

**SANTA CLARA COUNTY
LOCAL FIRE SERVICE AND RESCUE MUTUAL AID PLAN**

APPENDIX 13 - PROTECTIVE ACTION GUIDELINES

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CHAPTER 21

PROTECTIVE ACTION GUIDELINES

INTRODUCTION

This section provides guidelines and procedures for protective actions when hazardous conditions develop to the degree that emergency responders must take action to protect the public at risk. Threatened or hazardous areas may be created by, but are not limited to: fires, hazardous materials, transportation accidents, floods, WMD incidents, civil disturbances, etc. Ideally, protective actions are progressive, usually initiated by alerting the public in the affected area, controlling access, sheltering in-place and finally by evacuation. However, these actions may be implemented simultaneously based on the hazard, complexity of the emergency, and the type and size of the affected area. The key to successfully conducting protective action operations is sound planning.

AUTHORITY

The decision to alert the public of a hazardous incident, restricted or closed access corridors and/or to evacuate an affected area is often made by the fire department Incident Commander. However, the authority necessary to carry out these actions usually rest with law enforcement. For example, the California Penal Code 409.5 provides law enforcement and health officers the legal authority to “close and/or evacuate” an area. Other states, counties or city jurisdictions may vary.

California 409.5 P.C. states:

- a “Whenever a menace to the public health or safety is created by a calamity such as flood, storm, fire, earthquake, explosion, accident, or other disasters, police officers, lifeguards, publicly employed full-time marine safety officers or local health officers may close the area where the menace exists for the duration thereof by means of ropes, markers or guards to any and all persons not authorized by the lifeguard or officers to enter or remain within the enclosed area.”
- b “Law enforcement may close the immediate area surrounding any emergency field command post activated for the purpose of abating any calamity enumerated in this section or any riot or other civil disturbance to any and all unauthorized persons pursuant to the conditions which are set forth in this section whether or not the field command post or other command post is located near to the actual calamity or riot or other civil disturbance.”
- c “Any unauthorized person who willfully and knowingly enters an area closed pursuant to subdivision (a) or (b) and who willfully remains within the area after receiving notice to evacuate or leave shall be guilty of a misdemeanor.”

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

Simply stated, whenever law enforcement/health officials feel that an area must be closed and/or evacuated to protect the public, 409.5 P.C. provides the legal authority to do so. If residents refuse to comply, that refusal should be noted and the Incident Commander advised of a non-compliance of the evacuation order.

ORGANIZATION

In emergency operations, there may be several lead and support agencies involved. In an incident where one agency has a preponderance of responsibility for abating the problem, a single Incident Commander from that agency shall be appointed.

On an incident where law enforcement and the fire department both have substantial responsibilities, a Unified Command organizational structure should be formed. Establishing a Unified Incident Command structure better integrates incident objectives and the development of Incident Action Plans. This results in a more efficient coordination process of incident operations thereby enhancing the safety of responders and the public.

Incident Commands should consider establishing an organization element to manage evacuation planning and implementation. For extensive, complex evacuations, an Evacuation Branch may be established. For less complex actions, an Evacuation Group may be more appropriate. Staffing of the Evacuation Branch or Group should be unified to ensure coordination of actions. Re-entry and planning implementation can be accomplished with a similar organizations structure to safely facilitate requirements prior to and during the re-entry of evacuees.

Initial Assessment And Notifications:

1. Identify hazard and risk to the public; determine the affected area.
2. Identify the next potentially affected areas and plot them utilizing an alphanumeric grid system. Many commercially available map books utilize a .5 mile wide grid. This style map can be quickly utilized to plot an affected area.
3. Ensure that the jurisdictional law enforcement agency is notified of the emergency situation and recommended protective action(s).
4. Ensure that the appropriate cooperating and/or assisting agencies are notified with regard to recommended protective action(s). If evacuations are planned, ensure that evacuation centers are identified in safe areas. Note: The management of Evacuation Centers is often delegated to the local Red Cross or other non-government organizations (NGO).

