

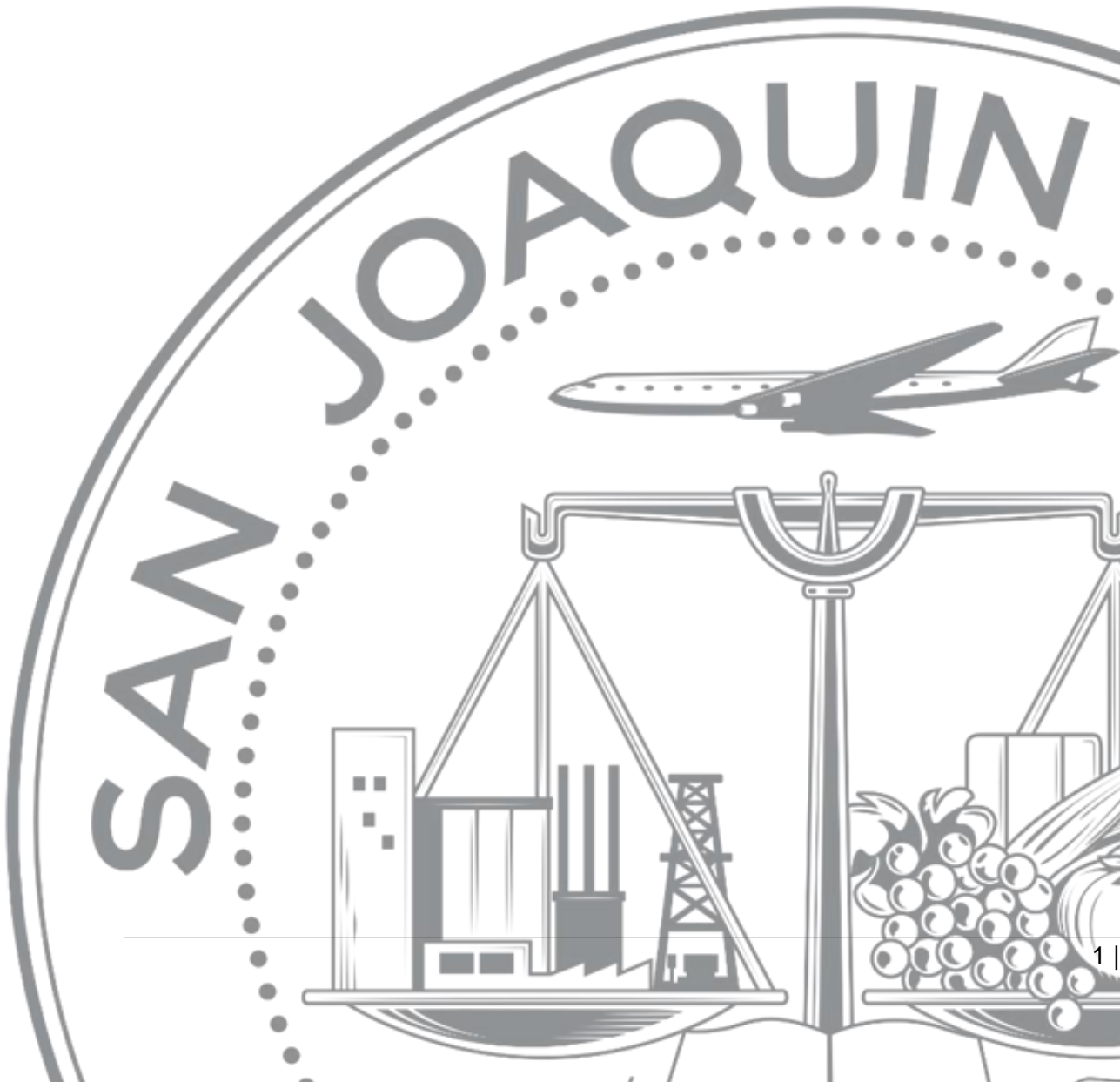
SAN JOAQUIN

— COUNTY —

Greatness grows here.

Evacuation Annex

October 2024



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LETTER OF PROMULGATION

This Evacuation Annex addresses San Joaquin County's planned response to extraordinary emergency situations associated with evacuations and is an extension of the San Joaquin County Emergency Operation Plan. This plan assigns tasks and responsibilities to county departments and various agencies and organizations specifying their roles in an evacuation event.

To execute this plan effectively and mobilize available resources, all implementing personnel must have knowledge of the procedures set forth in this plan and be trained in its use. Departments and agencies having roles and responsibilities established by this plan are expected to develop Standard Operating Guidelines and Procedures based on the provisions of this plan.

This plan was developed using generally accepted emergency management principles and practices. Incorporated are planning elements derived from Federal Emergency Management Agency and California's emergency planning documents. Modifications to this plan may be made under the direction of the Director of Emergency Operations. Changes to this plan will be relayed digitally to all members of the distribution list. Adoption will occur following the established maintenance schedule; however, the plan may be modified in the interim without prior approval and formal adoption. This plan will be updated and reviewed at least every three years or following a major evacuation event. This plan has been developed pursuant to the California Emergency Services Act and conforms to the Standardized Emergency Management System (SEMS). This plan replaces previous annexes of the same title.

Sierra Brucia
San Joaquin County, Director of Emergency Operations

Date

This annex will be formally promulgated by the chairperson of the Disaster Council of San Joaquin County at the next regularly scheduled meeting. The Disaster Council is empowered by County Ordinance to review and approve emergency and mutual aid plans.

Miguel Villapudua
Chair, San Joaquin County Disaster Council
Director of Emergency Services

Date

Plan Administration

San Joaquin County Office of Emergency Services Director of Emergency Operations will coordinate review, revise, and re-promulgate of this annex at least once every three years or when key changes occur, such as lessons learned from exercises or real events. Changes may be made by the San Joaquin Director of Emergency Operations without formal Disaster Council approval. This document supersedes all previous Evacuation annexes for the Operational Area.

Record of Changes

All updates and revisions to this annex will be tracked and recorded in the following table. This process will ensure that the most recent version of the plan is disseminated and implemented by emergency response personnel.

Date	Change No.	Change made by (name/title)	Summary of Changes

Plan Updates

As an Annex to the San Joaquin County Emergency Operations Plan, this document is subject to revision at any time. Comments and suggestions should be directed to:
San Joaquin County
Office of Emergency Services
209-953-6200

Plan Distribution

San Joaquin County Office of Emergency Services maintains the San Joaquin County Emergency Operations Plan in the San Joaquin County Emergency Operations Center Library. This document, upon signature, will become an annex to the Emergency Operations Plan. The primary method of the Plan distribution is electronic, with a copy available in the document library of WebEOC, and on the Office of Emergency Services web page.

Information about Maps

The maps displayed in this plan are from state and local sources. These maps are provided for general information only. In the event of an event/emergency, San Joaquin County Office of Emergency Services will ensure the accuracy of the maps used and will update the plan accordingly.

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Primary Agency: San Joaquin County Office of Emergency Services

Supporting Agencies:

SJC Sheriff's Department	City of Escalon
City of Lathrop	City of Lodi
City of Manteca	City of Ripon
City of Stockton	City of Tracy
City of Mountain House	SJC Fire Districts
San Joaquin General Hospital	California Highway Patrol
Human Services Agency	Public Works
Information Systems Division	Purchasing and Support Services
Emergency Medical Services	Behavioral Health Services
Public Health Services	Environmental Health Department
Agricultural Commissioner	Health Care Services

1 EXECUTIVE SUMMARY

San Joaquin County's Emergency Operations Plan (EOP) provides an overview of the County's approach to managing emergency operations. The EOP is a broad programmatic document applicable to all hazards or threats, and all the missions/functions the county might perform in response to or recovery from an incident. To provide planning support to the EOP the county has developed Support Annexes for each of the critical functions that must be managed, coordinated, and/or performed following an emergency. This Evacuation Support Annex is just one of the supporting components to the EOP designed to integrate with other support annexes.

This Evacuation Support Annex describes the overall process of conducting evacuations and reentry during an emergency or large-scale disaster in the county. This Evacuation Support Annex is designed to provide a framework for evacuation and re-entry that could assist decision makers, coordinators, planners, and agency representatives involved in implementing an evacuation process in accordance with applicable hazards and local conditions. Additional planning and documentation will be developed to provide guidance and discrete planning elements for evacuees and re-entry populations, address tactical and operational level concepts, and develop critical evacuation and re-entry information.

This Evacuation Support Annex is intended to support all-hazard incidents and a holistic community approach to evacuations within the County. A whole community approach supports and enables the safe and efficient movement of individuals and animals from an impacted or potentially impacted community, as well as their return once it is safe.

2 INTRODUCTION

2.1 PURPOSE

This Annex outlines the strategies, guidelines, and organizational structures to be used in managing coordinated, large-scale evacuations in the San Joaquin County Operational Area (OA). This document incorporates national best practices and lessons learned.

This Annex provides direction for Operational Area stakeholder organizations including County departments, cities, special districts, community groups, and others, ensuring multi-disciplinary and multi-jurisdictional agency coordination in accordance with the County's EOP, California Emergency Services Act, Standardized Emergency Management System (SEMS), and National Incident Management System (NIMS).

