The needs of a small percentage of the population requiring evacuation assistance will absorb much of the evacuation responders' time and resources.
- If given clear warning and direction, most people will heed evacuation orders. However, some people will not evacuate regardless of the risk.

People with Disabilities and Those with Access and/or Functional Needs

- Evacuation of people with disabilities and those with access and/or functional needs takes more time and individualized resources than the general population, so early evacuation triggers are an important aspect of effectively evacuating these residents.
- People with disabilities are not necessarily among the portion of the population that may need evacuation assistance. Many people with disabilities live independently, are fully self-sufficient, and will self-evacuate.
- People with disabilities can lose their support systems and become dependent on assistance if separated from their mobility device or durable medical equipment. Such equipment is essential to maintaining independence and will be evacuated with the user whenever possible.
- Situations may arise where attempting to transport certain types of medical equipment or devices with an individual is impractical due to the physical size or volume of the equipment and the space available on the evacuation vehicle. In these cases, responders should be prepared with additional

vehicles specifically for the transport of such equipment. Those vehicles should closely follow the evacuation vehicle of the affected individual(s).

- Many people who are ordinarily self-sufficient may have functional needs due to physical or emotional trauma or temporary lack of resources or accommodations.

Congregate Care Facilities

- Shelter-in-place may be the preferred option for certain congregate care facilities in some types of emergencies, as mass evacuation poses inherent risks to some evacuees.
- Schools, child care centers, medical facilities and licensed care facilities may undertake evacuations using their own resources, but some may rely on public transportation resources (e.g. OCTA, or OCTA Paratransit Services) or medical transportation for persons in their care.
- These facilities are required to have emergency plans in place including evacuation procedures and may request assistance from the Operational Area for transportation resources.
- Some private transportation resources may be contracted to several facilities or customers. Furthermore, most resources will be committed to care facilities and may not be available to people with disabilities living independently.

Emergency Notification and Warning

- The local jurisdiction, in coordination with the County, has the primary responsibility for activating evacuation alert notification systems such as the Integrated Public Alert and Warning System (IPAWS), Orange County's emergency mass notification system (AlertOC), and other warning systems.
- Multiple, redundant alert notification systems are necessary to reach the public. These systems must accommodate the needs of people with functional needs and deliver the same message in all formats.
- The Unified County of Orange and Orange County Operational Area Emergency Operations Plan provides more specific information regarding alert and warning systems and procedures in Orange County. Additionally an expanded Alert and Warning Plan is under development.

Transportation Notification and Movement

- The majority of the population will be able to self-evacuate using private transportation (e.g. personal vehicles).
- Transit-dependent populations (e.g. people with disabilities and those with access and/or functional needs and households without a vehicle) will require public transportation to evacuate.
- It may be helpful for individuals needing evacuation assistance to congregate at Transportation Assembly Points (TAPs) for transport out of an at-risk area to reception centers located in safe areas.
- The time of day and the day of week an evacuation is ordered may have a major impact on the availability of resources.

- The larger the evacuation, the more time will be required. Given roadway capacities, it would be difficult to impossible to successfully evacuate the entire county for a no-notice event.
- Complete evacuation of the County is highly improbable. Hazard assessments for Orange County indicate evacuations would normally involve only a portion of the County. Most hazards in Orange County are no-notice, but most do not impact the entire County at the same level.
- In a moderate-sized disaster, supplemental drivers would be needed to fully use existing transportation fleets and to sustain 24/7 operations.
- In a catastrophic disaster, Orange County transportation resources would be insufficient, requiring resources and other assistance from neighboring counties.

Care and Shelter

- The Orange County OA Mass Care and Shelter Annex details the roles and responsibilities for the care and shelter of evacuees in emergency events.
- Shelter residents may have continuing transportation needs for travel to assistance centers, medical appointments, work and other daily activities.

1.5 Preparing and Responding with the Whole Community Strategy

The County of Orange and Orange County Operational Area strives to incorporate the Whole Community perspective in its emergency planning and encourages Operational Area jurisdictions to do the same. Whole Community includes:

- Individuals and families, including those with disabilities or other access and functional needs
- Businesses
- Faith-based, nonprofit and other community organizations
- Immigrant populations and communities
- Schools and academia
- Media outlets
- All levels of government, including state, local, tribal, territorial, and federal partners

By planning for the Whole Community, complexities in the diversity in Orange County are assimilated into the County planning strategy.

Orange County definition of disabilities and access and functional needs is as follows:

Populations whose members may have additional needs before, during, and after an incident in functional areas, including but not limited to: maintaining independence and the ability to perform the activities of daily living, communication, and medical care. Individuals in need of additional response assistance may include those who have disabilities; who live in institutionalized settings; who are elderly; who are children; who are from diverse cultures; who have limited English proficiency or are non-English speaking; or who may require transportation assistance.

The County of Orange and Orange County Operational Area is committed to complying with the Americans with Disabilities Act during all phases of disaster and recovery. As such, the County of Orange and Orange County Operational Area adheres to and encourages Operational Area jurisdictions to follow the principles below:

- Affected individuals will not be excluded from or denied benefits of any sort based on a disability or other access or functional need.
- Work to accommodate people with disabilities or other access and functional needs in the most integrated setting possible.
- During all phases of disaster response, make reasonable modifications to policies, practices and procedures, if necessary, to ensure programmatic and architectural access to all.
- Provide access to shelters to all affected community members including those with disabilities or other access and functional needs in the most integrated setting possible in order to keep families, friends and/or neighbors together.

More information on whole community planning in Orange County can be found in the Unified County of Orange and Orange County Operational Area Emergency Operations Plan.

Chapter 2 Concept of Operations

2.1 Concept of Operations

This Evacuation Annex follows the basic protocols set forth in the Unified County of Orange and Orange County Operational Area Emergency Operations Plan (EOP), dictates general roles and responsibilities, and describes when and how resources will be activated and coordinated to support emergency evacuation activities. The overall objectives include:

- Risk assessment supporting appropriate protective action decisions and evacuation orders, considering potential impacts on life safety, property protection and environmental stewardship.
- Proper notification of the public regarding evacuation orders, with specific accommodations for people with disabilities and those with access and/or functional needs.
- Establishment of transportation systems and traffic control points designed to move the public out of threatened areas and prevent the public from entering threatened areas.
- Assuring safe and orderly repopulation into disaster impacted areas so residents can assess damages and begin the recovery process.

2.2 Evacuation Decisions

While evacuation orders include inherent risk, hesitancy to issue evacuation orders could result in extreme danger or even loss of life. In some areas of the County, a delay in issuing evacuation orders may preclude the possibility of evacuation later.

Authority

The Orange County Sheriff's Department (OCSD) is the lead agency for evacuations of the unincorporated areas of Orange County. In the incorporated cities, local law enforcement is the lead agency for evacuations. In cities that have contracted with the Orange County Sheriff's Department for law enforcement services, assigned OCSD personnel will lead evacuation operations. The OCSD, as part of a Unified Command, assesses and evaluates the need for evacuations, and orders evacuations according to established procedures, which are outlined in this Annex. The OCSD in contract cities, acting as the local law enforcement agency, will need to reference established procedures outlined in local/city Evacuation Annexes and Plans. Additionally, as part of the Unified Command, the OCSD will identify available and appropriate evacuation routes and coordinate evacuation traffic management with the California Department of Transportation (Caltrans), the California Highway Patrol (CHP), other supporting agencies, and jurisdictions. Complex evacuations involving multiple jurisdictions will require coordination and information sharing from and with the OA EOC, as mandated by the Standardized Emergency Management System (SEMS).

For more information on evacuation authority in California, see the *Legal Guidelines for Controlling Movement of People and Property During an Emergency*, and *Authority and Responsibility of Local Health Officers in Emergencies and Disasters* guidance documents published by the California Office of Emergency Services and California Penal Code Section 409.5.

Considerations

Factors that should be considered when issuing evacuation orders include:

- Nature of the impact
- Severity of the impact
- Area affected (or likely to be affected)
- Expected duration of the incident or disaster
- What protective action(s) would best protect the community members at risk

The following factors have direct bearing on emergency evacuations:

- Number of people to be evacuated
- Population density of area to be evacuated
- Time available for evacuation
- Distance of travel necessary to reach safety
- Any impediments to evacuation routes
- Weather/temperature (high or low)
- Time of day/year
- Day of week

Other important considerations include:

- Availability and capacity of evacuation routes
- Vulnerability of evacuation routes due to the hazard or threat
- Availability of resources to support evacuation
- Risk to evacuation personnel (e.g. law enforcement, fire, transportation personnel, etc.)