Protective Action Terms

1. **Evacuation Warning** – The alerting of people in an affected area(s) of potential threat to life and property. An Evacuation Warning considers the probability that an area will be affected within a given timeframe and prepares people for a potential evacuation order. Evacuation Warnings are particularly necessary when dealing with a variety of issues such as special needs populations and large animals.
2. **Evacuation Order** – Requires the immediate movement of people out of an affected area due to an imminent threat to life.
3. **Shelter-In-Place** – Advises people to stay secure at their current location. This tactic shall only be used if the evacuation will cause a higher potential for the loss of life. Consideration should be given to assigning incident personnel to monitor the safety of citizens remaining in place.
4. **Rescue** – Emergency actions taken within the affected area to recover and remove injured or trapped citizens. Responders have specific training and personal protective equipment necessary to accomplish the mission, i.e., hazardous material spill, swift water rescue, etc. Boundaries of the areas where rescue is planned should be identified on the incident map with notation that entry is restricted to rescue workers only.
5. **Community Refuge Area** – A designated location that is considered to provide a greater level of survivability than Shelter-In-Place. If unable to make it to a designated Evacuation Shelter, civilians should be directed to seek shelter at a Community Refuge Area.

Note: Depending on the size, type and complexity of the emergency, all of the above protection actions could be employed on the same incident.

Evacuation Checklist:

1. Establish and co-locate the Incident Command Post in a safe location with the capability to include all cooperating agencies, i.e., law enforcement, fire, health department, local emergency management agency to include any NGOs..
2. Establish Unified Command when appropriate. Unified Incident Commanders should jointly assess and report incident potential and request adequate resources to accomplish agreed upon objectives.
3. Consider establishing an Evacuation Branch or Group as appropriate depending on complexity to plan and implement evacuation actions and/or re-entry of evacuees.

4. Jointly develop the incident Evacuation Plan; ensure that the planning process is conducted under the Unified Command process with input from lead and support agencies as required. Keep in mind that many local jurisdictions have developed emergency evacuation plans for high hazard areas which should be incorporated in evacuation planning.
5. Clearly identify on a map the area(s) that are under an immediate threat and/or a potential threat. Maps should utilize a grid system for easy identification of the impacted area.
6. Identify evacuation routes to nearest safe location. This information will be critical for determining shelter locations and should be shared with the local emergency services agency, Red Cross and other NGO's responsible for shelter identification and management.
7. For planning purposes, approximately 2,500 autos per lane per hour can be accommodated on most roads with an average occupancy of four persons per vehicle.
8. Planning evacuations for special facilities and populations will require additional time and attention to detail. These may include hospitals, elder care facilities, etc.
9. Evacuation planning should also consider timelines, transportation needs and contacts required for large animal evacuations.
10. Identify on an incident map locations where people are sheltered-in-place. These areas may require verification by the Operations Section Chief and concurrence from the Incident Commander(s).
11. Determine traffic control points. Control points should be located on all sides of the incident and outside the threat area. The perimeter established for traffic control will depend on both the affected population and traffic density.
12. Traffic closure levels - Display on incident and public information maps:
 - Level 4 or color code Red – closed to all traffic, potential life hazard
 - Level 3 or color code Orange – closed to all traffic except emergency responders
 - Level 2 or color code Yellow – closed to all traffic except emergency responders and critical resources, i.e., public works, electrical service, animal rescue
 - Level 1 or color code Green – open to above resources and residents only

Note: Level 1 or color code Green is often referred to as a “soft closure” while Levels 2 through 4 are referred to as “hard closures”.

13. The Incident Evacuation Plan should be distributed to all command and general staff members and their subordinates. Additionally, copies should be distributed to all lead and support agencies, local elected officials and the respective county or city emergency operations centers.

Re-Entry Planning Checklist:

1. Identify re-entry date and time
2. Identify area(s) to be re-entered
3. Type of re-entry, homeowner/landowner only with identification or general public
4. Considerations:
 - Is the threat mitigated?
 - Are power lines secured?
 - Are transportation systems hazards mitigated, i.e., roads cleared, bridges inspected, hazard trees removed, etc.?
 - Incident Commanders' approval granted?
 - Is local law enforcement agencies' approval granted?
 - Have any other local emergency service agencies' approved re-entry (911 service)?
 - Are utility agencies informed and supports the re-entry decision?
 - Have local EOC's been notified and approvals received?