2.2 SCOPE

This Annex addresses evacuation within the San Joaquin County OA in response to extraordinary situations associated with natural, human-caused disasters and technological incidents, including both peacetime and national security operations. It was developed to coordinate large-scale evacuations, where two or more communities are conducting evacuations and Countywide coordination of resources and emergency operations is necessary. This document is intended to provide evacuation strategies and protocols for medium to high-level (catastrophic) evacuation events in the OA and is developed with consideration to predominant threats and hazards impacting San Joaquin County. This plan supports other county Departmental Operations Centers (DOCs) and can be used by the cities within the OA, if warranted. This plan does not provide or replace operational plans for specific departments or specific functions, such as shelter management or medical and healthcare organizations.

2.3 SITUATION OVERVIEW

The San Joaquin County OA faces a host of hazards and threats that could warrant evacuations. Most of these are with little to no notice. These include, but are not limited to, wildfires, floods, landslides, debris flows, dam failure, tsunamis, chemical spills, cyber-attacks, and domestic or international terrorism. In some cases, including but not limited to, extreme heat or cold events, and public safety power shut offs, sheltering in place (SIP) might be a more appropriate protective measure.

Flooding

Historically, in San Joaquin County, floods (e.g., urban, small stream, and riverine) have been the most frequent and damaging events. The County has a very low inland elevation and a very flat drainage basin for the San Joaquin River and its numerous tributaries. Valley flooding can be detrimental to urban communities, as well as the agricultural industry and economy in the County. In addition, 34% of the County is threatened by flooding from both high-water events due to heavy precipitation and/or upstream reservoir releases, as well as tidally influenced events.

The Delta is fed fresh water in the north, through the Sacramento, American, Mokelumne, and Consumes rivers; from the east through the Calaveras River; from the south through the Stanislaus, Tuolumne, Merced and San Joaquin rivers.

The amount of water flowing through the hydraulic system in the Delta, as well as the County, is determined by environmental conditions, natural events, and manmade infrastructure. An extensive system of dams, levees, pumping plants, and flood bypass channels, have been established to protect the Delta regions from flooding. These facilities control floodwaters by regulating the amount of water passing through a particular area. Additionally,

much of the water flowing through the county is a major water supply for the San Francisco Bay area and farming and agriculture communities to the south, making the delta a critical resource.

Floodwater levels are closely monitored by local, state, and federal agencies. Historic flooding events have generally defined the area limits of water intrusion into the countryside. During times of excessive rainfall, water levels are monitored by local agencies through partnering agencies such as the National Weather Services, as well the California Nevada River Forecast Center for water levels and potential flooding. As water rises and starts to approach potential flood levels, a coordinated warning system assists local agencies in beginning flood fighting efforts, and preparations begin to inform the general public for possible evacuation.

Important things to remember:

- A catastrophic flood will affect the region not just San Joaquin County, resulting in competition for resources.
- A catastrophic flood will result in major transportation disruptions (highways, roads, rail, port, waterways, etc.), for both people, and resources.
- A catastrophic flood will result in the need to conduct evacuations and mass sheltering operations as well as mass disruptions to the utility industries which may result in evacuations outside of the inundated area.

2.4 WHOLE COMMUNITY APPROACH

The County, in coordination with OA partners, seek to foster inclusion and integration in all aspects of emergency planning so that all groups, especially persons experiencing conditions that put them at disproportional risk during a disaster, have enhanced opportunities to be supported by the County's emergency services. Similarly, resources, capabilities, and expertise, especially beyond what government agencies are able to provide, are best leveraged when factoring in the capabilities of whole community partners. Consideration of both the needs of the whole community, but also the capabilities, allows for a more comprehensive approach to emergency management.

3 PLANNING ASSUMPTIONS

The following assumptions were used in the development of this annex:

General Assumptions

- Principle responsibility for evacuation planning and response resides at the local level of government. Cities within the OA retain primary responsibility for evacuating 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.
- School Districts have the primary responsibility to evacuate student populations and are required by state law to coordinate evacuation efforts with corresponding local public safety agencies.
- Most emergencies requiring evacuation would only require movement of threatened populations from one area to another area within the OA. The size and location of the emergency, however, might require sheltering operations outside of the County.
- The decision to evacuate or shelter-in-place will be assessed on an incident basis. It will be based on situational awareness, the type and severity of the disaster risk, health and safety concerns, sheltering capacity, and/or the condition of roadways and other transportation resources. Public safety agencies in the OA may need to evacuate more residents rather than risk evacuating too few.
- Personal preparedness is essential to effective evacuation. This is particularly true for individuals with disabilities and those with access and/or functional needs who could require additional time and assistance during an evacuation. Community preparedness programs that promote individual, as well as family preparedness are essential to an effective evacuation response.
- If given adequate warning and clear direction, most people will heed evacuation orders and self-evacuate. Some individuals, however, will not evacuate regardless of risk.

Individuals with Disabilities and Access and/or Functional Needs (DAFN/AFN)

According to the California Government Code Section 8593.3, the term “access and functional needs” refers to individuals with physical, intellectual, or developmental disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking. It also includes older adults, children, people living in institutionalized settings, and/or those who are low income, homeless, pregnant and/or transportation disadvantaged.

Planning assumptions for this community of individuals are as follows:

- Evacuation of individuals with disabilities and access and functional needs will likely require more time and resources than the general population. Early evacuation triggers and notifications are essential to ensure sufficient time to support these residents.
- Not all individuals within this population require evacuation assistance. Most live independently, are fully self-sufficient, and will self-evacuate.
- Individuals may become dependent on assistance if they are separated from their mobility device or durable medical equipment (DME). Such equipment is essential to maintaining independence and will be evacuated with the user whenever possible.
- At times, it may be impractical to transport certain types of medical equipment or devices with their owners due to the size or volume of the equipment, in addition to the space available in evacuation vehicles. Responders should be prepared with additional vehicles specifically for the transport of such equipment.

- Some individuals who are ordinarily capable of evacuating themselves may have functional needs due to physical or emotional trauma, or a temporary lack of resources or accommodations.

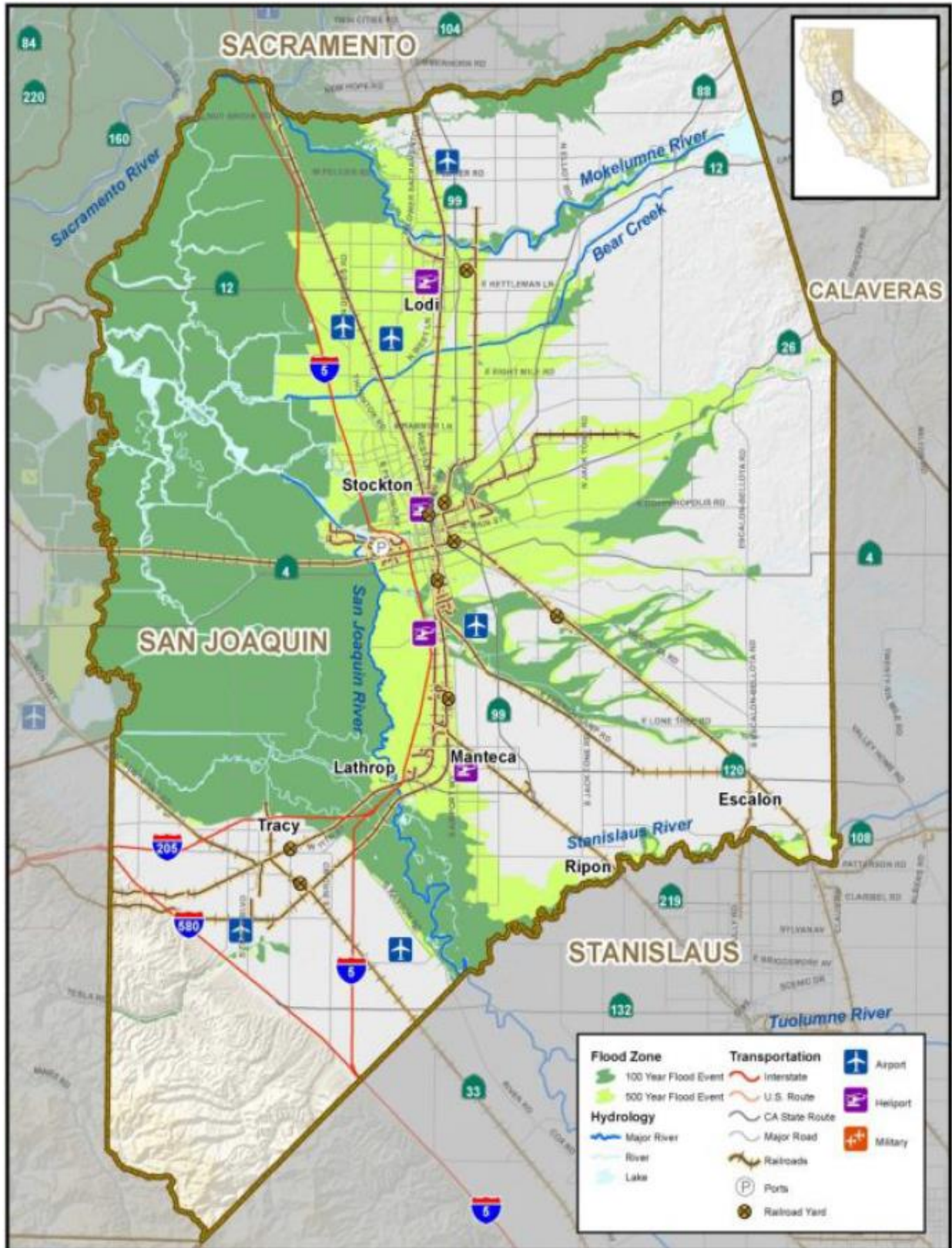
For more information see [CalOES Integrated Evacuation Planning Guide](#)

