

**SOCIAL SERVICES AGENCY
ADMINISTRATIVE POLICIES AND PROCEDURES MANUAL**

Subject: **DURING AND POST EARTHQUAKE DISASTER
RESPONSE**

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Approved:

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I. PURPOSE

The purpose of this policy and procedure is to establish agency-wide response and recovery guidelines and responsibilities for staff to follow during a massive earthquake and in the aftermath of that earthquake.

II. POLICY

Survival knowledge and earthquake readiness is common sense insurance for protection of life and limb.

All Social Services Agency (hereinafter referred to as SSA) employees shall implement these policies and procedures in order to be prepared to:

1. Take the necessary and immediate actions required for staff and client survival during a massive earthquake; and
2. Take the appropriate measures to protect and secure clients' and staffs' health and welfare and the Agency's operations during the recovery stage occurring after a catastrophic earthquake.

SSA employees shall receive the knowledge of earthquake preparedness and response preparation which are keys to survival during and after an earthquake or other disaster. All SSA staff need to be prepared, informed, and develop capacity for self-sufficiency.

Following these policies and procedures can lead to:

1. The prevention and reduction of death and injury during and immediately after a catastrophic earthquake;
2. The protection of personal and public property during the recovery period; and
3. Help SSA to expeditiously become ready to provide needed and necessary services and to keep in operations such critical services as Orangewood Children's Home, Children's Emergency Response Services, and Adult Protective Services.

References

- "Comprehensive Earthquake Preparedness Planning Guidelines: Southern California Earthquake Preparedness Project 9 SCEPP)" 08-83-14, August 1983,
- SCHEPP recommendation number 23 - "Internal Disaster Plan for social Services Agency, June 1993",
- "Orange County Emergency Plan", adopted June 23, 1987, by Resolution #87-922,

- “Employee Relations Resolution 1174”, adopted July 31, 1984,
- “County of Orange Short-Term Earthquake Predictions Response Plan”,
- County of Orange Social Services Agency Administrative Policies and Procedures Manual, “Short-Term Notice of Potential Earthquake, 1993”, and
- County of Orange Social Services Agency Administrative Policies and Procedures Manual, “Earthquake Preparedness: Preparing for the Big Earthquake, 1993”.

III. PROCEDURE

A. Realities of a Catastrophic Earthquake

When a massive earthquake hits Orange County, many people will most likely have to survive on their own for the first 72 hours after the quake. SSA employees should be aware of the realities of a massive quake and make the effort to prepare for survival when the big one occurs.

A massive earthquake occurring in or near Orange County will cause severe damage. Many areas of Orange County will experience the ground under their homes or business liquefying during the quake. Structural and non-structural damage will cause many deaths and injuries.

Getting help will be difficult. Many staff and clients will find themselves isolated from family and alone to fend for themselves. Staff and clients will not be able to count on a quick response for help from police, fire fighters or paramedics. Water, electricity, gas food, and telephone communications could be unavailable or in short supply. Transportation will be impeded by freeways, bridges and street being unpassable or unsafe for many days.

The following procedures are presented to staff to assist them and their clients to survive during the quake and the first 72 hours after the quake. These procedures will also help prepare staff to be able to respond appropriately during the recovery phase.

B. Definitions

1. Response: This is the first phase that occurs after the onset of a disaster. It is intended to provide emergency assistance for casualties, including search, rescue, shelter, and medical care to reduce the probability of additional injuries or damage and to speed recovery operations.
2. Recovery: Includes activities which continue beyond the emergency period immediately following a disaster focusing on returning systems to normal levels on a short term and long term basis. Short-term activities attempt to return vital human systems to minimum operating standards and usually encompass approximately a two week period. Long term activities stabilize all systems.