PROTECTIVE ACTION OPTIONS CHECKLIST

1. Options

- ☐ Do nothing
- ☐ Exclude people from entering the threat area by diverting vehicle and pedestrian traffic — indicate boundary on map.
 - ☐ Agency in charge_____
 - ☐ Resources Assigned
 - ☐ Police
 - ☐ Fire
 - ☐ Other
- ☐ Rescue - indicate area on map.
 - ☐ Agency in charge_____
 - ☐ Resources Assigned (PPE evaluation)
 - ☐ HazMat Teams (special equipment needed)
 - ☐ Fire Companies (level of PPE needed)
 - ☐ Decontamination (set up area)
 - ☐ EMS (triage and treatment area)
- ☐ Shelter-in-place - indicate area on map.
 - ☐ Agency in charge_____
 - ☐ Resources Assigned (PPE evaluation)
 - ☐ HazMat Teams (special equipment needed)
 - ☐ Fire Companies (level of PPE needed)
 - ☐ Decontamination (set up area)
 - ☐ EMS (triage and treatment area)
 - ☐ Police (limits of involvement shown on map)
 - ☐ Other
- ☐ Evacuate - indicate area on map.
 - ☐ Agency in charge
 - ☐ Resources Assigned (PPE evaluation)
 - ☐ HazMat Teams (special equipment needed)
 - ☐ Fire Companies (level of PPE needed)
 - ☐ Decontamination (set up area)
 - ☐ EMS (triage and treatment area)
 - ☐ Police (limits of involvement shown on map)
 - ☐ Other

2. ☐ Make Emergency Protective Action decisions in consultation with relevant parties. Ensure that all parties fully understand the decision.
3. ☐ Consider reception area locations and the number of people who will need to be assisted. Utilized predesignated evaluation points if applicable.
 - ☐ Schools, recreation centers, other assembly halls
 - ☐ A site with adult-sized furniture, capability of feeding, and public address system
 - ☐ (HazMat) The facility chosen will not be exposed if the wind shifts or increases
 - ☐ Alert the Emergency Operations Center (EOC) for shelter operations
 - ☐ Agency in charge: _____
4. ☐ Consider special facility/special population evacuation needs and establish priorities.
5. ☐ Consider potential for domestic animals to be evacuated with families and alert Santa Clara County Animal Control.
6. ☐ Consider resources needed to conduct Emergency Evacuation Operations and advise potential mutual aid agencies.
 - ☐ Determine the number of people needing transportation assistance.
 - ☐ Dispatch transportation to special facilities and identified areas where assistance is required.
 - ☐ Agency in charge: _____
 - ☐ Resources Assigned:
 - ☐ County Transit (level of PPE needed)
 - ☐ Fire Companies (level of PPE needed)
 - ☐ Decontamination (set up area)
 - ☐ EMS (triage and treatment area)

IF DECISION IS TO EVACUATE (continue with #7)

IF DECISION IS TO SHELTER-IN-PLACE (go to # 30)

7. ☐ Establish a policy on whether persons will be advised or ordered to evacuate.
8. ☐ Prepare, print and distribute Emergency Evacuation notices if time permits.