Transportation Notification and Movement

- The majority of the population can self-evacuate using private transportation (e.g. personal vehicles).
- Transit-dependent populations (e.g., those with disabilities and with access and/or functional needs and households without a vehicle) may require public transportation to evacuate.
- The time of day and day of the week that the impacted population is evacuation will have a major impact on the availability of resources and possibly, the number of individuals who will be affected and need to be evacuated.
- The larger the evacuation, the more time will be required. Given roadway capacities, it will be difficult to successfully evacuate large areas of the OA for a no-notice event.
- Complete evacuation of the County is improbable but not impossible. Hazard assessments for the County indicate evacuations would normally involve only portions of the County – though they may include most of the County population.
- In a moderate-sized disaster, additional drivers would be needed to fully use existing transportation fleets and sustain 24/7 operations.
- In a catastrophic disaster, San Joaquin OA transportation resources would be insufficient, requiring resources and other assistance from neighboring counties.

Figure 1 – San Joaquin Transportation Overview

(Excerpt from the Northern California Catastrophic Flood Response Plan – San Joaquin County Annex)



4 CONCEPT OF OPERATIONS

The Concept of Operations presents an overall framework for coordinating evacuation operations and a phased timing of evacuation activities. This concept of operations is intended to be flexible in order to provide the Incident Commander, Law Enforcement, and supporting departments/agencies protective action options to apply once they have assessed the situation. Response operations begin once an emergency occurs that triggers evacuation operations. The end-state is when evacuation operations have concluded, and re-entry of the evacuated population has been achieved.

The overall objectives include:

- Risk assessments 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 initial evacuation warnings, evacuation orders, and ongoing information, with specific accommodations for people with disabilities, those with access and/or functional needs, individuals with limited English proficiency, and the transportation disadvantaged.
- Establishment of transportation systems and traffic control points designed to move the public out of and prevent their entry into threatened areas.
- Assuring safe and orderly re-entry into disaster impacted areas so residents can assess damages and begin the recovery process.

4.1 EVACUATION DECISIONS

While evacuations can include significant risks, hesitancy to issue alerts could result in loss of life. In some areas of the County, delay in issuing evacuations might delay or prevent the possibility of a later evacuation.

In all cases, the response, including evacuation, will be managed at the lowest level possible, with local governments having the primary responsibility for evacuation preparedness and response. All local governments need to have their own specific evacuation strategies. If an event escalates beyond the capability of the local jurisdiction, then this Evacuation Annex and the OA EOC can be activated. If the event impacts multiple jurisdictions within the County, then the incident will be managed and coordinated through the OA EOC and closely coordinated with the affected jurisdictional EOCs.

California's evacuation laws grant most evacuation related authority to local governments. However, certain individuals at both the state and local levels have the authority to close and evacuate an area where "a menace to the public health or safety is created by a calamity including flood, storm, fire, earthquake, explosion, accident, or other disaster." These individuals include peace officers, local health officials, California Highway Patrol officers, police officers, sheriffs, marshals, supervising full-time public lifeguards, and supervising full-time public marine safety officers.

The EOC will need to coordinate with entities throughout the impacted area to maintain command and control throughout the County as well as prioritize numerous operational events occurring in the OA in response to the emergency. Once an evacuation order has been issued to the public, intensive proactive support procedures will be necessary.

According to the ESF-13 Law Enforcement Annex, San Joaquin County Sheriff's Office (SJSO) acts as the lead agency for evacuations of the unincorporated areas of the County and serves as the Law Enforcement Operational Area Coordinator. In the incorporated cities, local law enforcement is the lead agency for evacuations. The SJSO, as part of a Unified Command,

assesses and evaluates the need for evacuations, and orders evacuations according to established procedures outlined in this Annex. Additionally, as part of the Unified Command, the SJSO will identify available and appropriate evacuation routes and coordinate evacuation traffic management with the California Department of Transportation (CalTrans), the California Highway Patrol (CHP), or other supporting agencies and jurisdictions. Complex evacuations involving multiple jurisdictions will require coordination via the OA EOC, as mandated by the Standardized Emergency Management System (SEMS).

Evacuation field operations will be managed and conducted by the Incident Commander (IC), or UC, of the event in coordination with local law enforcement agencies and other support agencies in accordance with mutual aid agreements. Should a rapidly unfolding event lead local authorities to consider mobilization of law enforcement evacuation support, on duty staff could be overwhelmed. In the event mutual aid is requested, resource requests will flow through the OA Law Enforcement Mutual Aid Coordinator.


Evacuating people from their homes, businesses, and places of recreation is a significant hardship for individuals, families, and communities. It can also lead to travel related injuries and fatalities. Evacuating the DAFN/AFN community away from familiar surroundings and support services can also be life threatening. When possible, populations should shelter in place. However, evacuations should be resorted to whenever there is a threat to life or property. It is better to err on the side of evacuations.

4.2 CONSIDERATIONS WHEN ISSUING AN EVACUATION

The factors that determine the complexity of an evacuation operation are the nature of the threat, the resources available, the amount of time in which evacuation operations can be conducted, and the number of people that require evacuation. Options for protective actions will be chosen by the first officers or responders on scene or the Incident Command Post (ICP)/Unified Command (UC) based on the needs of the situation.

The Continuum of Evacuation Options (Figure 2) illustrates the range of complexity during an evacuation from low to high.

Figure 2: Continuum of Evacuation Options



Complexity	First Option	Second Option	Third Option	Last Resort
Evacuation Options	Shelter-in-place	Evacuation of a City facility	Evacuation of the impacted areas within the City	Evacuation of the entire City
Transportation Elements	First Responder Equipment	First Responder Equipment Personal Vehicles	First Responder Equipment Personal Vehicles Buses/Mass Transit Other Resources	All Available Transit Resources

When issuing evacuation orders, consider the following:

- Nature and severity of impact
- Area affected and likely to be affected
- Expected duration of the incident
- Protective actions that will best protect the community members at risk

- The scale of the disaster
- Number of people evacuated
- Population and demographics of the area evacuated
- Population that is needing assistance
- Time available for evacuation
- Distance of travel necessary to reach safety
- Any impediments to evacuation routes
- Weather/temperature
- Time of day and day of week
- 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.)
- Infrastructure damage in the impacted area

Types of Evacuees

- **Children and Unaccompanied Minors**

These evacuees require a specialized approach and care. During a no notice evacuation, children and unaccompanied minors can be gathered in facilities, such as schools, childcare facilities, hospitals, and/or other locations. These evacuees require assistance during evacuation or shelter-in-place operations, reunification and possible family assistance.

- **Self-Evacuees**

Individuals who possess the capability or can obtain the resources to evacuate from a potentially dangerous area prior to, during, or after an incident with minimal to no assistance. This type of evacuee uses their own transportation or utilized informal assistance such as from a family member or neighbor to evacuate by private or all-terrain vehicle, boat, aircraft, on foot, or other evacuee directed and controlled transportation.

- **Critical Transportation Needs (CTN)**

Individuals who may not have access to transportation and require assistance to leave a potentially dangerous or disaster affected area (also referred to as Transportation Dependent or Transportation Disadvantaged Population). This category could also include individuals with access and functional needs who may require accessible transportation assistance to evacuate.

- **Animals**

Animals, such as service animals, assistance animals, household pets, working dogs, agricultural animals/livestock, wildlife, exotic animals, zoo animals, research animals, and animals housed in shelters, rescue organizations, breeding facilities, and sanctuaries, could need evacuation support. Service animals evacuate with their owners as part of either the general or patient population and remain with their owners throughout the process. Shelter-in-place of animal evacuees depends on the incident, hazard, or threat and the safety of sheltering in place versus evacuating.

- **Spontaneous Evacuees**

Under some circumstances, residents may self-evacuate based on an individual, family, or group decision in reaction to an incident or threat of an incident, rather than being motivated to take a protective action as a result of an evacuation order. These individuals

and/or groups are considered spontaneous evacuees. Spontaneous evacuations can complicate operations and add confusion. Jurisdictions can lessen the likelihood and impact of spontaneous evacuations by conducting pre-event preparedness education campaigns, clearly defining zones, providing clear, unified, and unambiguous evacuation and shelter-in-place orders, and providing clear expected actions, and timely threat, hazard and risk information. Jurisdictions should carefully shape all communications to use appropriate and accessible language and forms of media to provide evacuation and shelter-in-place information to the community.