C. Response Measures to be Taken During and Within the first several minutes following a Catastrophic Earthquake.

1. All Employee’s Responsibilities

During the earthquake, all employees shall:

- a. Act immediately when you feel the ground or building shaking and remain calm and do not panic;
- b. Take cover (kneel down and cover head with arms) under a heavy desk, table, bench or against inside walls or door frames. If the desk, table, etc. moves, be sure to move with it;
- c. Stay away from glass, windows, mirrors, skylights, heavy objects that may fall over (shelves, furniture, chimneys, refrigerators, machinery, file cabinets book cases) or other heavy objects that may topple or slide across the floor;
- d. Remain in the same position for a few minutes and wait for aftershocks. Do not immediately run outdoors. You could be hit by falling debris or electrical wires. Do not dash for exits, since stairways may be broken and jammed with people;
- e. Refrain from smoking, lighting matches, or turning on electrical switches due to the possibility of escaping gas or combustible gases igniting. Use a flashlight. Do not create sparks;
- f. If you have heavy shoes, put them on and protect your feet and hands from broken glass or debris. Keep your head and face covered if feasible;
- g. Make a quick initial check for injuries or trapped staff and clients. Provide emergency first aid if needed. Do not try to move seriously injured persons unless they are in immediate danger of further injury. Be sure your entire area is checked for injured;
- h. Never use elevators since power may fail. If already in an elevator, stop at the nearest floor and take cover against a wall;
- i. Check that all telephones are correctly “on hook” so system does not indicate “busy” to incoming or internal calls. Do not try to use telephones for any calls except in genuine life or death emergency, or to call in a building assessment report;
- j. Be aware of the great danger of falling debris both from within the building and upon exiting;
- k. Do not evacuate the building until instructed to do so by a supervisor or appropriate SSA official. In situations which present immediate danger, use discretion and judgment in deciding upon evacuating a building if no instructions are issued. When you do evacuate, follow these instructions:
 - (1) Follow the direction of public safety officials and SSA management;
 - (2) If you are a member of the “buddy” plan, do what is necessary to assure you “buddy” is safe and help that person leave the building if so directed;
 - (3) Remain calm;
 - (4) Take personal property with you during the evacuation (purses, coats, car keys);
 - (5) secure work areas and County property if time allows;

(6) Do not use the elevators;

(7) Get clear of the building; and

(8) Report to your Section's designated safe assembly area for roll call and additional instructions.

- l. Upon approval of Fire or Law enforcement officials to re-enter a building, staff will be given instructions by a key or authorized SSA management employees. Using judgment and discretion, employees should remain at their designated assemble point for a reasonable time for further instructions;

Instructions may include but not be limited to go get emergency treatment, go back to work, go home, go to an alternate work site;

- m. Check for fires and fire hazards, especially for gas leaks and damaged electrical wiring. See that these are turned off at man valves and switches if required;
- n. If you are in a moving car, stop as quickly as safety permits in the best available space. Stay in your car. Don't stop on a highway overpass or bridge. Don't stop where buildings can topple down on top of you;
- o. If you are outside, stay there. Move away from high buildings, walls, power poles and fallen power lines, and lamp posts. Proceed cautiously to an open area;
- p. Immediately clean up dangerous materials which may have spilled;
- q. Locate your battery powered radios for damage reports and information from public safety agencies. Tune in to the Emergency Broadcast System (EBS):

(1) Newport Beach KOCM, 103.1 FM

(2) Orange, KIKF, 94.3 FM

(3) San Clemente, KWVE, 107.9 FM

(4) Santa Ana, KWIZ, 1480 Am, 96.7 FM

2. The Agency Director/Chief Deputy Director Responsibilities

- a. After following the above procedures, determine if telephones are operable and, if so, prepare yourself to receive damage assessments, make decisions, and to take necessary actions as follows:

(1) Determine which building sites shall remain open and which shall be closed down? As appropriate, give orders to evacuate any facility that would be potentially unsafe;

(2) Determine which staff shall remain at work and which staff shall be requested to go home. As appropriate, suspend non-critical tasks and services and send staff home or reassign;

(3) Identify available executive chain-of-command staff and determine their ability to work (Check with Facilities Manager for the list);

(4) Determine if critical/essential (Orangewood Children's Home, Children's Emergency Response Services, and Adult Protective Services) and 24-hour staffing patterns are in place and secure latest list; and

(5) Determine need for alternate building sites for Executive Management's, Administrative Management, regional/district facilities, and Orangewood Children's Home and begin to identify alternate sites.

b. EOC/EBS: Contact Emergency Operation Center (EOC) and determine the extent of damage to the County and your assignments. Locate your portable radio and tune in to the Emergency Broadcast system (EBS):