9. ☐ Assemble, brief and deploy Emergency Evacuation personnel.
10. ☐ Announce Emergency Protective Action decisions (boundaries and evacuation routes). The Bay City News Service can reach most major news rooms in the Bay Area. The Emergency Alert System can be accessed through County OES. Consider utilization of Alert SCC. Other resources may include social media channels such as nixile.
11. ☐ Announce emergency reception area locations.
12. ☐ Establish and announce a telephone number for evacuees to call for progress reports and re-entry times.
13. ☐ Begin the Emergency Evacuation.
14. ☐ Track numbers of evacuees and any reported injuries or (HazMat) exposures
15. ☐ Keep all field units updated regarding changes.
16. ☐ Document the decision process and parties to it (use ICS form 214).
17. ☐ Notify local elected officials and County OES Coordinator
18. ☐ Appoint a Public Information Officer, with support and back-up.
19. ☐ Reevaluate the ICS structure. Is a Logistics, Plans, or Finance Section needed, if not already appointed?
20. ☐ Consider the need for a Crisis Intervention Team.
21. ☐ Coordinate the tracking of all costs related to the incident with Finance Section.
22. ☐ Keep evacuees at the reception facilities and shelters informed of incident progress and projected return times.
23. ☐ Decide on allowing return into evacuated area in consultation with all relevant parties.
24. ☐ Announce re-entry decision in the reception facilities and shelters and through the media. Provide advice and information on any special precautions that should be taken.
25. ☐ Provide security in the evacuated area until all evacuees have returned.
26. ☐ Assist evacuees with their return to the Emergency Evacuation area.
27. ☐ Document any damage in the Emergency Evacuation area.

- 28. ☐ Schedule a debriefing with all parties to evaluate the emergency evacuation response.
- 29. ☐ Make suggested changes to this procedure to the OES.

CONTINUE HERE FROM #6 IF THE DECISION WAS TO SHELTER-IN-PLACE.

- 30. ☐ Document the decision process and parties to it.
- 31. ☐ Discuss and decide on appropriate alternate strategies.
 - ☐ Seal off the area
 - ☐ Selective or partial evacuation
 - ☐ (HazMat) Issue a recommendation to close windows and shut off heating and ventilating systems in the threat area
 - ☐ (HazMat) Issue a recommendation for people to stay indoors
- 32. ☐ Appoint a Public Information Officer, with support and back-up.
- 33. ☐ Establish and announce a telephone number for persons to call for information on the incident.
- 34. ☐ Reevaluate the ICS structure. Is a Logistics, Plans, or Finance Section needed, if not already appointed?
- 35. ☐ Prepare, print, and distribute incident information for persons in the affected area.
- 36. ☐ Notify local elected officials and County OES Coordinator.
- 37. ☐ Assemble and brief a standby force of personnel to assist with an emergency evacuation if the need arises.
- 38. ☐ Establish and announce needed information to the public. The Bay City News Service can reach most major news rooms in the Bay Area. The Emergency Alert System can be accessed through County OES.
- 39. ☐ Consider the need for a crisis intervention team.
- 40. ☐ Continue to monitor the situation and to reevaluate the need to evacuate, keeping all field units up-to-date regarding changes.
- 41. ☐ Track all costs related to the incident.

- 42. ☐ Keep residents informed of incident progress and projected time until the incident is over.
- 43. ☐ (HazMat) Monitor the release and revise projected end of incident times.
- 44. ☐ (HazMat) Consider changing tactics in consultation with all relevant parties.
- 45. ☐ Provide advice and information on any special precautions that should be taken during and after the event.
- 46. ☐ Schedule a debriefing with all parties to evaluate the Shelter-in-Place response.
- 47. ☐ Make suggested changes in this procedure to the OES.

Protective Action Options Message

| | | | |
|---|-----------------------|---|-----------------------|
| This is _____ | | | |
| Rank / Title | Name | | |
| from the _____ | | | |
| Agency / Department | | | |
| A _____ | | | |
| size / intensity | incident | | |
| _____ | | | |
| has occurred / is occurring | in / at | location | |
| Because of the potential danger to life and health _____ | | | |
| the authority | | | |
| _____ everyone within _____ | | | |
| has / have | ordered / recommended | # | blocks / miles / feet |
| of that area to _____ | | | |
| evacuate / shelter-in-place | | immediately / as soon as possible | |
| This message will be repeated. Specific instructions and locations will be given. | | | |
| If you are in the following areas, you _____ | | | |
| must / should | | leave the area / get inside a building | |
| _____ . The areas involved are as follows: | | | |
| _____ immediately / as soon as possible | | | |
| _____ | of | _____ | |
| North / South / East / West | | Location: street, highway or other significant geographical point | |
| _____ | of | _____ | |
| North / South / East / West | | Location: street, highway or other significant geographical point | |
| _____ | of | _____ | |
| North / South / East / West | | Location: street, highway or other significant geographical point | |
| _____ | of | _____ | |
| North / South / East / West | | Location: street, highway or other significant geographical point | |
| Use this template in conjunction with appropriate portions of the Evacuation Instructions or the Shelter-In-Place Instructions on the following pages. | | | |

Evacuation Instructions

1. Stay calm.
2. Gather your family, take a neighbor or someone who needs help.
3. If evacuation is mandatory: Take critical items (medicine, purse, wallet, keys) only if they are immediately available. Do not take pets.