4.3 DIRECTION, CONTROL, AND COORDINATION

An evacuation of any area requires significant coordination among numerous agencies and private partners. In the case of a regional evacuation (more than two cities affected), the OA EOC could be activated to provide support to local evacuation efforts. Regional evacuation plans have been developed for some areas of the county (for example, San Joaquin Delta).

The County will utilize the California Standard Statewide Evacuation Terminology:

Evacuation Order – Leave Now

Immediate threat to life. This is a lawful order to leave now. The area is lawfully closed to public access.

Evacuation Warning – Be Ready to Leave

Potential threat to life and/or property. Those who require additional time to evacuate, and those with pets and livestock should leave now.

Shelter in Place

Go indoors. Shut and lock doors and windows. Prepare to self-sustain until further notice and/or be contacted by emergency personnel for additional direction.

Evacuation Order(s) Lifted

The formal announcement of lifting evacuations in an area currently under evacuation.

Hard Closure

Closed to all traffic except Fire and Law Enforcement.

Soft Closure

Closed to all traffic except Fire, Law Enforcement and critical Incident resources (i.e. Utility, Caltrans, City/County Roads etc. or those needed to repair or restore infrastructure).

Resident Only Closure

Soft closure with the additional allowance of residents and local government agencies assisting with response and recovery.

Evacuation Orders and Warnings

Anecdotal evidence has shown that mandatory Evacuation Orders generate a higher level of compliance in affected communities. Law enforcement has the responsibility to prevent anyone from entering an area under Penal Code Section 409.5. This is usually accomplished using 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.

Penal Code Section 409.5 does not authorize law enforcement to use force to remove persons who choose to remain on private property within the evacuation zone. Instead, officers will state clearly that failure to evacuate could result in physical injury or death, that a future opportunity to

evacuate might not exist, and rescue resources might not be available. Signed waivers, next-of-kin notification information, and where these persons are located should be obtained from anyone refusing to heed evacuation orders. Possible exceptions can be made for adults who will not evacuate minors from immediately dangerous environments. The children, however, can be removed under child endangerment laws.

Evacuation Warnings generate a lower level of compliance and can complicate public information. However, during events with notice or other slowly unfolding incidents where advance warning is available and sufficient, there could be situations where Evacuation Warnings are warranted. In some circumstances Evacuation Warnings can be used to extend the window given for the evacuation of schools and the DAFN community, as well as large animals and livestock. During an Evacuation Warning, soft road closures can be used where residents will be asked to prove residency in order to gain access to a threatened area. Public information in Evacuation Warnings 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 and can be given with little to no notice.

4.4 EMERGENCY ALERT AND WARNING

Early and effective alert and warning is critical to successful evacuation operations. The County retains Alert and Warning capabilities to issue IPAWS alerts for the Operational Area. If requested, the OES can also issue alerts on behalf of local jurisdictions whose own warning capacity has been exceeded.

- Local jurisdictions within the OA (cities and the County) have primary responsibility for activating warning and public information systems in the event of evacuations. *See also the San Joaquin County Operational Area Alert & Warning Annex.*
- San Joaquin County Office of Emergency Services and other local agencies will utilize Perimeter to designate evacuation warning and evacuation order zones. This can be achieved by using the predefined zones or by drawing new zones based on the incident. The evacuation zones will be posted to the SJREADY website.
- Notifications to the impacted population will be shared in multiple languages, and through multiple formats and social medial platforms.

Different populations have varying levels of access to communication pathways. One technology is usually insufficient. Often, the use of multi-modal technologies, both modern and traditional, is necessary to reach people with limited access as well as varying proficiency levels of English. When appropriate, consider the use of multi-lingual communication methods, as well as more dynamic, visual, and spatial content, outside of text messages, to reach diverse populations, ensure accessibility, and better convey risk. Additionally, pre-messaging and alternative guidance can help those who need more time to prepare or cannot take the recommended protective actions.

The protocol for evacuating a specific area is usually a joint effort between the Sheriff and another authority, such as Cal Fire, during a wildfire response. Evacuation warnings or orders issued by the Sheriff's Office will route through the EOC Operations Section – Law Branch, Management Section, or OES Duty Officer, if the EOC is not activated.

Alert and Warning Notification

Alerts can be issued any time there is an imminent threat to life and property. The types and systems used are influenced by the nature of the specific threat, the size of the area affected, as well as other factors. Key criteria include:

- **Source:** Who is the message from

- **Threat:** Describe the event and its impact
- **Time of Day:** Is the event during business/school hours
- **Location:** Where are the impact area boundaries
- **Guidance/Time:** What are the proactive actions to take, when do they need to be completed by, how are those actions accomplished, and how does it reduce impacts
- **Environmental Implications:** What are the environmental conditions that are magnifying the incident's effects

Critical Evacuation Information

The amount of content included in a given alert and warning message might be constrained by both the pace of events and the messaging platform. Critical components of evacuation messaging include:

- Identify the Alert Authority (e.g. SJCOES, SJC Sheriff, SPD, CalFire)
- Describe the threat (e.g. Fire, Flood, Tsunami, Hazardous Material)
- Provide guidance for protective action (Evacuation warning or order/Shelter in place)
- Provide the hazard/shelter-in-place locations or evacuation areas
- Give the time available to act (IMMEDIATE/NOW or timeframe if available)
- Share future information sources (always include www.sjready.org or other link)

Notification Methods and Priority

The OA will prioritize use of its warning systems in the following order to maximize the timeliness and scope of warning efforts:

- Wireless Emergency Alerts (WEA)
- SJReady Alerts
- Emergency Alert System (EAS)
- Social Media
- NOAA Weather Radio (NWR)
- San Joaquin County 2-1-1
- Emergency Vehicle Sirens – These may be augmented by use of Nixle and social media systems.

The County Sheriff's Office, in partnership with the Office of Emergency Services and various public safety agencies, have developed a map of San Joaquin County divided into standardized evacuation zones. In conjunction with a Countywide "Know your Zone" campaign, utilizing these zones will allow alert and warning notifications to be targeted more precisely, and reduce evacuation fatigue in the community.

For additional information see the Alert and Warning Annex for San Joaquin County.

4.5 TRANSPORTATION

The primary mode of evacuation to be used during a large scale evacuation is assumed first to be various forms of the evacuees' private transportation resources, such as personal vehicles, bicycle, rail, bus, etc. for most persons in the evacuation area. Many community members will use private automobiles. For those who do not have access to transportation resources, the OA and local jurisdictions will mobilize transportation resources to assist those who do not own or have access to their own transportation. Priority will be given to the DAFN community. This will be accomplished through:

- Available public resources

- Memorandums of Understanding (MOUs) and Memorandums of Agreement (MOAs) with public and private transportation agencies
- Mutual-aid agreements (MAAs)

All requests for transportation resources from outside of the County will be conducted through the Logistics Section with the exception of those ESFs that are coordinated through other Mutual Aid Agreements (i.e., fire, law, medical and health).

Modes of transportation available could include:

- Motor vehicles
- School District Buses
- Paratransit Service Providers
- Charter motor coach providers
- Taxis
- Uber/Lyft or other ridesharing services
- Buses and vans of churches, NGOs and private schools
- Private shuttle services
- Carpool vans

For more information and additional details refer to ESF-01 Transportation Annex.