Evacuation: The Solution of Last Resort

Evacuating people from their homes, businesses, and places of recreation, places a significant hardship on individuals, families and communities and can lead to travel-related injuries and fatalities. In addition, the evacuation of functional needs populations away from familiar surroundings and support services can be life-threatening. As a result of these risks, and the need to keep roadways clear for emergency vehicles, evacuation is a solution of last resort. Sheltering in place is the preferred public protective solution whenever possible. However, in times of extreme risk to lives, evacuation will be used to ensure the protection of the whole community.

2.3 Direction, Control, and Coordination

An evacuation of any area requires significant coordination among numerous government agencies and private partners. In the case of a regional evacuation (more than two cities affected), the OA EOC may be activated to coordinate and support local evacuation efforts in the field.

The Orange County Operational Area uses the terms Evacuation Order for imminent threats and Evacuation Warning for impending threats. A common terminology approach will be implemented during evacuation orders amongst the affected jurisdictions.

Establishing the Evacuation Area

When a decision is made that evacuation of the community is necessary, the official(s) recommending the evacuation will establish an evacuation area clearly understandable to the general public. This information will then be provided to the local/City Emergency Manager or EOC and the Operations Section – Alert and Warning Group Supervisor, by a representative in the field, for rapid dissemination through all appropriate means.

Evacuation Orders

Anecdotal evidence has shown that Evacuation Orders which are considered mandatory, tend to generate a higher level of compliance by affected community members. Under Evacuation Orders, law enforcement cannot use force to remove persons who choose to remain on private property within the evacuation zone. Rather, officers will clearly state failure to evacuate may result in physical injury or death, a future opportunity to evacuate may not exist, and resources to rescue them may not be available. Signed waivers, along with next-of-kin notification information, may be obtained from anyone refusing to heed evacuation orders, if time permits. Law enforcement has the responsibility to prevent anyone from entering an area under evacuation orders. This is usually accomplished through the use of “hard” road closures, in which only emergency vehicles are allowed entry. The hard road closure prevents individuals who were away from the affected area when the evacuation was issued from returning to or entering the affected area. **See Attachment A for a Refusal to Evacuate form template.**

Evacuation Warnings which are considered voluntary, have been found to be of limited value, as they tend to produce reduced evacuation compliance and complicate public information. However, during events with notice or other slowly unfolding incidents where advance warning is available, there may be situations where Evacuation Warnings are warranted. In some circumstances, they may be used to extend the window given for the evacuation of school facilities and people with disabilities and those with access and/or functional needs, as well as large animals and livestock. During an Evacuation Warning, “soft” road closures may be used, where residents may be asked to prove residency in order to gain access to a threatened area. If Evacuation Warnings are used, public information should emphasize the reasoning behind the decision and the actions residents are expected to take. The public should also be warned that Evacuation Warnings may become Evacuation Orders as incident conditions change.

2.4 Evacuation Implementation

In all cases, the response to emergency events will be managed at the local level, with local governments having the primary responsibility for evacuation preparedness, response and recovery within their jurisdiction. Local governments plan their own evacuation strategies, but can request support from the OA if an event escalates beyond their capabilities. In such events, the OA EOC will be activated to provide communication, coordination, and support resources as dictated by the Unified County and OA EOP.

Law Enforcement Mobilization and Mutual Aid

Evacuation field operations will be managed and conducted by the event Incident Command in coordination with local law enforcement agencies and other support agencies in accordance with mutual aid agreements. Mutual aid response within the State of California is based on four governmental levels of increasingly justifiable mutual aid support. These levels are cities (or other similar local jurisdictions), operational areas, mutual aid regions and the state.

Should a rapidly unfolding event lead local authorities to consider mobilization of law enforcement evacuation support, on-duty staff may be overwhelmed. In the event mutual aid is requested, resource requests will flow through the OA Law Enforcement Mutual Aid Coordinator. If local resources to fill the request are not available, the OA Law Enforcement Mutual Aid Coordinator will contact the Regional Law Enforcement Mutual Aid Coordinator. If the combined resources of a region are not sufficient to cope with an emergency situation, the Regional Law Enforcement Mutual Aid Coordinator may request additional assistance through the State Law Enforcement Mutual Aid Coordinator. The State Law Enforcement Mutual Aid Coordinator may then task law enforcement resources from Regions statewide, via the Regional Law Enforcement Mutual Aid Coordinators, to assist. For more information on law enforcement mutual aid procedures, see the *Law Enforcement Mutual Aid Plan* published by the California Office of Emergency Services (Cal OES).

Operational Area EOC Activation Protocols

The decision to activate the OA EOC in response to a critical incident is based on understanding the potential threat and the situational data supporting or refuting the credibility of the threat. Most often, the circumstances surrounding an incident will dictate whether the OA EOC is activated and which elements of the ICS structure are staffed.

Activation of the County and OA EOC is required by SEMS, Title 19 California Code of Regulations Section 2409 (f), under the following conditions:

On Request - A local government within the OA has activated its EOC and requested activation of the County and OA EOC to support its emergency operations. Jurisdiction(s) determine that additional response resources beyond that which would normally be covered by mutual aid are required and assistance from the OA may be necessary.

- Two City Local Emergency - Two or more cities within the OA have proclaimed a Local Emergency.
- County and City Local Emergency - The County and one or more cities have proclaimed a Local Emergency.
- Request for Governor's Proclamation - A city, city and County, or County has requested a Governor's proclamation of a State of Emergency, as defined in Government Code 8558(b).
- State of Emergency - A State of Emergency is proclaimed by the Governor of the State for the County or two or more cities within the OA.
- Request for Outside Resources - The OA is requesting resources from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement.

- Request for OA Resources - The OA has received resource requests from outside its boundaries, except those resources used in normal day-to-day operations which are obtained through existing agreements providing for the exchange or furnishing of certain types of facilities and services on a reimbursable, exchange, or other basis as provided for under the Master Mutual Aid Agreement.

2.5 Emergency Notification and Warning

Emergency notification and warning is essential to rapidly disseminate vital information and instructions to the public. The primary Alert and Warning responsibility resides at the local level. In the OA EOC, effective coordination of Alert and Warning notification will happen through close collaboration between the Operations Section Law Enforcement Branch, the Movement Group Supervisor, Alert and Warning Group Supervisor, the Logistics Section Transportation Unit Leader, and the Public Information Manager.

Alert and Warning Notification

Crisis communications is the transmission of accurate, timely, accessible, coordinated information to the public. Without proper information, people may evacuate towards a hazard, putting them in greater danger, or may evacuate unnecessarily and create additional congestion on identified evacuation routes. Public agencies must effectively communicate alert and warning information to community members. Critical information areas include:

Critical Evacuation Information
Reason for the evacuation order
Evacuate potential consequences of not heeding evacuation orders
The areas requiring evacuation, with reference to known landmarks or geographic features
The agency(ies) or official(s) issuing the evacuation order
Length of evacuation period
How parents will reunite with children in schools

Additional Evacuation Information
Designated evacuation routes and transportation options
Location of Transportation Assembly Points
Time required for evacuations
The availability and accessibility status of reception centers and/or shelters
What displaced persons should take with them
How pets and livestock will be accommodated
How displaced persons may secure their homes
Security that will be provided when they are away from their homes
A reminder to check on neighbors that may need additional assistance
When and where informational updates will be made
Other information deemed appropriate and required before residents evacuate

Effective initial communication to the public will enhance public safety and the efficiency of the overall evacuation and reduce the associated mental and physical strains.

Notification Methods

Notification of evacuation decisions will be made using a combination of redundant warning systems to ensure residents receive and understand the recommended protective action. Notification methods are described in greater detail in Section 3.5.2 (“Public Notification and Alerts”) of the EOP and the Alert and Warning Plan.

