



November 21, 2024

**TO:** Emergency Services Advisory Committee

**FROM:** Ron Munds, General Manager

**SUBJECT:** **Agenda Item 5 – 11/21/2024 ESAC Meeting**  
Review of Draft Emergency Services Strategic Plan Sections 1 through 3 (Section 4 through 6 to be completed)

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### **STAFF RECOMMENDATION**

Staff recommends the following:

***Review and comment on Sections 1 through 3 of the Draft Emergency Services Strategic Plan***

### **DISCUSSION**

With the completion of the Station 15 Building Assessment and the Standard of Cover Studies, staff has started to compile this and other information to develop an Emergency Services Strategic Plan (Plan). The purpose of the Plan is to provide a comprehensive analysis of the current and future challenges facing the District and community to maintain the level of service residents have come to expect.

The draft Plan will be comprised of the following Sections:

SECTION 1: PURPOSE AND BACKGROUND  
SECTION 2: STATION 15 HISTORY & ASSESSMENT  
SECTION 3: EMERGENCY SERVICES DEPLOYMENT ASSESSMENT  
SECTION 4: EMERGENCY SERVICES FINANCIAL ASSESSMENT  
SECTION 5: LOS OSOS EMERGENCY RESPONSE PLAN  
SECTION 6: SUMMARY OF RECOMMENDATIONS

Draft Sections 1 through 3 have been completed; Section 4 is waiting for information from Cal Fire regarding Schedule A cost increases over the next five years before it can be completed. Work on Section 5, the Los Osos Emergency Response Plan, is for the most part complete but needs a few additions and will be presented at the next ESAC meeting. Section 6 will be completed once all the other sections are finalized.

### **SECTION 1: Purpose & Background of the Emergency Services Strategic Plan Summary**

Section 1 provides a brief review of the history of the District and the envisioned future as adopted by the Board of Supervisors in the 2020 Los Osos Community Plan. The section also provides background on the history of the fire and medical emergency services since 2004 when the District contracted with County/Cal Fire for staffing and administration services.

## **SECTION 2: Station 15 History and Condition Assessment Summary**

Section 2 provides Station 15's background from initial construction through remodel work performed to date. Most of the section is dedicated to providing the results of a building condition assessment study completed in 2023.

## **SECTION 3: Emergency Services Deployment Summary**

Section 3 incorporates key sections of the Standard of Cover study which provides an in-depth assessment of the delivery of emergency services based on nationally recognized guidelines and best practices, federal and state mandates, and relevant local and regional operating procedures to the community. The recommendations from the report will be incorporated into Section 6 of the Plan.

## **Sections to be Completed**

Sections 4, 5 and 6 will be completed during the next two months. The key section is #4 which will provide a financial analysis for the next five to ten years. Staff is working with Cal Fire to estimate the future costs of Schedule A charges. Also, the District will be negotiating a new contract with County Fire which will result in increased costs to the District.

Section 5 is mostly complete, and a draft copy of the Los Osos Emergency Response Plan (LOERP) is attached to this report. The LOERP was developed based on the experiences from the January 2023 winter storm events and the need to have an organized structure to address future emergencies. Staff encourage the committee members to review the plan and ask questions at the meeting. There will be a more thorough discussion of the plan at the November ESAC meeting.

Section 6 will be developed once all the sections have been completed, especially Section 4.

## **Attachments**

Draft Emergency Services Strategic Plan  
Draft Los Osos Emergency Response Plan

## **SECTION 1: PURPOSE & BACKGROUND OF THE EMERGENCY SERVICES STRATEGIC PLAN**

The District has an established history of managing and providing fire and emergency medical services to the community at a reasonable cost. The purpose of this plan is to provide a comprehensive analysis of the current and future challenges facing the District and community to maintain the level of service residents have come to expect. The following sections of the plan provide the background of the community, and the data and information regarding physical and financial needs provide emergency services for the future.

### **Background**

The Los Osos Community Services District (District) was formed in 1998 by petition of area residents after previous failed attempts in 1979 and 1991. The District formation replaced a portion of County Service Area 9 originally established in 1973. The District's service area encompasses 14.8 square miles including 5.1 square miles within the District proper as well as 9.7 square miles of unincorporated San Luis Obispo County adjacent to the District's eastern boundary. Governed by a five-member Board of Directors elected at large to staggered four-year terms, the District provides water, solid waste, street lighting, fire and emergency medical, parks and recreation, and storm drainage services under a General Manager appointed by the Board of Directors. In addition to the General Manager, the District has a staff of nine personnel.