4.5.1 Evacuation Routes

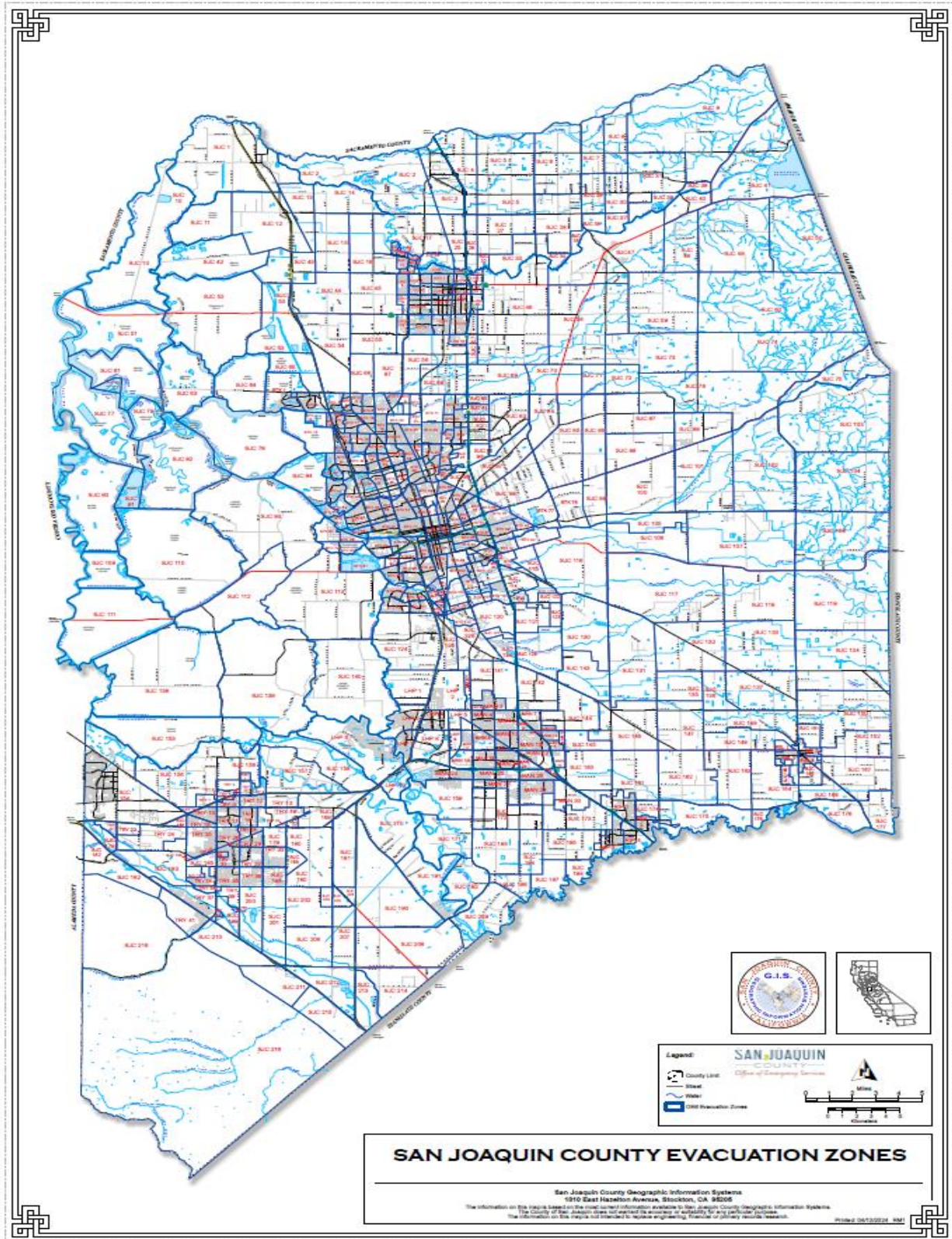
Evacuation routes will be selected by law enforcement officials, approved by the Incident Commander at the time of the evacuation decision, then communicated to the EOC. Evacuation routes may include interstate, state, and surface roads, and will be chosen based on the incident, the relative safety of roadway infrastructure and current traffic conditions. Movement instructions will be part of the warning notifications and subsequent public information releases.

San Joaquin County has developed neighborhood evacuation maps for citizens to determine appropriate evacuation routes based on flood scenarios. See Attachment A to determine which zone contains the most relevant information for the incident. During large scale evacuation events, these maps will be updated and posted via messaging notifications for public use. For detailed electronic versions of these neighborhood evacuation maps and rally points go to <https://app.perimeterplatform.com/> or scan the QR code below. Important roadway characteristics and factors that are considered when selecting an evacuation route should include:

- Shortest route to the designated destination areas
- Ability of proposed routes to accommodate the mode of transportation to be used
- Maximum roadway capacity
- Ability to increase capacity and traffic flow using traffic control strategies
- Possible contra-flow plans and routes
- Availability of infrastructure to disseminate real-time conditions and messages to evacuees in-route
- Number of potentially hazardous points and bottlenecks, such as bridges and lane reductions



Figure 3 – San Joaquin County Evacuation Zones
See Attachment A to find each zone in more detail.



4.5.2 Evacuation Rally Points

Rally Points can serve as transportation hubs for members of the evacuating population to go who require assistance in evacuating. Rally Points are a local site, usually within the at risk area or impact zone, where evacuees can be picked up by family and friends or transported to Temporary Evacuation Points (TEPs) and/or shelters by public transportation. Evacuees may arrive at the Rally Point by foot, bicycle, public transit, paratransit, or private vehicles.

Rally Points will be selected and activated by local jurisdictions in coordination with their local EOC. Development of policies and procedures for Rally Point operations is also the responsibility of the local jurisdiction. Please note: Rally Points should only be used when safe to do so.

4.5.3 Temporary Evacuation Points (TEPs)

Temporary Evacuation Points (TEPs) will be used to initially receive evacuees after an evacuation order is given. TEPs provide evacuees with a safe location to plan their emergency accommodations and other immediate next steps while shelters are established. It allows evacuees to access transportation assistance to a final destination or be moved to a shelter or other safe area.

The Mass Care Coordinator will be the one to take point and is responsible for setting up the TEP and resources associated with it. A TEP usually offers reception processing services such as evacuee tracking, canteen or feeding, household pet reception, medical assessments, evacuee communications, and determination of shelter locations to which the evacuees will be sent.

Key criteria for these sites include:

- Safely beyond the area of immediate threat
- 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, vulnerable populations 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

Refer to the ESF-6 Mass Care and Shelter Annex for a more detailed description of how evacuating and receiving jurisdictions coordinate to ensure evacuees receive appropriate care and shelter.

4.5.4 Considerations for the Disabled and Access and Functional Needs Community

It is critical that modes of transportation are identified that can accommodate people with disabilities and other access and functional needs during an evacuation. Transportation suited to evacuating DAFN individuals will be made available during an emergency. Transportation accessibility considerations include, but are not limited to; para transit buses, vehicles that are lift equipped and/or ramped with wheelchair tie downs, and vehicles with brackets to secure oxygen

cylinders. Personal Assistant Support services will be provided if needed. Assistive Technology Devices and service animals will remain with the person with a disability in transit.

4.5.5 Animal Transportation

Animal transportation will be responsible for providing support and resources for services animals and pets. This group will support the ESF-13 Law Enforcement Branch (Refer to ESF-13 Law Enforcement Annex for more details) with animal control vehicles to assist with the evacuation of service animals, coordinate with non-governmental organizations and volunteer groups to facilitate evacuation of large animals and pets, and establish and support household pet and large animal evacuation sites.

Pets

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

In the event pets are not properly caged, or the pet carrier is too large to fit on the transit vehicle, San Joaquin County Animal Services should 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 or Endangered Animals

Movement of large animals and livestock will be coordinated through the Animal Care Services Unit in the OA EOC and the Agricultural Commissioner with support from the California Department of Food and Agriculture at the State Operations Center.

It is the primary responsibility of the livestock owners to plan for appropriate evacuation of their animals. Equestrian evacuations can be assisted by mutual aid from local non-governmental organizations and volunteer groups. If the impacted evacuation area is within San Joaquin County, the County has a Memorandum of Understanding with Hold Your Horses to assist with livestock evacuation and sheltering.

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 and endangered animal shelter and rescue in the event of an emergency.

4.5.6 Critical Facility Support

Critical facilities include those that serve the public's interest during an emergency, and as such need focused consideration as to how they are managed in an emergency. Some of these facilities are schools, daycare centers, hospitals, assisted living centers, board and care, adult residential facilities, and other facilities with unique evacuation support needs, such as jails. When considering movement of clients or residents to avoid hazards, whether within or outside of the facility, the jurisdictions will consider the inherent risk that the movement and travel conditions could have on an individual's health. Jurisdictions will include the Medical Health Operational Area Coordinator (MHOAC) who will coordinate with the Public Health and Medical Emergency Support Function (ESF-08) for information and direction on the evacuation of these types of facilities. There are several strategies and protective actions for these types of facilities that are used during a large scale evacuation.

Depending on the degree of risk, facility staff might decide to shelter in place without evacuating clients and residents. Evacuating might have more of an impact on client health and safety than a voluntary evacuation. In other cases, evacuating clients to a shelter designated as a medical treatment unit would be more beneficial to clients. Based on the need and resources, the originating facility could continue to provide all staff and support services, or local health officials provide staff and support services.

It is important to remember that schools, medical facilities, hospitals, care facilities, drug treatment centers, homeless shelters and day centers are required to have their own individual evacuation plans already in place. In the event of a large scale mass evacuation, each facility should first follow their standing evacuation plans. If the facility reaches its maximum capacity for either resources, personnel, or safety they should reach out to their local MHOAC and EOC for assistance. If circumstances allow, the County EOC will give early notification to people and caregivers groups who might need extra time to evacuate during the low-level, or evacuation alert stage of a threat. Priority attention will be given to notifying special needs population service providers. This will enable them to contact their clients and alert them of evacuation advisories and provide additional instructions based on their evacuation plans.

When evacuating Critical Facilities:

- Critical facilities not effected by the incident can serve as possible Rally Points or Temporary Evacuation Points.
- Adult Day Center patients frequently use RTD for transportation to and from day care facilities. During an evacuation, these scheduled trips would be considered high priority medical transport for RTD resources.
- 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 and/or first responders.
- The Sheriff's Department and local law enforcement agencies are responsible for evacuation of inmates in jails and correctional facilities under their care using existing Jail Evacuation Plans.
- The County Probation Department is responsible for evacuation of the juveniles in Juvenile Detention Centers under their care. They might require transportation support.
- All hospitals are responsible for coordinating with EMS and the MHOAC. Hospitals might need additional assistance to evacuate and relocate critical patients. See the ESF-08 Public Health and Medical Services Annex for additional information.
- Public schools can evacuate or relocate to another school site during an emergency. Parent and student reunification orders and family assistance centers must be obtained and communicated to others in an expeditious and inclusive way.
- Private schools might 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 might be dependent on Rally Points and public transportation for evacuation.