Notification Method	When to Use	Activation Contacts	Methods	Who It Reaches	Who It Doesn't Reach
AlertOC	<ul style="list-style-type: none"> • The situation is imminent or occurring now • The situation has the potential to be life threatening to the public • The public must be provided with safety instructions 	<ul style="list-style-type: none"> • Local Emergency Operations Center Manager • OCSD Emergency Management Division Staff • Public Safety Dispatch Center • OCSD Control One • Alert and Warning Group Supervisor 	<ul style="list-style-type: none"> • Text message • Phone call • E-mail 	<ul style="list-style-type: none"> • Listed and unlisted numbers with home or business addresses in the geographic radius of the warning • Those who have self-registered additional communication platforms: text, cell phone numbers, and e-mail addresses 	<ul style="list-style-type: none"> • People that don't have a landline phone and don't register a mobile device or email in the AlertOC system • People who have limited English and have not registered another language preference • Visitors to the targeted geographic area, including employees who don't have a direct line and haven't registered their work address
Emergency Alert System (EAS)	<ul style="list-style-type: none"> • The situation is imminent • The situation is life threatening to the public • The public must be provided with safety instructions • Other warning methods would be ineffective 	<ul style="list-style-type: none"> • OCSD Control One • National Weather Service (NWS) 	<ul style="list-style-type: none"> • Television • Radio • NOAA Weather Radio 	<ul style="list-style-type: none"> • People watching TV or listening to the radio in the geographic area of the warning. EAS on TV is captioned per FCC rules 	<ul style="list-style-type: none"> • People who aren't watching or listening to broadcasts • People who do not understand English well
Wireless Emergency Alert (WEA)	<ul style="list-style-type: none"> • The situation is imminent • The situation is life threatening to the public • The public must be provided with safety instructions • Other warning methods would be ineffective 	<ul style="list-style-type: none"> • Local Emergency Operations Manager • OCSD Emergency Management Division Staff • Public Safety Dispatch Center • OCSD Control One • Alert and Warning Group Supervisor 	<ul style="list-style-type: none"> • Text message on WEA-enabled mobile phones 	<ul style="list-style-type: none"> • People with mobile phones who are physically in the geographic radius of the warning. Many phones can be set to read text messages aloud 	<ul style="list-style-type: none"> • People without mobile phones • People who do not understand English well • People in areas and buildings with limited cellular reception

					<ul style="list-style-type: none"> • People who have turned off their phones • People who have turned off alerts
Media Release & Social Media	<ul style="list-style-type: none"> • Public interest in the situation • Could be used in conjunction with other communication tools 	<ul style="list-style-type: none"> • Public Information Officer 	<ul style="list-style-type: none"> • Press release to local media • Social Media (Twitter, Facebook, Instagram, ect.) 	<ul style="list-style-type: none"> • News Media • People watching local media outlets or social media platforms 	<ul style="list-style-type: none"> • People not watching local media outlets • People do not follow specific social media

Evacuation Informational Updates

Real-time and accessible updates must be communicated to evacuees including:

- Changes to initial evacuation orders
- Changes in routes, road conditions and traffic conditions
- Road and area closures
- Shelter capacities and accessibility status
- Repopulation and return
- Other details as dictated by changing situational awareness

These informational updates will be provided to evacuees through the channels identified under “Notification Methods” but with an added emphasis on en-route communication channels such as emergency radio stations and highway “Changeable Message” signs. Public information will also be distributed to evacuees in established shelters, as well as through normal channels such as media outlets and social media platforms.

2.6 Inter-Jurisdictional and Inter-Agency Communications

During any incident, regardless of size, communication resources are one of the most important fundamentals available within a single agency, multi-agency or jurisdiction. The ability to communicate properly allows for decision makers to make informed decisions based on all available information pertaining to hazard, risk, resources and capabilities. Evacuation is a multi-discipline, multi-agency effort. Inter-jurisdictional and inter-agency coordination will occur at multiple levels: in the field, at Incident Command Posts, in local-level Department Operations Centers (DOCs) and EOCs, and at the Operational Area EOC.

For more information on inter-jurisdictional and inter-agency communications, refer to the EOP and the Tactical Interoperable Communications Plan.

2.7 Transportation

The primary mode of evacuation is assumed to be various forms of ground transport (personal vehicle, bicycle, rail, bus, ect.) for most persons in the evacuation area. Many community members will use private automobiles and the OA and local jurisdictions will mobilize transportation resources to assist people with disabilities and those who do not own or have access to automobiles.

Transportation Management

- Within the OA EOC Operations Section Law Enforcement Branch is a Movement Group Supervisor. This position coordinates evacuation resources with the Operations Section Health Care Branch Medical Group Supervisor, Care and Shelter Branch, Schools Group Supervisor, Disabilities and Access and Functional Needs Group Supervisor, Transportation Assembly Points Group Supervisor, the Public Information Manager and the Logistics Section Transportation Unit Leader.
- The Logistics Section Transportation Unit is supported by OCTA, OCTA Paratransit Services and Orange County Public Works. Together these agencies work to ensure sufficient vehicles and other logistical support for evacuation purposes can be obtained. These agencies are also

responsible for coordinating and tapping into non-traditional (public and private) transportation resources, sometimes call “hidden fleets.”

- The Schools Group Supervisor in the Care and Shelter Branch can assist with the procurement of school district transportation resources.
- Operational tactics will direct evacuees to the nearest reception center and/or shelter in the most efficient manner possible, given the information available, existing transportation corridors and evacuation resources.
- Law enforcement personnel in the field should be equipped with visual aids or tools to communicate evacuation orders to the deaf and hard of hearing, people with cognitive disabilities and non-English speakers.
- Persons who refuse to follow evacuation instructions will be left alone until all willing to leave have been evacuated. If time permits, the name, address and next of kin of persons refusing to evacuate should be added to the incident log.
- Individuals seeking to evacuate via public transportation will need information about the nearest Transportation Assembly Point (TAP). TAPs are pre-established locations where evacuees can assemble for evacuation. See “Transportation Assembly Points” section below for more information.
- Whenever possible, persons who wish to evacuate but are unable, due to a disability or other access or functional need, will be assisted with accessible transportation resources.

Evacuation Assets

- Rapid mobilization of transportation resources is essential to the successful evacuation of individuals who rely on public transportation. Evacuation transportation resources may be provided by the following entities:
 - OCTA
 - OCTA Paratransit Services
 - Orange County School Districts and the Orange County Department of Education
 - Public transportation providers from neighboring jurisdictions, including Cities and the County
 - Private sector transportation providers
 - Metrolink and other rail providers (depending on incident)
- **A resource inventory and contact information for possible transit and paratransit resources is provided in Attachment B.**

Evacuation Routes

- Evacuation routes will be selected by law enforcement officials, approved by the Incident Commander at the time of the evacuation decision, and communicated to the EOC.

- Evacuation routes may include interstate, state and surface roads, and will be chosen based on the relative safety of roadway infrastructure and current traffic conditions.
- The Operational Area will coordinate with Caltrans and the Transportation Corridor Agency to determine the role of Orange County's Toll Roads in evacuation operations.
- Movement instructions will be part of the warning notifications and subsequent public information releases.

Transportation Assembly Points

- Transportation Assembly Points (TAPs) can serve as transportation hubs where evacuees can be picked up by family, friends or be transported to reception centers and/or shelters by public transportation. Evacuees may arrive at TAPs by foot, bicycle, public transit, paratransit, or private vehicles.
 - Key criteria for these sites include:
 - Geographically dispersed across jurisdiction
 - Not encumbered by current evacuation operations plans (i.e. schools and city parks may already be committed as shelters, staging areas, etc.)
 - Availability of parking
 - Ease of ingress and egress for the public (e.g., easy to get to without getting lost, sufficient parking available)
 - Ease of ingress and egress for transit and paratransit vehicles (e.g., appropriate and accessible passenger loading areas, turning radius greater than 50 feet), as well as pedestrian traffic
 - Covered area in case of rain or other inclement weather
 - Accessible to individuals with disabilities and those with access and/or functional needs
 - Restroom facilities, nighttime lighting and water supply
 - Back-up power supply to serve the needs of people who may need power to sustain operation of essential equipment
 - Space for holding pets or livestock awaiting evacuation
- TAPs will be selected and activated by local jurisdictions in coordination with their local EOC which will coordinate with the Transportation Unit Leader in the OA EOC. Development of policies and procedures for transportation assembly point operations is also the responsibility of the local jurisdiction.
- The OA works with city emergency management coordinators to pre-identify TAPs throughout the county, enabling the City EOCs to more quickly select collection points serving the needs of evacuees and transit operations and improve coordination among OA jurisdictions.
- TAPs are already identified in the SONGS Emergency Plan for southern Orange County and are being designated throughout the county, especially locations subject to specific hazards such as tsunamis. Not all TAPs will be activated at any given time.
- This Annex is not meant to be used for an evacuation due to an event at the San Onofre Nuclear Generating Station (SONGS). Procedures for an event at SONGS are presented in the Orange County SONGS Emergency Operations Plan.
- **Existing TAPs are listed in Attachment C.**

Personal Vehicle Evacuation

There are a variety of local transportation strategies available to enhance traffic flow and reduce the overall evacuation time. These strategies include traffic signal coordination, closure of on and off-ramps, Intelligent Transportation Systems, segregation of pedestrian and vehicle traffic, phased evacuation, use of designated markings, road barriers, and use of the Freeway Service Patrol. These strategies will be implemented based on local evacuation situational awareness:

Traffic Signal Coordination and Timing

Depending on the extent of the evacuation, coordination may be necessary both locally and regionally to calibrate the traffic signal systems for maximum traffic outflow, thereby reducing evacuation times. Additionally, it is important to identify the number of non-programmed signals along the evacuation routes. These signals can be connected to non-centrally programmed traffic signal boxes which will then generate flashing red lights to help manage traffic. In the event power is lost, non-functioning traffic signals will be treated as four-way stops and will generate further traffic congestion during an evacuation.