- (1) Newport Beach KOCM, 103.1 FM
- (2) Orange, KIKF, 94.3 FM
- (3) San Clemente, KWVE, 107.9 FM
- (4) Santa Ana, KWIZ, 1480 Am, 96.7 FM

c. Hot line and rumor control: Establish a hot line to Executive Management and division Managers and other key staff. Maintain a rumor control center if necessary. This involves keeping in regular communication with staff of the Emergency Operations center and transmitting need to know information to key management staff and supervisors;

d. Damage Assessments: Follow-up on Agency damage assessments. If the disaster occurs on a non-work day, contact or wait for a contact from Building Managers or their designees who are responsible to inspect their respective buildings and call the EOC or Executive Management with a report. Executive Management will use this information to determine Agency operation's capability (See Attachment A, "Damage and Operational Assessment Report");

e. Critical and sub-critical functions: Determine if critical and sub-critical functions are operational and take necessary actions to support their operations or to get them back into operations. Critical function is Orangewood Children's Home. Sub-critical functions are Children's Emergency Response Services and Adult Protective services;

f. Important but not critical functions:

Ascertain which important but not critical functions are operable and which can be put into operation after the initial 72 from the time the quake hit. Important but not critical functions are those functions that need to be made operational as soon as possible after a disaster. These functions do not need to be online during the first 72 hours after the disaster. These include:

(1) Acceptance of applications for financial assistance programs and benefits, including response to immediate needs, cash, and food stamp issuance; and Emergency Medi-Cal ID cards;

(2) data entry of authorization for In-home supportive Services payments;

(3) Maintenance of Case data systems and courier delivery to issue cash, food stamp and Medi-Cal benefits as well as data processing and document completion;

- (4) Maintenance of MEDS central processing unit to provide benefits and telecommunications with the State;
 - (5) Mailing of warrants to clients;
 - (6) Court Services/Intake limited to detention hearings and high priority situations for children pending adjudication;
 - (7) Payroll time sheet processing; and
 - (8) In-Home supportive Services staff shall make necessary contact with critical clients.
- g. Essential/critical staff: Review the essential/critical staff list and non-essential/non-critical staff list supplied by Building Managers to get an update on available staff;
 - h. Primary and Alternative work sites: Be prepared to utilize your discretion to determine the need for and the identification and designation of alternate work sites. These decisions will be made based on the severity of damage to facilities. The situation at the time will dictate what needs to be done, who will need to do it, and in what time frame;

(1) Executive Management's primary reporting site is Orange County Emergency operations Center Basement of Building 112, Finance Building, 12 Civic Center Plaza, Santa Ana until the Loma Ridge site is opened. At this time Executive Management's primary reporting site will be Loma Ridge County Coordinated Communications Center (CCCC) 2644 Santiago Canyon Road, Orange, CA 92676. Fax number is 834-7210. Control 1 Emergency 24 hour number is 834-7200.

(2) Alternate reporting sites are:

Social Services Agency Emergency Operations Center, Orangewood Children's Home, 401 The City Drive, 2nd Floor, City of Orange.

3. Director of Administration's Responsibilities

After following the above procedures in III.C.1

- a. Determine which management, system, analyst, clerical, fiscal, accounting, and personnel staff are needed after the initial 72 hours to maintain critical and also important SSA headquarters' operations. Expedite the process to get these staff to report back to work and make special assignments as needed;
- i. Be available to assist the Agency director and Chief deputy director as needed;
- j. Take emergency action as appropriate to protect critical equipment and public records;
- k. Provide other assistance as necessary; and
- l. Listen to the Emergency Broadcasting Stations as time permits (see 2 b. above).