If evacuation is precautionary: Take essential items (diapers, baby food, clothes, money).
Leave a message on the door.

4. Turn off all appliances (stove, lights, and heaters).
5. Lock your house.
6. Do not use more cars than you have to.
7. Keep windows and vents in the car closed.
8. Go immediately to the home of a friend or relative outside the evacuation area, or to a shelter or staging area located at: _____
9. Officers will be stationed at intersections along the way to direct you.
10. If you need transportation, call: _____ or
_____.
11. Children attending the following schools will be evacuated to:

| School | Evacuation Location |
|--------|---------------------|
| | |
| | |
| | |
| | |
| | |

12. Do not drive to your child's school. Pick your child up from the authorities at the shelter.
13. The hazardous material is toxic. The signs and symptoms of overexposure are as follows: _____

14. If you have any of these signs or symptoms, seek medical help outside the evacuation area or at the medic station located at: _____
15. Do not use telephones unless you need emergency service.
16. Other: _____

Shelter-in-Place Instructions

1. Get inside your home or other building as quickly as possible.
2. Close all doors, windows, fireplaces, vents or other openings. Use duct tape, foil or plastic wrap to seal leaks.
3. Turn off all heating, ventilation and air conditioning systems. Close vents.
4. Close drapes, curtains and shades. Stay away from external windows.
5. Use stairwells whenever possible. Limit the use of elevators.
6. Use telephones only if you need immediate emergency service.
7. Turn on the radio or television for information. Tune into the Emergency Broadcast System.
8. Stay inside until the authorities announce that it is safe to go out.

Protective Actions Worksheet Instructions

General Instructions

1. Use this form in conjunction with the Hazardous Materials Data Sheet.
2. Complete all sections of the worksheet, entering information on the lines provided. Place a check in the box [] provided when applicable.
3. Review the contents of the Hazardous Materials Data Sheet and the Protective Actions worksheet at the Safety Briefing.

Section Instructions

The following instructions are provided for further clarification:

| Section | Instructions |
|--------------------------------------|---|
| Threat Information | Identify the threat type(s) and the potential impact(s). Provide details as appropriate. |
| Population / Location | Identify the population threatened. Identify any special considerations that will impact your protective actions planning. |
| Haz Mat Conditions | If this is a Haz Mat incident, provide additional details about the condition of the release/spill. This information should be used in conjunction with the Hazardous Materials Data Sheet. |
| Time | Indicate time frames regarding the threat and time needed to implement protective actions. |
| Communications | Assess communications capabilities. |
| Resources and Responder Capabilities | Assess the capabilities of mobilizing resources and controlling the threat. |