The Operational Area will activate the Schools Liaison in the OA EOC to support school related response activities including the mobilization of resources to support affected schools. The Schools Liaison is responsible to:

- Coordinate with school management to determine status of facilities, operations, resources, and personnel needs.
- Coordinate with ESF-06 Mass Care and Shelter Branch of the EOC in identifying appropriate school sites for care and shelter operations if needed.
- Keep the EOC apprised of issues relating to schools and children.

At any given time, there could be several events occurring in San Joaquin County, which generate large gatherings of people. 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.

4.6 ACCESS CONTROL AND SECURITY

If an evacuation is ordered, local law enforcement agencies, in coordination with ESF-13 (Law Enforcement Branch of the 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. Re-entry will be coordinated with Incident Command and the local EOC to ensure community health and safety. Before re-entry, the area must be confirmed to be safe and secure by Incident Command and the local EOC. An assessment must be completed to verify that citizens can return to the evacuated area.

If an evacuated area has sustained damage and cannot be reoccupied for an extended period, it might be 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.

Perimeter control may be accomplished by establishing strategic concentric rings of security, hard access control points, roadblocks, 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, EMS, Public Health services, Search and Rescue, State and Federal resources, Public Works, utility companies, coroner's office, and Animal Control officers.

Law enforcement might 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.

County OES and the Sheriff's Department have developed a permit process for re-entry and access points. For more detailed instructions, see the San Joaquin Operational Area Evacuation Field Guide.

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, and more likely to quickly comply with future evacuation orders, 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 expedite the return of evacuees to their homes and businesses. Vandalism, looting, and sabotage of infrastructure facilities might cause additional damage to the impacted area or have a cascading effect on infrastructure throughout the region. It could also cause evacuees to be less willing to leave during future evacuations. 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.

4.7 RE-ENTRY

Following a moderate or mass evacuation event, the OA will work to ensure a coordinated, safe, and orderly re-entry of residents into affected areas. Residents and recovery personnel will be permitted back into evacuated areas as soon as it is deemed safe.

Re-entry will be initiated by the Incident Commander and coordinated with the affected jurisdiction(s) and the OA EOC. 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. When appropriate, re-entry procedures will be conducted, and Re-Entry Permit Passes will be issued according to the guidelines outlined in the San Joaquin Operational Area Evacuation Field Guide.

Re-entry should be phased to manage the number of people entering the disaster area and prioritized for public safety purposes. The public will be notified of the re-entry status through emergency broadcast radio, television, press releases, SJReady Alerts, social media, informational phone lines such as 211, community briefings, and informational updates at shelters.

While an impacted area might not be ready for repopulation, Law Enforcement might determine that the area is safe enough for displaced residents from the impacted area to visit their home. Re-Entry Permit Passes would be authorized to those individuals based on priority. Those individuals must remember:

- 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.

Law enforcement will establish and maintain Traffic Control Points along access routes to facilitate re-entry and maintain the security of evacuated areas. Once an impacted area is deemed safe for re-entry, transportation resources will be coordinated to return evacuees requiring transportation assistance from evacuation points or shelters back to their communities. Relief workers should have an identification card from their organization and be able to prove they are fulfilling an assigned role or mission.

Site Safety Assessment

For safety reasons, an assessment must be completed before citizens re-enter the evacuated area. This assessment includes an evaluation that the following have been completed:

- Damage inspections to buildings and infrastructure
- Gas leaks or downed power lines repaired
- Water and sewer lines repaired; drinking water has been deemed safe
- Hazardous materials releases and residual contamination contained
- Debris has been removed from major transportation routes
- Trees and other overhead structures are safe
- A security plan for repopulation has been developed
- Essential lifelines have been restored
- Repopulation routes have been developed
- Transportation resources have been identified to return evacuated people to their homes, including their pets and animals

- DAFN population needs have been considered in the plan, including companion animals
- Cultural context has been considered when developing the repopulation plan

5 ROLES AND RESPONSIBILITIES

All responses in the County are managed in accordance with the Standardized Emergency Management System (SEMS). The field level consists of local maintaining agencies (LMAs) and first responders and is the incident level where emergency response begins. Local government includes the cities inside of the Operational Area. The County is charged with the lead role as the OA and is the primary point of contact for the Region and the State. The San Joaquin County EOP further outlines the SEMS organization levels.

5.1 ALL AGENCIES AND PERSONNEL

Impacted jurisdictions will be responsible for activating their EOC during an incident and for communicating coordinating resources with the OA EOC. If two or more communities are impacted by a large scale evacuation effort, then incident response will be coordinated through the OA EOC under a Unified Command.

Each agency and department, whether primary or supporting, is responsible for knowing their roles and responsibilities during each phase of an incident. In the case of a large scale evacuation incident, the action items might change depending on the type, location, size and impact of the incident. Departments and agencies are not limited to the lists below.

5.1.1 Activation Phase

- Identify and mobilize resources to support evacuation operational objectives established by Incident Command and/or the EOC
- Maintain an activity log of actions taken and decisions made.
- Coordinate information and resources at the EOC level in the affected local government jurisdiction(s).

5.1.2 Response Phase

- Provide resources to facilitate safe evacuations, care and shelter, and re-entry, within the scope of your agency mission and capabilities.
- Consider the vulnerable populations, such as unaccompanied minors, the unsheltered, those with limited proficiency of English, and those with disabilities and access and functional needs.
- Provide situational updates as requested by the lead response agency through the EOC or other means.

5.1.3 Deactivation/Recovery Phase

- Conduct a thorough post incident assessment and participate in the OA after action review to identify areas for improvement.
- Provide debriefing and offer crisis counseling to all agency personnel under your command.
- Demobilize resources.

The EOC may be activated in support of operations in the unincorporated area of the County or at the request of a local Jurisdiction (City or Special District) as outlined in San Joaquin County's EOP. The following responsibilities and organizational charts depict the standard activation levels and responsibilities of staff in the EOC in a flood incident or emergency.

Areas of special concern will be:

- Protection of life, property, and the environment
- Alerting and warning the public, including people with disabilities and those with access and/or functional needs.
- Evacuation of the impacted population, including people with disabilities and those with access and/or functional needs.
- Early alert and warning for those who might need additional time to evacuate.
- Providing care and shelter of large numbers of people.
- Coordination of search and rescue operations, including water rescues.
- Monitoring and evaluation of environmental and public health concerns.
- Debris removal.
- Animal care issues, including care, shelter and possible public health concerns.
- Behavioral health operations and support.
- Record keeping and monitoring.

5.2 EOC DIRECTOR

- Coordinate emergency response activities in support of incident objectives
- Identify evacuation needs
- Activate EOC personnel and Support Functions as appropriate
- Request assistance from support agencies
- Approve EOC objectives and incident objectives and incident plan
- Maintain communication and coordination between OA EOC, city EOCs, REOC and support agencies

5.3 EOC PUBLIC INFORMATION OFFICER

- Ensure that the public, including individuals with access and functional needs, receive current evacuation orders, and provide direction to community members on how to protect themselves and their loved ones
- Ensure that information is timely and appropriate to the incident
- Oversee external affairs including:
 - Message development
 - Activation of the Joint Information System
 - Establishing a Joint Information Center

5.4 EMERGENCY SUPPORT FUNCTIONS

The County EOC will activate the appropriate Emergency Support Functions (ESF's), based on the threat and/or incident. An evacuation event will require multi-jurisdiction, multi-agency, and multi-discipline coordination at all levels, including first responders. In some cases, a representative from each activated Emergency Support Function might be requested to provide a staff member to the EOC to maintain communication, efficiency and a continuity of operations during the incident.

Figure 4 - Responsibilities by Emergency Support Function

Emergency Support Function	Lead Agency	Specific Responsibilities
01 – Transportation	<p>OES</p> <p>SJC Sheriff’s Office</p>	<ul style="list-style-type: none"> • Transportation of people and materials into and out of affected areas • Refer to the ESF-01 Transportation Annex Plan to support evacuation operations • Coordinate the acquisition or use of required public transportation resources • Provide accessible transportation resources to support rally points, temporary evacuation 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 ESF-06 Mass Care and Shelter Branch to coordinate shelter services for paratransit clients unable to return to their home in the affected area
02 – Communications	<p>ISD</p>	<ul style="list-style-type: none"> • Monitor and report on the overall status of the communications infrastructure • Provide and coordinate support of local communications systems as required and/or requested • Enhance the requisite technology (hardware and software) for emergency communications systems, alert, warning and notification systems, and redundant communications systems during all phases of the emergency management cycle • Maintain the County’s critical information technology infrastructure including, but not limited to, the provision of cybersecurity measures. • Manage and coordinate all emergency communication systems and networks within the EOC
03 – Public Works and Engineering	<p>Public Works</p>	<ul style="list-style-type: none"> • Ensure the swift and safe clearance of evacuation routes and the provision of necessary infrastructure support to facilitate the movement of residents during an evacuation • Gather information from the impact area and report on status of county infrastructure • Support ESF-13 Law Enforcement Branch in opening and closing county roads