Closure of Highway On and Off-Ramps (Traffic Control Points)

Depending on the geographic area of the evacuation, traffic control and closure mechanisms may be necessary at highway on-ramps and off-ramps. Traffic control personnel and devices at designated on-ramps can be used to: increase the rate of vehicle entrance to the highway; prevent vehicles from entering dangerous, damaged or otherwise restricted areas through closures; and increase the throughput of traffic on the highway by preventing those who are not subject to evacuation orders from entering the highway, through closures.

Closure of off-ramps helps ensure evacuees remain on designated evacuation routes. These tactics will require coordination between CHP, Caltrans, local jurisdictions, and other emergency personnel to place barricades at the tops of such ramps throughout the evacuation route. Placement of barricades at the tops of such ramps would be conducted by Caltrans or the California Highway Patrol.

Intelligent Transportation Systems

Intelligent Transportation Systems include a broad range of tools enabling transportation and traffic managers to monitor traffic conditions, respond to capacity-reducing events, and provide real-time road conditions. The Orange County Transportation Management Center (TMC) integrates Caltrans Traffic Operations, Caltrans Maintenance, and CHP Communications into a unified, co-located communication and command center. By using Intelligent Transportation Systems technologies, the TMC can quickly detect, verify, and respond to incidents, and recommend, for example, a different evacuation route due to congestion.

Segregation of Pedestrian and Vehicle Traffic

Segregation of pedestrian traffic from vehicle traffic can be used to designate certain urban roads or pathways as pedestrian only. This provides separation between vehicles and pedestrians during an evacuation, thus reducing confusion and increasing the efficiency and safety of the evacuation. Some short-notice incidents, such as a near-source tsunami threat, may require an immediate evacuation on

foot versus by vehicle.

Use of Designated Markings and Signage

Designated markings and signs play a key role in accomplishing a safe and efficient evacuation. Signs, flags, and other markings can be used to provide guidance and information to evacuees en-route. This strategy is already in use to announce tsunami evacuation routes.

Road Barriers

Road barriers will be used in conjunction with other transportation strategies to ensure evacuees remain on designated evacuation routes and/or are blocked from entering closed areas.

Orange County Freeway Service Patrol

The Orange County Freeway Service Patrol, which is operated by local tow truck companies under contract to OCTA Motorist Services, can be used during an evacuation effort to provide service to disabled vehicles. The delivery of services by the Freeway Service Patrol is coordinated by the California Highway Patrol and is limited to freeways and state highways.

Local Jurisdiction Rotation Tow Services

The majority of local jurisdictions contract with local towing companies for rotation tow services to remove disabled and abandoned vehicles from city streets and other areas of city jurisdiction.

Movement of People with Disabilities and those with Access and/or Functional Needs

It is critical that modes of available transportation are identified to help evacuate individuals with disabilities and those with access and/or functional needs during an emergency. Following is guidance for the five prime categories of people with access and functional needs.

Communications

Within the limits of personal safety, law enforcement will sweep the evacuated area after the initial notice to ensure all persons have been advised and have responded. Personnel should be equipped with evacuation visual aids or tools with which to communicate evacuation orders to the deaf and hard of hearing, people with cognitive disabilities and those with limited English proficiency.

Medical and Health Care Facilities

Care facilities such as hospitals and nursing homes are required to have their own evacuation plans and procedures to follow during an incident. For more information on care facilities and other congregate care institutions, see section **2.8. Critical Facilities**.

Independence

Transportation able to accommodate people in wheelchairs, scooters, or other mobility aids should be made available. Mobility devices and durable medical equipment should be transported with the evacuee.

Medical equipment should be labeled with the owners name and contact information when possible. Evacuees will only be separated from their mobility device(s) and durable medical equipment under the most urgent life-threatening conditions. If these conditions exist, appropriate plans will be in place to ensure durable medical equipment and mobility devices are available at the destination. A coordinated equipment labeling and tracking system will be necessary to ensure individuals are not separated from their mobility devices.

Service animals meeting the description in the ADA Service Animal Guidance will always be transported with their owner.

Support and Safety

People that are blind or have low vision will need additional assistance during transport because they cannot rely on their traditional orientation and navigation methods. Evacuees with cognitive disabilities, as well as people with dementia, should be transported with their caregivers or other mental health professionals when possible for their own safety.

Transportation

Buses and paratransit vehicles will most likely be the primary resources used to evacuate people with critical transportation needs. Medical transportation should be reserved for those with injuries and acute medical issues.

Animal Transportation

Within the OA EOC Operations Section Care and Shelter Branch is an Animal Care Services Group Supervisor. If local resources become overwhelmed, the EOC will request assistance through the Regional EOC from the California Department of Food and Agriculture, which is the lead agency for California Animal Response Emergency System. If necessary, the California Department of Food and Agriculture will coordinate requests for Federal assistance.

Service Animals

Service animals are essential to the continued independence of persons with access and functional needs and should be evacuated with the person. The Americans with Disabilities Act requires service animals be permitted in any area accessible to the general public. This includes public transportation, shelters, and any other location where evacuees may be present.

Pets

Ensuring for the transportation, care, and sheltering of animals is an important factor in evacuation planning. Some pet owners may refuse to evacuate unless allowances are made for their household pets or other animals. Evacuees that are forced to leave animals behind may also attempt to prematurely re-enter evacuated areas to rescue their animals.

Due to these lessons learned, the Pets Evacuation and Transportation Standards (PETS) Act of 2006 was established. This legislation amends the Stafford Act, and requires evacuation plans to take into account the needs of individuals with household pets (specifically small animals such as dogs and cats) and service

animals, prior to, during, and following a major disaster or emergency. Livestock, exotic pets and other large animals are not covered by the PETS Act.

OCTA and OCTA Paratransit Services rules state service animals (e.g., seeing-eye dogs) are permitted onboard at all times. Household pets are permitted onboard during emergency evacuations if contained within a protective carrier that prevents the animal from interacting with other passengers.

In the event pets are not properly caged, or the pet carrier is too large to fit on the transit vehicle, Orange County Animal Care Services may be able to provide trailers and cages to support the movement of animals. In such cases, the agency will take the animals to animal shelters, allowing owners to collect their pet once the emergency situation has passed. Local agencies should coordinate with their local animal care provider for trailers and cages.

Livestock and Exotic Animals

Movement of large animals and livestock will be coordinated through the Animal Care Group Supervisor in the Care and Shelter Branch of the OA EOC and the Agricultural Commissioner with support from the California Department of Food and Agriculture at the REOC.

Equestrian evacuations may be assisted by mutual aid from local non-governmental organizations and volunteer groups.

Movement of restricted animals and exotics is the responsibility of the license holder. The California Department of Fish & Game (CDFG) coordinates with non-governmental organizations to address wildlife and exotic animal shelter and rescue in the event of an emergency.

Ongoing Transportation for Evacuees

Following a moderate or mass evacuation, tens of thousands of residents could be out of their homes for hours or days. Evacuees staying in shelters will have continuing needs for transportation to medical appointments, Disaster Recovery Centers, Local Assistance Centers, work, or other daily activities. Historically, shelter residents are more likely to be transit-dependent.

Following an evacuation, OCTA will assess its service schedule to determine if existing routes are adequate to meet the transportation needs of shelter residents, or if new temporary stops or additional temporary routes may be appropriate or necessary.

OCTA Paratransit Services will also provide demand-responsive service to shelter residents based on the agency's regular policies and procedures for eligibility. As evacuation operations transition to the repopulation phase, OCTA and partner agencies will assist in returning transit-dependent shelter residents to their homes.