The District and adjacent service area are predominantly residential in nature with less than 500 businesses providing retail sales, financial, real estate, lodging, automotive, health, legal, and other related services.

The Los Osos Community Plan, a component of the San Luis Obispo County General Plan and Local Coastal Program and adopted by the County Board of Supervisors in December 2020, envisions the Los Osos community to maintain its small-town atmosphere yet promote expanded tourism and environmentally friendly businesses. The community "desires to uphold its values and scale, take control of its own destiny, discourage gated communities, encourage neighborhood and community continuity, and be unique." The Plan further envisions urban development within the existing Urban Reserve Line (URL) with controlled development sustained by resources and services. The URL is defined by a greenbelt including productive agricultural lands and open space managed to protect the Morro Bay estuary. Future infill development is projected to increase the District population by 4,200 people to 18,600 by 2035.

### **Fire and Emergency Medical Services Overview**

Since 2004, the District has contracted with San Luis Obispo County Fire/Cal Fire for its fire response staffing and administration services with the District responsible for providing all the equipment, facilities and vehicles required to provide those services. The 2004 "Cooperative Fire Protection Agreement" details the responsibilities the District and SLO County/Cal Fire agreed to in terms of providing a unified, cooperative, integrated, and effective fire protection, rescue and medical aid system to Los Osos and the surrounding areas. The surrounding areas include Montana de Oro, CSA 9-I (east of Los Osos Creek) and other unincorporated areas between Morro Bay and along the Los Osos Valley Road corridor.

The District provides fire suppression, Advanced Life Support (ALS) pre-hospital emergency medical, initial rescue and hazardous materials response, fire prevention, and related fire and life safety services with a staff of eight full-time personnel and up to 25 reserve firefighters. Currently,

contract administration, procurement, vehicle maintenance, dispatch, major incident management, and other related services are provided by SLO County/CAL FIRE personnel from the San Luis Obispo Unit headquarters in the City of San Luis Obispo.

Two key emergency services related studies were performed in 2022 and 2023; one which evaluated the structural integrity and safety of the community's only fire station, Station 15, and the other, a Standard of Cover Study, which analyzed the deployment of fire and emergency services to Los Osos. Both made significant findings and recommendations which will be discussed in the following sections of the plan.

## **SECTION 2: STATION 15 HISTORY AND CONDITION ASSESSMENT**

### **Fire Station 15 Building History**

The original Fire Station was constructed in the early 1960s and included two apparatus bays, offices, a dispatch room, and support space. The Fire Station did not contain firefighter sleeping quarters or living space; it is assumed that it was designed as an all-volunteer Fire Station.

In 1977 the Fire Station was expanded to include sleeping quarters, a living space, a lecture room, a recreation area, and a shop for vehicle and equipment maintenance. The building code in effect was the 1976 Building Code, with added regulations to address noise and energy use. It wasn't until 1986 that seismic criteria were added to the code to designate public safety structures as "essential services buildings" and design them to remain operational in the event of catastrophic events. The new regulations were developed to keep essential services buildings operational to withstand earthquakes, fire, and heavy winds.

Because the facility was built prior to 1986, it was not built to the essential services building standards and codes for public safety facilities today.

In 1999 the Fire Station underwent improvements including reconfiguring the kitchen, converting the recreation room into a training room, adding a weather wall to block wind from entering the recreation room and converting the lecture room into a recreation space. The improvements included new finishes, casework, and appliances. In 2005 the restrooms and showers were remodeled.

Since the original building was constructed, the Fire Station has undergone regular maintenance, and limited seismic retrofits, but no building envelope improvements, or interior configurations and limited engineered system upgrades.

### **Station 15 Building Conditions Assessment**

In November 2022, the Board approved a contract with a local architecture firm to perform a comprehensive building condition assessment of the fire station. The project purpose was to determine the physical adequacy of the primary facility in the short-term and long-term.

The objectives of the assessment were to:

- Identify any major defects or deficiencies in the fire station.
- Provide options to modify, replace, expand, or relocate the fire station to remain operational during natural catastrophes, to operate sustainably and with functional efficiency, and to accommodate potential future uses.
- Provide a basis for forecasting funding requirements for capital improvement planning

over the next 10 years.

- Provide a baseline for setting priorities for the maintenance, repair, enhancement or replacement of the fire station and its component systems.