		<ul style="list-style-type: none"> • Facilitate pre-positioning of resources to enable rapid response to worsening conditions • Provide resources including changeable message signs, k-rail barricades, and road cones to support road closures • Coordinate with all utilities including gas and electric • Coordinate with the Water Agencies and other partner organizations to identify infrastructure concerns that may affect re-entry timelines
04 – Fire and Rescue	San Joaquin County Fire Districts	<ul style="list-style-type: none"> • Assist with evacuation operations and medical response • Coordinate rescue operations • Support fire protection and search and rescue in evacuated areas • Identify fire prevention opportunities, when required • Identify methods in which situational and damage assessment information will be transmitted through field units to the EOC
05 – Emergency Management	OES	<ul style="list-style-type: none"> • Collaborate with local emergency services, government agencies, and community organizations to allocate sufficient resources for transportation, shelters, communication systems, and personnel to support the evacuation efforts • Collect, analyze, process, verify, and disseminate information and intel about the incident and conduct planning activities to facilitate the overall activities in assisting the whole community • Ensure accuracy, completeness and retention of documentation generated in the EOC
06 – Mass Care and Shelter	Human Services Agency	<ul style="list-style-type: none"> • Coordinate with the Human Services Agency (HSA) Coordinator for the safety and security of clients under the care of HSA • Ensure the timely and efficient provision of essential services and support to evacuees, including shelter, food, medical assistance, and emotional support, during a citywide evacuation. • Adult and Aging: <ul style="list-style-type: none"> ○ Contact vulnerable, home-based adults enrolled in pre-disaster programs such as In-Home Support Services and Adult Protective Services and ensure they have sufficient transportation to evacuate safely. ○ Operate the Information and Assistance line for Adult and Aging, providing information to vulnerable adults during an evacuation emergency

		<ul style="list-style-type: none"> ○ Resource contracted volunteer driver transportation programs and senior service providers serving vulnerable adults across the county, providing information and coordination. ● Coordinate with partnering agencies to ensure timely set up and activation of appropriate emergency shelters. If there is enough warning prior to the incident, preposition materials at designated facilities
07 – Logistics	OES/ Purchasing	Locates and processes resource requests, tracks resources, and provides logistical support for response
08 – Public Health and Medical	Medical Health Operational Area Coordinator (MHOAC)	<p>The Primary County Agencies will coordinate with Supporting County Agencies to assess and report current capabilities to the EOC and activate Departmental Operations Centers (DOC) as appropriate.</p> <p>EMS/SJGH Group</p> <ul style="list-style-type: none"> ● Coordinate evacuation of hospitals and other medical facilities ● Coordinate with American Red Cross and ESF-06 to support medical needs in shelters ● Provide information as needed to support the Emergency Action Plan <p>BHS Group</p> <ul style="list-style-type: none"> ● Coordinate behavioral health resources and personnel in support of shelter operations ● Monitor behavioral health teams in the impacted disaster areas ● Coordinate with Probation and other departments for outreach to the unsheltered population <p>PHS Group</p> <ul style="list-style-type: none"> ● Coordinate with ESF-06 regarding the need of specialized Public Health staff and other personnel ● Monitor public health teams in the impacted disaster areas ● Manage public health response and recovery efforts ● Maintain public health and sanitation supervision at appropriate evacuation sites ● Ensure that facilities operating under ESF-06 and ESF-08 meet public health standards

		<p>EHD Group</p> <ul style="list-style-type: none"> • Minimize public exposures to environmental hazards through assessment of the hazards and the implementation of public protective actions • Detect, assess, stabilize and clean up releases of health related hazardous materials into the environment and properly managing waste
12 – Energy	Public Works	<p>Coordination of gas, water, wastewater, telecommunications and electrical restoration during an incident</p> <p>See also the San Joaquin County Electrical System De-Energization Response Plan</p>
13 – Law Enforcement	SJC Sheriff's Department	<ul style="list-style-type: none"> • Assist in closing roadways, evacuations, and rescues as available. Provide information sharing and reverse 911 services. • Maintain public safety and security • Support evacuation operations in the field • Identify accessible safety zones, TEPs, Rally Points and primary evacuation routes • Coordinate with California Highway Patrol and local law enforcement on the establishment of Traffic Control Points (TCPs) • Coordinate re-entry of residents and businesses into evacuated areas once threat has passed and area is deemed safe
15 – External Affairs	OES/CAO	<ul style="list-style-type: none"> • Public information coordination with all involved departments, agencies, PIOs and 2-1-1 on public messages through postings, press releases, contact with the media and emergency notification • Provide timely, accurate, accessible and coordinated information for the residents of San Joaquin County
17 – Volunteer and Donation Management	OES/VOAD	<ul style="list-style-type: none"> • Coordinate with OES and ESF-06 with shelter operations and needs of the evacuated populations. • Support responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support the incident

6 ADMINISTRATION, FINANCE, LOGISTICS

Resources, as a general term, encompasses the personnel, equipment, systems, supplies, and highly specialized services that may be needed during a large scale evacuation.

- All agency/department representatives will have information readily available regarding the categories or types of resources relevant to operations to facilitate requesting additional resources.
- In all cases, the agency/department will provide continuing representation in the EOC when requested.

The primary agency and/or department requesting assistance will be responsible for the process of procurement authorization established by ESF-07 Logistics Management and Resources.

The Finance Section of the EOC is responsible for the overall financial tracking related to the resources and costs incurred during an incident. During an incident, each agency/department is responsible for recording and tracking its expenditures and seeking reimbursement for the appropriate resources after the event. For reporting purposes, support entities will document their expenditures and submit them directly to the Finance Section Chief as soon as possible.

7 PLAN DEVELOPMENT AND MAINTENANCE

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. The development and maintenance of this Evacuation Annex plan will be consistent with the guidelines established in the EOP.

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. County and city staff, as well as partnering departments and agencies would benefit from awareness training on the policies and procedures in their respective evacuation plans. A critical element to ensuring the success of the Operational Area Evacuation Annex is hands-on exercise experience to supplement classroom training. The Office of Emergency Services may coordinate evacuation exercises in unincorporated areas to familiarize communities with alert and warning, evacuation routes, and TEPs. In addition, each Emergency Service Function should train their employees to ensure that each department and agency is aware of their roles and responsibilities during a large scale evacuation incident.

The OA Evacuation Annex will be reviewed and revised as necessary. The Office of Emergency Services will lead the responsible departments in reviewing and updating their portions of the Annex based on identified deficiencies experienced in exercises or actual occurrences. OES is also responsible for revising 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.

8 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 San Joaquin 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.

Federal

- 6 U.S. Code § 321a - Evacuation plans and exercises
- 6 U.S. Code 317 – the role of FEMA includes evacuating disaster victims
- Department of Homeland Security Planning Considerations: Evacuation and Shelter-in-Place. Guidance for State, Local, Tribal, and Territorial Partners (2019)
- 42 U.S.C. 960(23) – Temporary housing and evacuation of threatened persons are to be included in the scope of hazardous substance removal.
- FEMA: COVID-19 Supplement for Planning Considerations: Evacuation and Shelter in Place
- Homeland Security Presidential Directives
- Americans with Disabilities Act of 1990

State

- Legal Guidelines for Controlling Movement of People and Property during an Emergency, State of California, Office of Emergency Services, 1999.
- Guidelines for Coordinating Flood Emergency Operations. Completed in compliance with the Flood Emergency Action Team (FEAT): Initiative Number 1. November 21, 1997.
- Legal Guidelines for Flood Evacuation. State of California, Office of Emergency Services, October 1997.
- Title 22 of the California Code of Regulations – Regulations pertaining to evacuation and disaster preparedness of care facilities
- AB-3098 Residential Care Facilities for the Elderly: Emergency and Disaster Plans Section 1
- California Penal Code § 409.5. Regarding evacuations, the term “peace officers” includes designated employees of the Department of Parks and Recreation, Department of Forestry and Fire Protection, and Department of Fish and Game.
- Northern California Catastrophic Flood Response Plan
 - The NCCFRP contains pertinent information about Flood Response in the Delta Region of San Joaquin County. The NCCFRP was used to help create the evacuation plan and associated evacuation maps and brochures.
[Catastrophic Planning | California Governor's Office of Emergency Services](#)
- California Governor's Office of Emergency Services – Integrated Evacuation Planning for Jurisdictions and Individuals with Access and Functional Needs
- Title 8 CCR § 3220
- California Emergency Services Act, California Government Code, Sections 8550-8668
- California Code of Regulations, Title 19, Chapters 1 through 6

San Joaquin County

- San Joaquin County Office of Emergency Services Emergency Plans
- San Joaquin County Emergency Operations Plan
- San Joaquin Operational Area Evacuation Field Guide
- Emergency Support Function-01: Transportation Annex
- Emergency Support Function-06: Mass Care and Shelter Annex
- Emergency Support Function-07: Logistics and Resources
- Emergency Support Function-08: Public Health and Medical Annex
- Emergency Support Function-13: Law Enforcement Annex
- Alert and Warning Support Annex
- Flood and Dam Failure Hazard Annex