2.8 Congregate Care Facilities

Residents of care facilities and in institutional settings face the same hazards and threats as other Orange County residents. Due to the added medical care and supervision demands for these populations, shelter in place is a more probable protective action for critical care facilities. However, this may not always be an option. In general, when evacuation orders are issued it is the responsibility of the evacuating facility

to identify and arrange their own or privately contracted resources to effect supervised evacuation. However, it is expected that some facilities will not have adequate preparations and intervention by local first responders will be required. In a large event, competing needs may result in a prioritization of resources and assistance may not be immediately available for care facilities.

In the OA EOC, coordination of facility evacuations will be in support of local jurisdictions and may include action by the Movement Group, the Disabilities and Access and Functional Needs Group, Health Care Branch Director, and the Transportation Unit. Assistance will most likely involve the coordination of accessible transportation to supplement existing local resources.

For further information on care facility preparedness regulations, please contact the appropriate licensing agency:

**California Department of
Social Services**
Community Care Licensing Division
Southern Adult Care Regional Office
(714) 703 - 2840

California Department of Public Health
Licensing and Certification Division
Orange County District Office
(714) 597 - 2906

**California Department of
Alcohol and Drug Programs**
Licensing and Certification Division
(916) 322 - 9897

Long-Term Care Facilities and Group Homes

Locations in this category include Residential Care Facilities for the Elderly (RCFE), Adult Residential Facilities, Skilled Nursing Facilities and other similar sites. RCFEs provide residents with care, supervision, and assistance with activities of daily living, such as bathing and grooming. They are licensed by the California Department of Social Services. Sites offering medical services, such as Skilled Nursing Facilities and Intermediate Care Facilities are licensed by the California Department of Public Health. Regulations pertaining to evacuation and disaster preparedness of care facilities can be found in Title 22 of the California Code of Regulations.

- Licensed care facilities should have plans for facility evacuation that include provisions for transportation of patients and emergency housing.
- Facility evacuation plans should address moving patients to unaffected areas of the facility (i.e., partial evacuation) as well as evacuation of the entire facility (i.e., full evacuation). Partial or full evacuation of a facility will be determined by facility administration in consultation with public safety agencies.
- Critical care facilities typically have plans to evacuate their patients to another facility within their network. Evacuating residents to similar facilities via pre-existing agreements can ensure residents maintain a similar level of care.

Adult Day Care Centers

- Evacuation of Adult Day Care Centers will require close coordination between the evacuating jurisdiction, the Joint Information Center, the evacuating facility, and reception/reunification facilities.

- Adult Day Care Centers should coordinate with their local jurisdiction to ensure they are included in local evacuation plans.
- Adult Day Care Center patients frequently use OCTA Paratransit Services for transportation to and from day care facilities. During an evacuation, these scheduled trips would be considered high priority medical transport for OCTA resources.

Child Care Centers

- Child Care Centers are required to communicate with the California Department of Social Services Community Care Licensing Division in the event of a facility evacuation or other unusual incident.
- Child Care Centers should coordinate with their local jurisdiction to ensure they are included in local evacuation plans.
- Some Child Care Centers may require additional transportation support.

Schools

- Public schools and school districts are required to have safe school and emergency plans in place to safeguard students, staff and visitors. Public schools may or may not have adequate resources, including transportation, to support their students and staff during an evacuation order.
- Public schools may evacuate or relocate to another school site during an emergency. Parent and student reunification orders must be obtained and communicated to others in an expeditious and inclusive way.
- Private schools may need additional assistance in a large-scale evacuation due to the limited number of transportation resources available during an emergency. Institutions without pre-existing plans and transportation resources may be dependent on Transportation Assembly Points and public transportation for evacuation.
- Some school buses are equipped to transport students with disabilities and these buses may become a limited resource during an emergency evacuation.
- The Operational Area will activate the Schools Group Supervisor in the OA EOC to support school related response activities including the mobilization of resources to support affected schools.

Unlicensed Facilities

- Some small facilities, especially in residential neighborhoods, may be unlicensed and therefore would not appear on any maps or lists of licensed facilities provided to planners or first responders. When performing evacuations in residential areas, law enforcement should inquire as to possible facilities in the neighborhood.

- In some areas of Orange County, naturally occurring retirement communities may be common. These communities are not created to meet the needs of seniors living independently in their homes, but evolve naturally as adult residents age in place. These facilities may not be licensed but are likely to be well-known to first responders in the area.

Hospitals

- Each hospital in Orange County is required to develop and implement a hospital evacuation plan as part of their Emergency Operations Plan.
- All hospitals are responsible for coordinating with EMS and receiving facilities to provide on-going medical care for evacuated patients and contacting their contracted ambulance providers to assist in transportation of evacuated patients.

Orangewood Children's Home

- The Orange County Social Services Agency is responsible for the children at Orangewood and therefore are responsible for evacuating the children housed there.

Drug Treatment Centers

- Drug treatment centers are licensed by the California Department of Alcohol and Drug Programs.
- As a licensed care facility, drug treatment centers are required to have plans for facility evacuation that do not depend upon public transportation resources or facilities.

Homeless Shelters

- Homeless people in need of emergency response sheltering will be transported and sheltered with general evacuation populations following emergency procedures detailed in this plan and the Orange County Mass Care and Shelter plan.
- Evacuation of homeless shelters will be coordinated with Orange County Community Resources (OCCR) Homeless Prevention.

Jails and Correctional Facilities

- The Orange County Sheriff's Department and local law enforcement agencies are responsible for evacuation of inmates under their care using existing Jail Evacuation Plans.

Juvenile Detention Centers

- The Orange County Probation Department is responsible for evacuation of the juveniles under their care.
- Juvenile and adult inmates are to remain separated throughout an evacuation.

Special Events, Amusement Parks and Other High Density Facilities

At any given time, there may be a number of events occurring in Orange County generating large gatherings of people. It is important to remember any event attracting a large crowd will include people with disabilities and those with access and functional needs. Should the need to evacuate a high density location arise, local first responders will include all people in their evacuation operations.

2.9 Sheltering

The Orange County Mass Care and Shelter Annex provides detailed descriptions of how evacuating and receiving jurisdictions coordinate to ensure evacuees receive appropriate care and shelter. This plan also addresses the critical concern of care and shelter for pets and livestock. See the Orange County Mass Care and Shelter Annex for details.

2.10 Access Control and Security

If an evacuation is ordered, local law enforcement agencies, in coordination with the Operations Section Law Enforcement Branch in the OA EOC, are charged with ensuring evacuated areas are reasonably secure and access to the area is controlled. Once an area is evacuated, it will be kept secure for the safety of responders repopulation will be coordinated with Incident Command and the local EOC to ensure community health and safety.

If an evacuated area has sustained damage and cannot be reoccupied for an extended period of time, it may be desirable and necessary to implement a permit system to restrict and/or limit access. Access control will be directed towards specific emergency workers, private sector partners, utility workers, and contractors repairing damaged structures. Law enforcement may also consider making allowances at traffic control points and other impacted areas for attendants, home health aides, visiting nurses, and other individuals crucial to the immediate care of people with disabilities and those with access and/or functional needs.

Access Control

Perimeter control may be accomplished by establishing strategic concentric rings of security, hard access control points, road blocks, or road closures supplemented by suitably equipped mobile ground and air patrols. Depending on the incident type, multiple zones may be established around an incident.

Access into the evacuated areas should initially be limited to emergency services, including law enforcement, fire, emergency medical services (EMS), rescue, State and Federal resources, public works, utility companies, Coroner, and Animal Control Officers.

Security Requirements

To encourage compliance with evacuation orders, public and private property should be protected after an area is cleared. Residents are more likely to evacuate if they feel their property will be safe. Furthermore, the protection and security of the infrastructure located within evacuated areas is paramount to the safety of the community, and will assist in the expedited return of evacuees to their

homes and businesses. Vandalism, looting, and sabotage of infrastructure facilities may cause additional damage to the impacted area, or have a cascading effect on infrastructure throughout the region. Mapping of critical infrastructure throughout the Operational Area will assist Incident Commanders in strategic and tactical security and access control decision making. For more information on critical infrastructure in an area, refer to local plans for that jurisdiction.

2.11 Repopulation

Following a moderate or mass evacuation event, the OA will work to ensure a coordinated, safe, and orderly repopulation with responding jurisdictions and into the impacted community. Residents and recovery personnel will be permitted back into evacuated areas as soon as it is deemed safe.

Planning

- Repopulation will be initiated by the Incident Commander and coordinated with the affected jurisdiction(s) and the OA EOC.
- The Operations Section Law Enforcement Branch Movement Group Supervisor, in coordination with the Care and Shelter Branch Director, the Public Information Manager, the Disabilities and Access and Functional Needs Group Supervisor, and the Logistics Section Transportation Unit Leader will oversee movement of persons back to their neighborhoods.