4. Division Directors' and Division Managers' Responsibilities

- a. Building Disaster Plan: Review your Division Disaster Plans and process pursuant to those plans;
- b. Chain of Command: Ascertain if your current chain-of-command is operational and if not make the necessary revisions to get it operational;
- c. 24 hour division staffing: Ascertain if your 24 hour Division staffing patterns are operational, and if not take the necessary actions to get them operational as needed pursuant to instructions from Executive Management. Utilize your most current employee contact list for each site/office.
- d. Liaison tasks: Be prepared to serve as a liaison between your onsite Building Managers and Executive Management in order to feed damage assessment information up the chain-of-command and instructions down the chain- of-command;
- e. EBS: Listen to the Emergency Broadcasting stations (EBS) as time permits (see 3 b. above);
- f. Important but not critical functions: Ascertain which important but not critical functions are operable and which can be put into operation after the initial 72 hours from the time the quake occurs (see page 7 for definition). These functions do not need to be online during the first 72 hours after the disaster. These include:
 - (1) Acceptance of applications for financial assistance programs and benefits, including response to immediate needs, cash and food stamp issuance; and Emergency Med-Cal ID cards;
 - (2) Data entry of authorization for In-home Supportive Services payments;
 - (3) Maintenance of Case Data Systems and courier delivery to issue cash, food stamp and Medi-Cal benefits as well as data processing and document completion;
 - (4) Maintenance of MEDA central processing unit to provide benefits and telecommunications with the State;
 - (5) Mailing of warrants to clients;
 - (6) Court Services/Intake limited to detention hearings and high priority situations for children pending adjudication;
 - (7) Payroll time sheet processing; and
 - (8) In-Home Supportive Services staff shall make necessary contact with critical clients.
- g. Essential/critical staff: Review the essential/critical staff list and non-essential/non-critical staff list supplied by your Building Managers to get update on available staff.

5. Building Managers' Responsibilities

After following the procedures in III.C.1.a through r., and mobilizing and distributing emergency supplies as appropriate and necessary for health and safety purposes, do the following:

- a. Response Organization: Immediately organize your employees and determine what steps are to be taken in accordance with your building's disaster plan;
- b. Damage assessment reports: Assure that primary or alternate work sites have been surveyed since the disaster to provide for employee safety and the availability of adequate resources;
 - (1) Building Managers or designee (someone living close to building if disaster occurs on a non-work day) shall inspect their respective building;
 - (2) Building Manager or designee shall call Executive Management at the County Coordinated Communications Center (CCCC) or SSA Agency Headquarters and then their Division Director with a report. This information will be used by Executive Management in determining Departmental operations capability. Building Manager and designee shall assure that the file at the County coordinated Communications Center (CCCC). Use Attachment A, "Damage and Operational Assessment Report";
 - (3) If necessary, take emergency action to evacuate your facility if you have good reason to believe, based on the Damages and Operational Assessment Report, that the facility would be potentially unsafe; and
 - (4) Take emergency action to protect the health and welfare of staff and clients and to protect critical equipment and public records.
- c. Recovery activities: Use Attachment B, "Social services Agency Multi-Hazard Emergency Staffing Procedure Checklist", to assist you in your recovery activities;
- d. Contacting critical and non-critical staff: Pursuant to instructions from Executive Management, contact emergency/critical, and if appropriate, non-emergency/non-critical staff, and advise them that the emergency staffing procedure is being implemented (telephone, pager, portable radio, fax, messenger, public radio, pre-arranged signal or other means depending on the situation) and to either return or not return to work;
 - (1) If the County has determined that non-essential staff are not to work, notify them of this decision and tell them they will need to either take compensation time, vacation time or unpaid time; and
 - (2) Send non-essential staff home as quickly as feasible upon notification to close down non-essential services.
- e. Deployment of staff to alternate work sites: If you have to deploy staff to alternate work sites, use Attachment C, "SSA Staff Deployment Chart." When staff return to work after an emergency, use Attachment D, "SSA Disaster Assignment Sign-in Log" to track employee emergency assignments during the post-disaster period. It is expected that all employees will cooperate in providing necessary services in the event of a disaster. All employees shall be required to provide necessary services when directed by Agency Management;
- f. EBS: Listen to the Emergency Broadcasting Stations (EBS) as time permits (see 2 b. above)

- g. Important but not critical functions: Ascertain which important but not critical functions are operable and which can be put into operation after the initial 72 hours from the time the quake hits (See page 7 “f” for a definition of important but not critical functions). These functions do not need to be online during the first 72 hours after the disaster (See page 10 “f” for a listing of critical functions).
- h. Essential/critical and non-essential/non-critical staff lists: Review and update as needed the essential/critical staff list and non-essential/non-critical staff lists and be prepared to give progress reports of staff availability to your Division Director;
- i. Transportation: If possible, provide necessary transportation to the work site for critical employees;

The Agency may have transportation information not available to the employee. Only in the case of an extreme emergency, which involves a very critical, serious or life threatening situation employees, may call the SSA Adult Abuse Registry at 566-3116 or the SSA Child Abuse Registry at 938-0505.