Protective Actions Worksheet

| | | | | | |
|---|---|-------------------------------|---|---------------------------------|-------------------------------------|
| To be used in conjunction with the Hazardous Materials Data Sheet. | | | | | |
| Threat Information | | | | | |
| Threat Type | Details | | | | |
| Fire | | | | | |
| Natural Disaster | | | | | |
| Hazardous Materials | | | | | |
| Civil Disturbance | | | | | |
| Impact | Details | | | | |
| Life Safety | | | | | |
| Environmental | | | | | |
| Other | | | | | |
| Comments | | | | | |
| | | | | | |
| Population / Location | | | | | |
| Population Size - Numbers of: | Persons: | | | Animals: | |
| Density | <input type="checkbox"/> High | | <input type="checkbox"/> Medium | | <input type="checkbox"/> Low |
| Type | <input type="checkbox"/> Residential | | <input type="checkbox"/> Commercial | | <input type="checkbox"/> Industrial |
| Special Considerations | | | | | |
| Type | Yes | No | Type | Yes | No |
| Jails | | | Transportation Available | | |
| Schools | | | Different Languages Spoken | | |
| Hospitals | | | Hearing / Sight / Mobility Impaired | | |
| Population Indoors | | | Transients | | |
| Shelters Available | | | Familiar with the area | | |
| Location / Distance (Plot on Map) | | | | | |
| Distance from incident to population: | <input type="checkbox"/> feet: | | <input type="checkbox"/> miles: | | |
| Direction threat is from population: | <input type="checkbox"/> North <input type="checkbox"/> South <input type="checkbox"/> East <input type="checkbox"/> West | | | | |
| The terrain is: | <input type="checkbox"/> Flat <input type="checkbox"/> Moderately Sloped <input type="checkbox"/> Steep <input type="checkbox"/> Very Steep | | | | |
| Available Evacuation Routes: | | | | | |
| | | | | | |
| Comments: | | | | | |
| | | | | | |
| Haz Mat Conditions (Haz Mat Incident Only) | | | | | |
| Condition: | <input type="checkbox"/> Contained | | <input type="checkbox"/> Not Contained | | <input type="checkbox"/> Controlled |
| | <input type="checkbox"/> Continuous | | <input type="checkbox"/> Not Continuous | | <input type="checkbox"/> Stable |
| Description: | <input type="checkbox"/> Puff | <input type="checkbox"/> Pool | <input type="checkbox"/> Plume | <input type="checkbox"/> Other: | |
| Location: | <input type="checkbox"/> Ground Level | | <input type="checkbox"/> Elevated | | <input type="checkbox"/> Accessible |
| Temperature: | Ambient Temp: | | On Fire: | Heated: | Cooled: |
| Refer to the Hazardous Materials Data Sheet for more information. | | | | | |

| Time | | | | | |
|---|--------------------------------|-----------------------------------|--|----------------------------------|----------------------------------|
| When Threat is Likely to Occur: | | Time: | | Date: | |
| Time Threat Will Last: | | Hours: | Days: | Weeks: | |
| Rate | | | | | |
| Rate of Threat / Release | <input type="checkbox"/> Rapid | <input type="checkbox"/> Moderate | <input type="checkbox"/> Slow | <input type="checkbox"/> Stopped | <input type="checkbox"/> Unknown |
| Rate of Threat Movement | <input type="checkbox"/> Rapid | <input type="checkbox"/> Moderate | <input type="checkbox"/> Slow | <input type="checkbox"/> Stopped | <input type="checkbox"/> Unknown |
| Will Contact Population In: | Minutes: | Hours: | Days: | | |
| Greatest Threat Will Occur In: | Minutes: | Hours: | Days: | | |
| Time Needed for Implementing Protective Actions | | | | | |
| Action | Minutes | | Hours | | |
| Deploy Response Personnel | | | | | |
| Develop Message | | | | | |
| Give Public Warning and Instructions | | | | | |
| Public Mobilization and Travel Time | | | | | |
| Special Needs Mobilization and Travel Time | | | | | |
| Time Needed for Environmental Monitoring | | | | | |
| Comments: | | | | | |
| | | | | | |
| Communications | | | | | |
| Communicate with Public | Yes | No | Communicate with Responders | Yes | No |
| Able to warn public? | | | Able to communicate with all agencies? | | |
| Able to warn institutions? | | | Able to communicate with media? | | |
| Able to warn transients? | | | Able to communicate with EBS? | | |
| Able to warn hearing impaired? | | | Able to use phone system? | | |
| Able to instruct and update? | | | Able to use sirens? | | |
| Comments | | | | | |
| | | | | | |
| Resources and Responder Capabilities | | | | | |
| Mobilize Needed Specialized Resources | Yes | No | Control the Threat | Yes | No |
| Able to mobilize existing resources? | | | Able to stop the threat? | | |
| Able to mobilize additional resources? | | | Able to direct / control threat? | | |
| Able to obtain specialized resources? | | | Able to neutralize the threat? | | |
| | | | Able to identify the material? | | |
| Comments | | | | | |
| | | | | | |