Site Safety Assessments

- The impacted areas must be thoroughly inspected to ensure essential infrastructure services have been restored and it is safe for residents to return to their homes.
- When the Incident Commander determines the incident risk has passed, he or she will coordinate with affected jurisdictions and the OA EOC to conduct a safety assessment of the evacuated area including:
 - Structural integrity of buildings, roads and trees
 - Integrity of gas lines, water lines, and sewer lines
 - Assessment of debris and contaminant hazards
 - Assessment of drinking water quality
 - Assessment of accessibility of travel paths for people with disabilities, including residents and recovery personnel

Phased Repopulation

Repopulation may be phased to manage the number of people entering the disaster area, and prioritized for public safety purposes.

Phase I

Allows the repopulation of personnel playing key roles in restoring normal services and ensuring public safety in the impacted area following a disaster. Phase I agencies and groups may include:

- Law Enforcement and security agencies (including private security for facilities and residential communities)
- Fire/Emergency Medical Services (EMS)/Search and Rescue Teams
- Animal Care Officers
- Official damage assessment teams
- Infrastructure and utilities repair personnel
- Facility/industry emergency response teams
- Debris clearing and removal crews
- Non-profit partners with a direct service responsibility
- Other personnel at the direction of the EOC

Phase II

Allows for the repopulation of residents and business owners who can prove they live, own, rent, lease, or otherwise need access to the restricted areas. In some cases, repopulation during this phase may be temporary as safety and security issues warrant. The Repopulation Plan Template is located in the attachment D, to this Annex.

Phase III

Allows for the repopulation of additional groups critical to long term recovery. These groups may include, but are not limited to the following:

- Relief workers
- Health and human services
- Insurance agents
- Retail store management and staff
- Hotel/motel staff (to prepare for receiving of State and Federal relief agencies)

Phase IV

Allows for the resuming of normal access for residents and the demobilization of checkpoints and emergency personnel.

The public will be notified of the repopulation status through emergency broadcast radio, television, press releases, AlertOC, Internet, informational phone lines such as 211, community briefings, and informational updates at shelters.

Checkpoints and Routes

- Law enforcement will establish/maintain Traffic Control Points along access routes to facilitate repopulation and maintain the security of evacuated areas.
- Transportation resources will have to be coordinated to return evacuees requiring transportation assistance from evacuation points or shelters back to their communities

- Identification will be required of anyone wishing to re-enter evacuation zones. If possible, a mobile credentialing system for all evacuees and emergency workers will be implemented. To expedite the identification process while maintaining security, credentials should identify the individual, agency (if applicable), specific level of access, and the timeframe of allowed access.
- Displaced individuals should have proper identification, such as a driver's license, voter's registration, utility bills, property tax receipts, or another official document that proves they reside within the affected area.
- Relief workers should have an identification card from their organization and be able to prove they are fulfilling an assigned role or mission.

Chapter 3 Roles and Responsibilities

The roles and responsibilities of local, State and Federal governments in a regional evacuation are summarized below. In addition, brief descriptions of responsibilities of key OA EOC positions are provided. For more detailed information on OA EOC operations including position specific checklists, see the Unified County of Orange and OA EOP.

All agencies, jurisdictions and organizations with an evacuation response role are responsible for developing procedures to support their functions described in this plan.

3.1 All Agencies and Personnel

Responsibilities

- Identify and articulate your role in emergency evacuations including public education, alert notification, emergency transportation, care and shelter, and repopulation
- Identify the personnel, resources and information necessary to fulfill that role
- Develop strategy to quickly mobilize those resources in case of emergency
- Conduct the planning, training and exercises necessary to ensure assigned personnel understand and can effectively perform evacuation duties

Activation

- Identify and mobilize resources to support evacuation operational objectives established by Incident Command
- Log in to WebEOC and maintain an activity log of actions taken and decisions made
- Coordinate information and resources at the EOC level in the affected local government jurisdiction

Operation

- Provide resources to facilitate safe evacuations, care and shelter, and repopulation, within the scope of your agency mission and capabilities
- Provide situational updates as requested by the lead response agency through WebEOC or other means

Deactivation

- Conduct thorough post-incident assessment and after action review to identify areas for improvement
- Provide debriefing and offer crisis counseling to all agency personnel under your command

3.2 Operational Area Emergency Operations Center Positions

3.2.1 Policy Group

Responsible Department: Various agencies and departments (See OA EOP)

OA EOC Section: Management

Responsibilities

- Provide political leadership helping set realistic expectations and maintaining confidence in Orange County response and recovery operations
- Prioritize overall EOC objectives and direct incident support
- Triage and prioritize Operational Area resource request
- Provide resources Orange County Departments need to effect response and recovery operations given the constraints of resource availability
- Sign emergency declarations and consider special ordinances as necessary to meet incident objectives
- Provide availability to public and the media in coordination with the County Public Information Officer
- Ensure agency responsibilities and business operations affected by the emergency are coordinated with the OA EOC

3.2.2 Director of Emergency Services

Responsible Department: Varies depending on incident (See OA EOP)

OA EOC Section: Management

Responsibilities

- The Director of Emergency Services is responsible for ensuring public safety for the people of Orange County. In this capacity, he/she must provide every available resource to ensure evacuation plans are followed
- Sign emergency documents and provide emergency resources as necessary to meet incident objectives
- Approve EOC objectives and incident objectives and incident plan

3.2.3 Emergency Operations Center Manager

Responsible Department: Orange County Sheriff's Department, Emergency Management Division

OA EOC Section: Management

Responsibilities

- Coordinate emergency response activities in support of incident objectives
- Identify evacuation needs
- Request assistance from support agencies
- Maintain communication and coordination between EOC, city EOCs, REOC and support agencies

3.2.4 Public Information Manager

Responsible Agency: Orange County Sheriff's Department

OA EOC Section: Management

Responsibilities

- Ensure that the public, including individuals with access and functional needs, receives current evacuation orders and provide direction to community members on what to do to protect themselves and their loved ones.
- Oversee external affairs including:
 - Message development
 - Activation of the Joint Information System (See OA JIS Annex)
 - Establishing a Joint Information Center (See OA JIS Annex)

3.2.5 Law Enforcement and Coroner Branch Director

Responsible Department: Orange County Sheriff's Department

OA EOC Section: Operations

Responsibilities

- Maintain public safety and security
- Support evacuation operations in the field
- Identify accessible safety zones, reception centers, Transportation Assembly Points and primary evacuation routes
- Coordinate with California Highway Patrol and local law enforcement on the establishment of Traffic Control Points (TCPs)
- Coordinate repopulation of residents and businesses into evacuated areas once threat has passed and area is deemed safe

3.2.6 Movement Group Supervisor

Responsible Department: Orange County Sheriff's Department

OA EOC Section: Operations

Responsibilities

- Act as central coordinator for evacuation operations in the EOC
- Support the Law Enforcement and Coroner Branch Director in coordinating and providing evacuation resources to assist OA Members' law enforcement agencies or the regional law enforcement resource
- Identify and coordinate strategies for sharing, acquiring, and/or distributing evacuation resources and personnel in the OA
- Coordinate with OA Members to ensure evacuated areas are reasonably secured and access to the evacuated area is controlled
- Coordinate with local jurisdictions to support and track establishment of Transportation Assembly Points

- Support local jurisdictions in handling the relocation of people with disabilities and access and functional needs
- Coordinate repopulation of residents and businesses into evacuated areas once threat has passed and area is deemed safe

3.2.7 Transportation Assembly Point Group Supervisor

Responsible Agency: Orange County Sheriff's Department

OA EOC Section: Operations

Responsibilities

- Coordinate with the Movement Group Supervisor in establishing and staffing the Transportation Assembly Points for evacuees without transportation of their own.
- Coordinate with the Transportation Group Supervisor in Logistics regarding the number and type of vehicles which are needed for deployment to identified TAP locations.
- Ensure orderly operation at TAPs to facilitate a timely evacuation.
- Coordinate with the Movement Group Supervisor on resource needs and activities at TAPs.