Factors considered in the assessment were:

- Building physical/structural evaluation, compliance with current building code(s), need for repairs, retrofit to maintain building in safe condition for occupancy and meeting current seismic codes.
- Mechanical/HVAC systems evaluation, physical condition, energy efficiency of equipment and building insulation/materials, and need for replacement, update, and repairs.
- Electrical system assessment/evaluation, compliance with current electrical code(s), energy efficiency, need for repairs, backup generation capabilities, retrofit and modernization to maintain the building safe for occupancy.
- Plumbing system assessment/evaluation, compliance with current plumbing code(s).

As part of the assessment process District staff and fire personnel categorized the deficiencies with the intent to provide options to modify, replace, expand, or relocate the fire station to remain operational during natural catastrophes, to operate sustainably and with functional efficiency, and from an architecture and engineering standpoint, for life/safety improvements. These were considered high priorities that are recommended to be corrected in the short term to meet the overall objectives of the project. There were secondary deficiencies that were recommended to be corrected and would enhance operations, long- term life/safety conditions, accessibility, and sustainability over the life cycle of the facility.

**Station 15 Design and Cost Options to Meet the Project Objectives**

Based on the overall building assessment and input from District and Cal Fire staff, three options for the District to consider were formulated.

**Option 1.** Make improvements to the existing Fire Station within the existing building footprint to correct high priority deficiencies in the short term as identified in Appendix A Section 4 of the report. Options 1 and 2 are independent of each other with the costs identified in Option 1 included in Option 2.

<b>Option 1. High Priority/Short Term Improvement Recommendations:</b>	
Architectural Improvements:	\$ 297,900.00
Seismic Retrofit:	\$ 193,200.00
Mechanical System:	\$ 125,400.00
Plumbing:	\$ 9,600.00
Electrical:	\$ 185,000.00
<b>Option 1 Grand Total:</b>	<b>\$ 811,100.00</b>

**Option 2.** Remodel the existing fire station to enhance the overall life/safety, operations, accessibility, and to bring the fire station up to current building codes. Additional square footage would be added to eliminate the C-trains currently used for storage, reconfigure the living space to better protect the area from the apparatus bay contamination and enlarge the north wing of the administrative offices to better separate living quarters from the office functions. This option could be phased over multiple budget cycles.

<b>Option 2. Long-Term – Recommendations to Address All Deficiencies Listed in the Report:</b>	
Remodel Significant Portion of Living Quarters Side:	\$ 1,648,800.00
Dorms (HVAC and Associated Improvements):	\$ 192,450.00
Apparatus Bay Concrete, Trench Drains, Doors:	\$ 366,150.00
Training Room Expansion:	\$ 63,750.00
Site Improvements:	\$ 344,100.00
New Building for Engines, Shop, Fire Hoses,	
Reserve Gear	\$ 600,000.00
<b>Option 2 Grand Total:</b>	<b>\$ 3,215,250.00</b>

**Option 3.** Appendix A provides an estimation of what it would cost to relocate and build a new facility in Section 5 of the building assessment report.

<b>Option 3. New Fire Station:</b>	
Building:	\$13,200,000
Land:	\$2,000,000
<b>Option 3 Grant Total:</b>	<b>\$15,200,000</b>

**SECTION 3: EMERGENCY SERVICES DEPLOYMENT ASSESSMENT**

In September 2023, the Board approved a contract with a qualified consulting firm to provide what is referred to as a Standard of Cover Study (Appendix B). The study analyzed the deployment of fire and emergency medical services to the community. The work plan for the study included the following elements, using Commission on Fire Accreditation International Standards of Coverage process, for the community risk assessment/Standards of Coverage:

- Extensive review of all background information regarding the demographics of Los Osos
- Review of Existing Deployment
- Community Outcome Expectations
- Community Risk Assessment
- Critical Task Study
- Distribution Study
- Concentration Study
- Reliability and Historical Response Effectiveness Study
- Overall Deployment Evaluation

The report provides an in-depth assessment of the delivery of emergency services based on nationally recognized guidelines and best practices, federal and state mandates, and relevant local and regional operating procedures to the community. The report provides twenty-three (23) findings, six (6) recommendations and suggestions for the “next steps” the District should take to improve emergency services to the community.