- j. 24 hour staffing patterns: Brief critical employees on the 24 your staffing patterns for the duration of the emergency;
- k. Chain-of-command modifications: Brief critical employees on any modification to chain-of-command or line of succession for the duration of the emergency;
- l. Sending employees home: Release employees from work to care for their families when necessary. If you are able to, make the attempt to provide communication links to employees’ families via SSA Personnel to enable critical employees to obtain information regarding the status of family members and where messages can be left and/or retrieved;
 - (1) During work hours: As soon as the emergency situation is somewhat stabilized, release employees as practical to check on the status of their families and provide assistance as necessary. Family safety could be verified maybe by telephone or maybe by physically going to the family location. As soon as the employee is sure his/her family is not in danger, the employee may be instructed to report back to their work site. If a family member is seriously injured, the employee will be released until that person is out of danger; and
 - (2) During non-work hours: Instruct employees to ensure that their families are taken care of first and then to report to their work site.
- m. Supplies: Inventory supplies used and depleted and determine a way to replenish the used and depleted supplies;
- n. Use of volunteers: Consider the use of volunteers to perform operations when staffing is limited. Prepare for the onslaught of volunteers. Determine whether they can be used. Refer volunteers who cannot be used to the local American Red Cross Chapter. Coordinate the application process so volunteers may apply for Disaster Workers’ Compensation Insurance;

See Attachment G, “Information for the Disaster Services Worker about Workers’ Compensation Insurance.” This attachment provides details on how volunteers apply for Disaster Services Worker Workers’ Compensation Insurance and the necessary forms;

- (1) If volunteers are recruited in advance of an emergency, have them complete the “Disaster Services Worker Registration and Loyalty Oath,” OES Form 99, Attachment E;
 - (2) If volunteers are required during an emergency, have them complete the “Volunteer Enrollments’ Loyalty Oath,” Attachment F;
 - (3) Completed reproductions of Attachment H, and I forms should be sent to the Emergency Management division of the Fire Department for their filing; and
 - (4) If a volunteer is injured, he/.she is covered by the State Compensation Insurance Fund and must report the injury immediately to their supervisor. Attachment H, SCIF Form 3067 (referred to as SCIF Form 67), “Disaster Services Report of Occupational Injury of Illness,” must be completed and submitted with Attachment I, SCIF Form 3301, “Employee Claim for Workers’ Compensation Benefits to the nearest SCIF Office.
- o. Employees with specific skills: If you need to determine specific skills and experiences of staff who are needed for special assignments relevant to disaster response and recover, pull your copy of the employee’s “County of Orange Social Services Agency Disaster Preparedness Employee Questionnaire” (See Attachment J);
 - p. Building Disaster Plan evaluation: Review actions after the disaster to evaluate and determine necessary modifications to your building’s Disaster Plan. Assess the effectiveness of your building’s Disaster Plan. Meet with your key staff after the emergency for input regarding how the Disaster Plan met their needs during the disaster. Take steps to make necessary revisions to the Disaster Plan; and
 - q. Documentation: Document all actions taken.

CAVEAT

If you have read this far, either a disaster has occurred and you are familiarizing yourself with these guidelines and responsibilities or you are getting better prepared for a future disaster. Just remember, the next time a disaster strikes, you may not have much time to act. Prepare now for a sudden emergency.

IV. ATTACHMENTS

- A. [Damage and Operational Assessment Report](#)
- B. [SSA Multi Hazard Emergency Staffing Procedure Checklist](#)
- C. [SSA Staff Deployment Chart](#)
- D. [SSA Disaster Assignment Sign-In Log](#)
- E. [Disaster Services Worker Registration and Loyalty Oath](#)
- F. [Volunteer Enrollments' Loyalty Oath](#)

- G. [Information for Disaster Services Workers About Workers' Compensation Insurance](#)
- H. [SCIF Form 3067](#)
- I. [SCIF Form 3301 employee Claim for Workers Compensation Benefits](#)
- J. [County of Orange SSA Disaster Preparedness Questionnaire](#)