3.2.8 Fire and Rescue Branch Director

Responsible Agency: Orange County Fire Authority

OA EOC Section: Operations

Responsibilities

- Assist with evacuation operations and medical response
- Coordinate rescue operations
- Support fire protection and search and rescue in evacuated areas

3.2.9 Public Works and Utilities Branch Director

Responsible Department: Orange County Public Works

OA EOC Section: Operations

Responsibilities

- Gather information and report on status of county infrastructure
- Support Law Enforcement Branch in opening and closing county roads
- Facilitate pre-positioning of resources to enable rapid response to worsening conditions
- Provide resources including changeable message signs, k-rail barricades, road cones to support road closures
- Coordinate with all utilities including gas and electric
- Coordinate with the Water Emergency Response Organization of Orange County (WERO) and other partner organizations to identify infrastructure concerns that may affect repopulation timelines

3.2.10 Care and Shelter Branch Director

Responsible Department: Orange County Social Services Agency

OA EOC Section: Operations

Responsibilities

- Support the safe evacuation of non-medical critical facilities
- Coordinate with SSA representatives for the safety and security of clients under the care of SSA
- In coordination with the Regional Center of Orange County, provide EOC with information on daycare facilities serving functional needs clients and in-home support services clients
- Coordinate with local jurisdictions to support establishment of reception center and shelter locations in accordance with Operational Area Care and Shelter Plan
- Coordinate with transit assets to provide transportation to and from shelters and other locations
- Coordinate resource requests to support the care and shelter needs of the community

3.2.11 Schools Group Supervisor

Responsible Department: Orange County Department of Education

OA EOC Section: Operations

Responsibilities

- Coordinate with school management to determine status of facilities, operations, resource and personnel needs
- Coordinate with the American Red Cross and the Disabilities and Access and Functional Needs Group in identifying appropriate school sites for care and shelter operations
- Keep the emergency organization apprised of issues relating to schools and children

3.2.12 Disabilities and Access and Functional Needs Group Supervisor

Responsible Department: Orange County Social Services Agency

OA EOC Section: Operations

Responsibilities

- Provide information to Operational Area (OA) EOC sections on access and functional needs-related issues and available resources
- Facilitate communication between OA EOC and area organizations serving people with disabilities and access and functional needs
- Ensure people with disabilities and access and functional needs are properly considered in all aspects of the incident response and recovery
- Coordinate with Operations Section to identify access and functional needs-related issues and available resources
- Work with Planning and Intelligence Section to provide information for inclusion in Incident Action Plan
- Maintain communication with organizations serving people with disabilities and access and functional needs and continue to monitor their response activities and needs

3.2.13 Animal Care Group Supervisor

Responsible Agency: Orange County Community Resources

OA EOC Section: Operations

Responsibilities

- Provide services and support for service animals and pets
- Support Operations Section Movement Group with animal control vehicles to assist with evacuation of pets
- Coordinate with non-governmental organizations and volunteer groups to facilitate evacuation of large animals and pets
- Establish and support household pet and large animal evacuation sites

3.2.14 Behavioral Health Group Supervisor

Responsible Agency: Orange County Health Care Agency

OA EOC Section: Operations

Responsibilities

- Coordinate behavioral health resources and personnel in support of shelter operations
- Monitor behavioral health teams in the impacted disaster areas
- Monitor and provide appropriate psychological support to the Operational Area EOC staff
- Coordinate with the hotline supervisor and provide a representative to work the hotline as needed
- Coordinate directly with Group Supervisors in the EOC, ICP and with representatives at the Health Care Department Operations Center, if activated

3.2.15 Health Care Branch Director

Responsible Agency: Orange County Health Care Agency

OA EOC Section: Operations

Responsibilities

- Coordinate evacuation of hospitals and other medical facilities
- Coordinate with American Red Cross and the Orange County Social Services Agency to support medical needs in shelters
- Provide information as needed to support the Incident Action Plan

3.2.16 Alert and Warning Group Supervisor

Responsible Agency: Orange County Sheriff's Department

OA EOC Section: Operations

Responsibilities

- Activate the Emergency Alert System (EAS) when directed by the Operational Area Coordinator (OAC)
- Initiate the County Mass Notification (AlertOC) system for public safety and warning information in unincorporated areas

- Coordinate with the Public Information group ensuring press releases, EAS, etc. are obtained for this position and RACES group
- Utilizing multiple, redundant means of communication as outlined in Section 2.5 of this Annex to alert the public, including people with disabilities and people with limited English proficiency

3.2.17 Planning and Intelligence Section Chief

Responsible Agency: The EOC Planning and Intelligence Section Chief will be from the same discipline and department as the Director of Emergency Services (DES)

OA EOC Section: Planning and Intelligence

Responsibilities

- Ensure the Planning and Intelligence function is performed consistent with SEMS and NIMS guidelines, including:
 - Collecting, analyzing all data regarding the status and operations of the Operational Area
 - Preparing periodic situation reports
 - Initiating and documenting the EOC's Incident Action Plan and After-Action Report
 - Advance planning for future operational periods and recovery operations
 - Planning for demobilization
- Coordinate with counterpart Planning and Intelligence Section Chief and Operational Area EOC's, County departments and agencies to ensure the Operational Area priorities and strategies comply with the Operational Area needs

3.2.18 Transportation Group Supervisor

Responsible Agency: Orange County Public Works

OA EOC Section: Logistics

Responsibilities:

- In coordination with the Operations Section, develop a transportation plan to support evacuation operations
- Coordinate the acquisition or use of required public transportation resources
- Provide accessible transportation resources to support transportation assembly points, shelter locations, and the on-going transit needs of residents and evacuees
- Work with the Logistics Section to acquire additional private sector and Non-Governmental Organization resources as required
- Work with the Care and Shelter Branch to coordinate shelter services for paratransit clients unable to return to their home in the affected area

3.2.19 Logistics Section Chief

Responsible Agency: County Executive Office

OA EOC Section: Logistics

Responsibilities

- Ensure the Logistics function is performed consistent with SEMS and NIMS guidelines
- Provide situational and resource status information to Section Chiefs and Management
- Generate the Emergency Purchase Order that will be used on all contracts and purchases

3.2.20 Communications Unit Leader

Responsible Agency: Orange County Sheriff's Department

OA EOC Section: Logistics

Responsibilities

- Develop the Communications Plan to ensure effective use of the communications equipment and facilities assigned to the incident
- Identify the best strategy for sharing, acquiring and distributing EOC radio, data and telephone needs
- Coordinate the maintenance and repair of communications equipment at the Operational Area EOC and in the field

3.2.21 Finance and Administration Section Chief

Responsible Agency: County Executive Office

OA EOC Section: Finance and Administration

Responsibilities

- Identify the best strategy for sharing, acquiring and distributing response expenditures
- Implement a Disaster Accounting System
- Provide regular accounting of costs (personnel and equipment) reports associated with the incident
- Quantify damage to public property
- Act as a financial liaison between the Operational Area and other agencies
- Recommend financial policies to Policy Group and carries out agreed upon policies

3.3 Non-Governmental Agency Responsibilities

3.3.1 American Red Cross

Responsibilities

- Care for evacuees in accordance with the Orange County Operational Area Mass Care and Shelter Annex

3.3.2 211 Orange County

Responsibilities

- Augment communication between the EOC and functional needs populations
- Staff information line to support EOC Public Information Hotline for call volume capacity
- Provide evacuation information to callers seeking information
- Coordinate offers of volunteerism through the EOC

3.3.3 Collaborating Organizations Active in Disaster

Responsibilities

- Provide volunteer staffing to Transportation Assembly Points, reception centers and shelters as requested by the EOC
- Provide volunteers to support fire and law enforcement during repopulation of evacuated neighborhoods through activations of the CERT Mutual Aid Plan

3.4 State Responsibilities

3.4.1 Cal OES Regional Emergency Operations Center (REOC)

Responsibilities

- Provide support to County EOC
- Facilitate requests for state and federal disaster assistance
- Facilitate requests for state resources
- Facilitate requests for federal resources
- Coordinate the activities of state departments providing support resources, particularly those involved with functional needs populations

3.4.2 Cal OES State Operations Center (SOC)

Responsibilities

- Provide support to REOC
- Facilitate requests for state and federal disaster assistance
- Facilitate requests for state resources
- Facilitate requests for federal assistance
- Request activation the National Guard, as needed
- Coordinate the activities of state departments providing support resources, particularly those involved with functional needs populations

3.4.3 Cal OES Office for Access and Functional Needs

Responsibilities

- Advocate for evacuation support to accommodate people with disabilities and access and functional needs
- Facilitate requests for support from or information regarding functional needs populations affected by evacuation orders
- Represent access and functional needs issues as appropriate

3.4.4 California Highway Patrol

Responsibilities

- Maintain safety and security on state roads and designated evacuation corridors
- Manage traffic control points
- Provide the EOC with information regarding roadway issues such as infrastructure damage and transportation blockages
- Coordinate with field responders to allow transportation resources access to closed areas

3.4.5 California Department of Social Services

Responsibilities

- Support local government in providing temporary shelter for evacuees
- Track resources needed for care and shelter operations

3.4.6 California Department of Transportation (Caltrans)

Responsibilities

- Maintain evacuation routes during evacuations
- Protect and repair state-owned transportation infrastructure
- Activate the Transportation Management Center (TMC)
- Provide the EOC with detailed information on roadway conditions based on traffic monitoring equipment and personnel
- Facilitate communication and coordination between transportation providers in the affected area and neighboring jurisdictions

Chapter 4 Plan Development and Maintenance

4.1 Overview

The OA Evacuation Annex is considered a working document that will evolve in response to ever-changing threats. Ongoing maintenance, training, and exercising of this Annex will ensure new hazards and changes in communities can be accommodated. A well-developed training and exercise program is vital to ensuring overall readiness and preparedness. Training ensures personnel are prepared for their roles and responsibilities. Emergency exercises test the capabilities, resources, and working relationships of responding agencies.