As part of the study process, the consultant interviewed a small stakeholder group to assist in understanding the average residents' concerns, expectation and satisfaction with the current level of service provided by Station 15. The following is a summary of those interviews:

Interviewed stakeholders included:

- District/CAL FIRE staff
- Los Osos Community Advisory Council members
- Los Osos Emergency Services Advisory Committee members

Overall view of current and future emergency services:

- Very satisfied with Fire Department personnel and services
- Very professional and competent
- No negative comments heard from any community members
- Expect suburban/rural level of service
- Understand travel time constraints for mutual aid resources
- Desire to at least maintain current level of service going forward
- Ability to address most emergencies with Station 15 resources

Concerns:

- Increasing service demand to Montana de Oro State Park and other areas outside the District boundary; District subsidizing this service
- Reserve Fire Fighter program – fourth seat staffing/service level impact
- Station 15 staffing turnover including Battalion Chief
- Would like to see a second engine in District available to be cross-staffed immediately for fire incidents

The following are the findings and recommendations made in the study.

### **Standard Of Cover Findings**

- Finding #1:** District response apparatus types and quantities are appropriate to protect against most hazards likely to impact the service area.
- Finding #2:** The District's minimum daily staffing of three response personnel (four as reserve firefighter personnel are available and self-scheduled), is minimally sufficient to resolve most routine calls for service; however, it is *insufficient* to deliver enough personnel to safely complete the critical tasks necessary to resolve the relatively infrequent occurrence of more serious/complex incidents.
- Finding #3:** Agreements with other local fire agencies for automatic/mutual aid response have not been reviewed or updated in many years.
- Finding #4:** The San Luis Obispo CAL FIRE Unit has established response performance standards for the District *partially* consistent with best practice recommendations as published by the Commission on Fire Accreditation International and the National Fire Protection Association to guide future fire crew staffing, apparatus types, and deployment methods.

- Finding #5:** The District's current deployment model is intended to provide a minimum of four response personnel on duty daily, including three full-time personnel and one reserve firefighter; however, with a limited number of active reserve firefighters and no residency or minimum monthly or annual shift requirement, the District is significantly challenged to maintain four-person staffing on most days.
- Finding #6:** The District has a standard response plan that considers risk and establishes an appropriate initial response for each incident type; each type of call for service receives the combination of engines, specialty units, and command officers customarily needed to effectively control that type of incident based on experience.
- Finding #7:** The additional response resources needed to deliver an effective response force sufficient to resolve more complex or serious emergencies are too distant with insufficient staffing to expect positive outcomes in most instances.
- Finding #8:** Overall service demand increased 16.7 percent over the four-year study period for an average annual increase of 5.3 percent.
- Finding #9:** EMS service demand accounted for nearly 74 percent of total service demand over the four-year study period, with an average annual increase of 3.7 percent.
- Finding #10:** Two or more simultaneous calls for service occur 13.2 percent of the time, with three or more occurring only 1.3 percent of the time.
- Finding #11:** Simultaneous incident activity increased approximately 29 percent over the four-year study period, peaking in RY 20/21.
- Finding #12:** Call processing / dispatch performance appears to nearly meet a 1:00-minute best practice standard; however, this performance measurement does not include the Sheriff's Department Dispatch Center PSAP call answering/transfer time component to the San Luis Obispo CAL FIRE Unit ECC.
- Finding #13:** Crew turnout performance over the four-year study period was slightly slower than a consultant-recommended 2:00-minute best practice goal; however, turnout performance has eroded about 20.5 percent over the most recent 24-month period.
- Finding #14:** First-unit travel performance over the four-year study period was slightly more than 6:00 minutes, or slightly more than 2:00 minutes (52 percent) slower than a consultant-recommended 4:00-minute best practice goal to facilitate desired outcomes due to a very large service area; road network design and maintenance; traffic; traffic calming measures; and limited access to some neighborhoods.
- Finding #15:** At 8:23 minutes, first-unit call-to-arrival performance over the four-year study period was only 53 seconds (12 percent) slower than consultant's 7:30-minute best practice goal to achieve desired outcomes; however, this does not include the Sheriff's Department PSAP dispatch center call answering and transfer time component.