9 ACRONYMS

AFN	Access and Functional Needs
ARC	American Red Cross
CalOES	California Governor’s Office of Emergency Services
Caltrans	California Department of Transportation
CDFG	California Department of Fish and Game
CHP	California Highway Patrol
CTN	Critical Transportation Needs
CVFPB	Central Valley Flood Protection Board
DAFN	Disabilities and Access and Functional Needs
DME	Durable Medical Equipment
DOC	Departmental Operations Center
EAS	Emergency Alert System
EMS	Emergency Medical Services
EOC	Emergency Operations Center
EOP	Emergency Operation Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
IC	Incident Commander
ICP	Incident Command Post
LMA	Local Maintaining Agency
MAA	Mutual Aid Agreements
MHOAC	Medical Health Operational Area Coordinator
MOU	Memorandums of Understanding
MOA	Memorandums of Agreement
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NOAA	National Oceanic and Atmospheric Administration
NWR	NOAA Weather Radio
OA	Operational Area
OAFN	Office of Access and Functional Needs
OES	Office of Emergency Services
PIO	Public Information Officer
REOC	Regional Emergency Operations Center
RTD	Regional Transportation District
SEMS	Standardized Emergency Management System
SIP	Shelter in Place
SJC	San Joaquin County
SJSO	San Joaquin County Sheriff Office
SPD	Stockton Police Department
TCP	Traffic Control Point
TEP	Temporary Evacuation Point
UC	Unified Command
WEA	Wireless Emergency Alerts

10 ATTACHMENTS

10.1 ATTACHMENT A: EVACUATION CHECKLISTS

- ESF-01 Transportation Checklist
- ESF-05 Emergency Management Checklist
- ESF-06 Mass Care and Shelter Checklist

NAME/ID DATE	PRIMARY AGENCY	SUPPORT AGENCY	ESF-01 TRANSPORTATION EVACUATION AND SHELTER PHASE ACTIONS	COMPLETED
			Activate personnel and transportation partners to support the Evacuation and Shelter-in-Place phase.	
			Implement contraflow operations if authorized, in close coordination with: <ul style="list-style-type: none"> • ESF-05 Information and Planning • ESF-07 Logistics • ESF-13 Public Safety and Security • ESF-15 External Affairs. 	
			Implement access controls to close transportation infrastructure, entrances, and/or exits determined unsafe, in conjunction with ESF-13 Public Safety and Security.	
			Adjust traffic signal timing and implement other systems to expedite outbound traffic flow and public transit, in conjunction with: <ul style="list-style-type: none"> • ESF-05 Information and Planning • ESF-13 Public Safety and Security. 	
			Activate mobilized assets, including staging areas, roadway support, and evacuation sites, in conjunction with: <ul style="list-style-type: none"> • ESF-05 Information and Planning • ESF-13 Public Safety and Security. 	
			Activate variable-message signs (VMS) and other messaging capabilities, in conjunction with: <ul style="list-style-type: none"> • ESF-05 Information and Planning • ESF-13 Public Safety and Security • ESF-15 External Affairs. 	
			If necessary, continue to halt work zone activities on primary evacuation routes, in conjunction with ESF-13 Public Safety and Security.	
			Track resource requirements for those with CTN, persons with disabilities, and others with access and functional needs evacuees, those with health and medical needs, and household pets and service animals. Provide information to ESF-13 Public Safety and Security or ESF-08 Public Health and Medical	

			Services, as needed.	
			Survey current resources and request additional resources, as necessary.	
			Maintain streetlights, traffic signals, and other evacuation related systems in conjunction with private sector energy businesses. Utilize alternate power sources as available.	
			Coordinate with ESF-13 Public Safety and Security to remove damaged/immobile vehicles from the primary evacuation routes.	
			<p>Determine zero-hour criteria for halting operations and sheltering personnel (wind speed, flooding conditions, inaccessible locations, hazardous material exposure limits).</p> <p>Communicate these criteria to workers, responders and the public, in close coordination with relevant authorities:</p> <ul style="list-style-type: none"> • ESF-05 Information and Planning • ESF-15 External Affairs. 	
			Develop transportation objectives and priorities for the Impact Phase.	
			Insert additional jurisdictional actions as needed.	

Refer to the [ESF-01 Transportation Annex](#) for more details

NAME/ID DATE	PRIMARY AGENCY	SUPPORT AGENCY	ESF-05 EMERGENCY MANAGEMENT MOBILIZATION PHASE ACTIONS	COMPLETED
			Activate the EOC (partial or full, depending on scale).	
			Determine the need for contraflow. Begin working with appropriate authorities to activate personnel, procedures, and resources and communicate the contraflow decision and timing to the public and other stakeholders: <ul style="list-style-type: none"> • ESF-01 Transportation • ESF-03 Public Works and Engineering • ESF-07 Logistics • ESF-13 Public Safety and Security • ESF-15 External Affairs. 	
			Alert and activate personnel and partners to report (either in person or virtually) to the EOC. Provide personnel and relevant partners with hazard and/or incident-specific information.	
			Inform the Director of Emergency Operations or appointed official of the situation; coordinate the emergency declaration process, if required.	
			Establish a regular briefing schedule.	
			Contact the field/regional coordinators to initiate a conference call with area counties and the SEOC.	
			Determine jurisdictional need for support from the state; request activation, if necessary.	
			Coordinate with the state and region regarding shelter vacancies.	
			Actively participate in state, NWS, FEMA, and other agency briefings/calls, upon request.	
			Compare/contrast benefits to evacuation versus sheltering in place: what is the hazard, vulnerability, and anticipated exposure. Determine the appropriate protective action (e.g., shelter-in-place, point-to-point evacuation, or hub and spoke evacuation). Communicate strategy.	
			Determine zones affected (or likely impacted) by the incident.	

			Analyze demographics of impacted zones.	
			Based on projections and demographics of impacted zones, determine type, scale, and resource needs for evacuation sites, to include evacuation transportation sites, Reception Centers, and shelters.	
			In coordination with ESF-07 Logistics – Identify which sites to use as local forward staging areas. Identify mobilization gaps. Determine the need to activate pre-event, standby contracts, and/or the MOU/MOA to assist with filling identified gaps, as needed.	
			Participate in coordination calls; communicate situation updates with pass-through and host communities and other impacted jurisdictions.	
			Identify primary motorist and pedestrian evacuation routes, in conjunction with ESF-01 Transportation and with assistance from ESF-03 Public Works and Engineering.	
			In coordination with ESF-13 Public Safety and Security, reassess risk to evacuation and shelter-in- place zones. Identify a phased system for implementation using zonal demographic data. Estimate an evacuation timeframe for zones, in conjunction with ESF-01.	
			Mobilize staging areas with resources for the Evacuation and Shelter-in-Place phase, in conjunction with: <ul style="list-style-type: none"> • ESF-01 Transportation • ESF-03 Public Works and Engineering • ESF-06 Mass Care, Emergency Assistance, Temporary Housing, and Human Services • ESF-13 Public Safety and Security. 	
			Coordinate the strategy and resources to support evacuation and/or shelter-in-place support for pets, service animals, livestock, and other animals, in close coordination with: <ul style="list-style-type: none"> • ESF-06 Mass Care, Emergency Assistance, Temporary Housing, and Human Services 	

			<ul style="list-style-type: none"> ESF-11 Agriculture and Natural Resources. <p>Assess family reunification needs; assist with the program as needed.</p>	
			Determine operational objectives, priorities, and rotation shifts for personnel in the Evacuation and Shelter-in-Place Phase.	
			Insert additional jurisdictional actions as needed.	

Refer to the **ESF-05 Emergency Management Annex** Plan for more details

NAME/ID DATE	PRIMARY AGENCY	SUPPORT AGENCY	ESF-06 MASS CARE AND SHELTER ACTIVATION/RESPONSE PHASE ACTIONS	COMPLETED
			Receive Activation from the Operations Section Chief of the Operational Area EOC. Request received to meet human needs resulting from a disaster inside of the OA.	
			Obtain a briefing from the Operations Section Chief, and obtain a status report from the Situation Unit Leader to keep Situation Assessment form current.	
			Refer to the ESF-06 Mass Care and Shelter Annex Plan for procedures and guidelines as appropriate.	
			Discuss with the EOC-Operations Section Chief which areas have been affected and which areas have been or might be evacuated.	
			Refer to the Mass Care and Shelter Resources checklist included in the ESF-06 Mass Care and Shelter Annex plan to determine what resources will be needed. Request resources through the Logistics Section of the EOC.	
			From the EOC, regularly provide update to and receive updates from activated evacuation sites (e.g., evacuation transportation sites and Reception Centers) and other facilities, in coordination with ESF-08 Public Health and Medical Services.	
			Ensure that complete documentation on all personnel, equipment and resources assigned to implement care and shelter and provide that information to the Logistics Section.	
			Ensure persons with access and functional needs, and pet populations have suitable accommodations. Request resources as needed.	
			Ensure that lists of shelters with the locations, names of shelter managers and contact information are accurate and distributed back to the EOC.	
			Communicate situation updates to and from the EOC, especially for pass through and host communities and other impacted jurisdictions	
			Develop objections and priorities for Re-Entry phase.	
			Insert additional jurisdictional actions as needed.	

Refer to the **ESF-06 Mass Care and Shelter Plan** for more details.