4.2 Plan Maintenance

The OA Evacuation Annex will be reviewed and revised every two years or as necessary following an actual event or exercise to ensure plan elements are valid and current. The Emergency Management Division will lead the responsible departments in reviewing and updating their portions of the Annex based on identified deficiencies experienced in exercises or actual occurrences. The Emergency Management Division is also responsible for making revisions to this Annex to enhance the conduct of evacuation operations and will prepare, coordinate, publish and distribute any necessary changes to the Annex to all entities.

4.3 Training and Exercises

All County and city staff should receive awareness training on the policies and procedures in their respective evacuation plans. Of particular importance will be training to ensure all field-level and EOC first responders are versed in integrating people with disabilities and those with access and/or functional needs into emergency plans in an inclusive manner. As a critical element to ensuring the success of the OA Evacuation Annex, training must include both classroom training, as well as the hands-on experience provided by exercises.

Exercises can be accomplished in several ways. Tabletop exercises provide a convenient and low-cost method of introducing officials to problem situations for discussion and problem solving. Such exercises serve as a tool to identify if adequate policies and procedures exist. Periodic tabletop exercises specific to short- and long-term recovery operations within the OA are recommended.

To the extent feasible and applicable, evacuation operations should also be included in functional and full-scale exercises that simulate actual emergencies. This can be accomplished by including emergency notification procedures, transportation coordination elements and post-evacuation tasks such as access control and repopulation.

Local organizations serving people with disabilities should be included in this process to ensure planning is properly inclusive. The participation of people with disabilities and the organizations that serve them both heightens the realism of the exercise and strengthens relationships between emergency managers and the disability community.

Chapter 5 Authorities and References

There is no evacuation order authority in California, but the Governor, local governing bodies, and County Boards of Supervisors are provided emergency powers through the California Emergency Services Act and local ordinances. The legal documents referenced below provide the Orange County OA with the authority to conduct and support emergency operations. When dictated by the situation, additional ordinances or other emergency regulations may be enacted by OA authorities through emergency proclamations.

5.1 Federal

- Homeland Security Act of 2002, as amended
- Homeland Security Presidential Directive (HSPD) 5, Management of Domestic Incidents
- Homeland Security Presidential Directive and Presidential Policy Guidance 8, National Preparedness
- FEMA Comprehensive Preparedness Guide (CPG) 101, v2.0, November 2010
- ADA Best Practices Tool Kit for State and Local Governments, Chapter 7, Emergency Management under Title II of the ADA (2007), Addenda 1-3, and the Introduction to Appendices 1 and 2 (Attached as Exhibit 1); Titles II, III, and V of the Americans with Disabilities Act of 1990, 42 U.S.C. §§ 12101-12103, 12131-12134, 12181-12188, and 12201-12213, as amended by the ADA Amendments Act of 2008
- The Americans with Disabilities Act Title II Technical Assistance Manual (1993) and Supplement (1994)
- Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Federal Emergency Management Agency, 44 C.F.R. pt. 16
- Enforcement of Nondiscrimination on the Basis of Handicap in Programs or Activities Conducted by the Department of Justice, 28 C.F.R. pt. 39
- The Post-Katrina Emergency Management Reform Act of 2006, 6 U.S.C. 701 § as amended
- United States Department of Homeland Security (USDHS), NIMS
- USDHS, National Response Framework (NRF)
- Presidential Directives 39 and 62 (directing primary terrorism investigative authority to U.S. Department of Justice /FBI, authority reference in Terrorism Annex)
- Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended)
- Federal Civil Defense Act of 1950 (Public Law 920), as amended
- Federal Disaster Relief Act of 1974 (Public Law 93-288) - Section 406 Minimum Standards for Public and Private Structures
- Public Law 84-99 (U.S. Army Corps of Engineers-Flood Fighting)
- NRT-1, Hazardous Materials Emergency Planning Guide and NRT-1A Plan Review Guide (Environmental Protection Agency's National Response Team)
- Nondiscrimination Based on Handicap in Federally Assisted Programs and Activities of the Department of Housing and Urban Development, 24 C.F.R. pt. 8
- Nondiscrimination on the Basis of Disability by Public Accommodations and in Commercial Facilities, 28 C.F.R. pt. 36

- Nondiscrimination on the Basis of Disability in State and Local Government Services, 28 C.F.R. pt. 35
- Nondiscrimination on the Basis of Handicap in Programs or Activities Receiving Federal Financial Assistance, 45 C.F.R. pt. 84 (Department of Health and Human Services)
- Nondiscrimination on the Basis of Handicap in Programs or Activities Receiving Federal Financial Assistance, 34 C.F.R. pt. 104 (Department of Education)

5.2 State

- Standardized Emergency Management System (SEMS) Regulations (Chapter 1 of Division 2 of Title 19 of the California Code of Regulations 2400-2450) and (Government Code Section 8607(a))
- California Natural Disaster Assistance Act (Chapter 7.5 of Division 1 of Title 2 of the Government Code)
- California Hazardous Materials Incident Contingency Plan
- California Catastrophic Incident Base Plan, September 2008
- California Disaster and Civil Defense Master Mutual Aid Agreement, 1950
- California Emergency Management Mutual Aid (EMMA) Plan, November 2012
- California Emergency Services Act, 2015
- California State Emergency Plan, 2017
- California State Hazard Mitigation Plan, 2013
- Emergency Management Assistance Compact (EMAC), 2015
- California Health and Safety Code, Division 20, Chapter 6.5, Sections 25115 and 25117, Chapter 6.95, Sections 2550 et seq., Chapter 7, Sections 25600 through 25610, dealing with hazardous materials
- Water Code, Division 1, Chapter 2, Article I, Section 128 (California Department of Water Resources – Flood Fighting)
- California Master Mutual Aid Agreement
- California Fire Service and Rescue Emergency Mutual Aid Plan
- California Law Enforcement Mutual Aid Plan
- California Emergency Resources Management Plan
- Disaster Assistance Procedure Manual
- OES Earthquake Recovery Manual for Local Governments (1993)
- Operational Area Satellite Information System (OASIS) Guidelines (1993)
- Orders and regulations which may be selectively promulgated by the governor during a State of Emergency
- Orders and regulations promulgated by the governor to take effect upon the existence of a State of War Emergency
- Legal Guidelines for Controlling Movement of People and Property During an Emergency (1999)
- California Penal Codes 148.2, 402, 409, 409.3, 409.5, 409.6
- Authority and Responsibility of Local Health Officers in Emergencies and Disasters (1998)

5.3 County

- Orange County Code, Title 3, Division 1 (Emergency Services)
- Orange County Operational Area Agreement

- Orange County Resolution, November 28, 1950, adopting the California Master Mutual Aid Agreement
- Orange County Ordinance 95-870 creating the Orange County OA
- Orange County Fire Service Operational Area Mutual Aid Plan, 1997
- Orange County Law Enforcement Mutual Aid Contract, 1977
- Unified County of Orange and Orange County Operational Area Emergency Operations Plan
- Orange County Operational Area Emergency Alert System (EAS) Plan
- Orange County Fire Authority Repopulation Plan
- San Onofre Nuclear Generating Station Emergency Plan (SONGS) (2018)

Chapter 6 Attachments

Attachment A – Refusal to Evacuate

Attachment B – Transportation Inventory and Resources

Attachment C – Transportation Assembly Points (TAPs)

Attachment D – Repopulation Plan