- Finding #16:** At 18:44 minutes, ERF call-to-arrival performance over the four-year study period was 7:14 minutes (63 percent) slower than consultant's 11:30-minute best practice goal to facilitate desired outcomes in urban/suburban communities.
- Finding #17:** The fire station is adequately located to provide first-unit travel times to facilitate positive outcomes in the more densely populated areas of the District's service area.
- Finding #18:** The District's population is aging, with persons over 65 years of age increasing from 19.4 percent in 2000 to nearly 28 percent in 2023, which can likely be expected to drive up future service demand, particularly for emergency medical services.
- Finding #19:** The District's individual response unit hourly utilization is well below recommended maximum saturation levels indicating sufficient capacity for additional non-concurrent service demand.
- Finding #20:** Citygate considers four response personnel, with at least two being paramedics, as the *minimum* daily on-duty staffing level needed to provide a reasonable *speed of response* to facilitate positive outcomes in the higher population density areas of the District and ensure sufficient staffing for at least one concurrent emergency incident.
- Finding #21:** The District's current daily staffing model of four personnel *does not* provide a minimally sufficient weight of response to complete the critical tasks necessary to safely resolve even a moderately complex or more serious event such as a building fire, multiple patient EMS, vehicle collision with extrication required, or technical rescue.
- Finding #22:** Positive outcomes for more complex/serious emergency events should not be expected in most instances given the insufficient on-duty staffing and long response time for mutual aid resources.
- Finding #23:** Calls for service at Montana de Oro State Park are increasingly impacting service availability within the District.

### **Standard Of Cover Recommendations**

- Recommendation #1:** **Adopt Response Goal Policies:** The District should adopt response performance measures to aid deployment planning and to monitor response performance. The measures of time should be designed to deliver outcomes that will save EMS patients, when possible, upon arrival and keep small but serious fires from becoming more serious. With this in mind, the consultant recommends the following measures:

- 1.1 **First-Due Unit:** To treat pre-hospital medical emergencies and control small fires, the first-due unit should arrive within 8:00 minutes, 90 percent of the time, from the receipt of the 9-1-1 call at the CAL FIRE San Luis Obispo ECC to incidents within the District service area. This equates to 1:00 minute for call processing / dispatch, 2:00 minutes for crew turnout, and 5:00 minutes for travel.
- 1.2 **Multiple-Unit Effective Response Force for Serious Emergencies:** To confine building fires near the room or rooms of origin, keep vegetation fires under one acre in size, and treat multiple medical patients at a single incident, a multiple-unit ERF of at least **16** personnel, including at least one Chief Officer, should arrive as soon as possible in the District from the time of call receipt at the CAL FIRE San Luis Obispo ECC.
- 1.3 **Hazardous Materials Response:** To protect the District service area from hazards associated with uncontrolled release of hazardous and toxic materials, the fundamental mission of the District's response is to isolate the hazard, deny entry into the hazard zone, and minimize impacts on the community. This can be achieved with a first-due total response time of 8:00 minutes or less within the service area to provide initial hazard evaluation and mitigation actions. After the initial evaluation is completed, a determination can be made whether to request additional resources to mitigate the hazard.
- 1.4 **Technical Rescue:** To respond to technical rescue emergencies as efficiently and effectively as possible with enough trained personnel to facilitate a successful rescue, a first-due total response time of 8:00 minutes or less within the service area to evaluate the situation and initiate rescue actions. Additional resources should be assembled as soon as possible to safely complete rescue/extrication and delivery of the victim to the appropriate emergency medical care facility.

**Recommendation #2:** Consider ensuring four personnel, including at least two paramedics, is the *minimum* daily staffing level over the near term.

**Recommendation #3:** Seek to identify opportunities to improve reserve firefighter participation and shift staffing, and/or fund additional overtime for full-time personnel to maintain four-person daily staffing.

**Recommendation #4:** If unable to substantially improve reserve firefighter participation and shift staffing, the District should consider funding an additional full-time position on each shift to ensure a minimum staffing level of four personnel daily.

**Recommendation #5:** The District should seek to increase its minimum daily staffing over time to at least six on-duty personnel daily to provide enough staffing to complete the key critical tasks at more complex/serious incidents in sufficient time to facilitate desired outcomes. Ideally, this staffing model could be achieved with a combination of full-time and reserve personnel.

**Recommendation #6:** Update/revise automatic/mutual aid agreements as needed to ensure timely response of the most proximal resources for more serious/complex incidents requiring additional resources.

Based on the findings and recommendations, response goals and an implementation plan will be developed to address the recommended issues and will be moved forward to the Board of Directors for consideration. To address the four-person staffing concern, a cost analysis will be developed as part of this plan to add full-time positions and transition away from the Reserve Fire Fighter program.

#### **SECTION 4: EMERGENCY SERVICES FINANCIAL ASSESSMENT**

Upon the formation of the District, the County transferred the revenue generated by Zone B property taxes to the District which is the primary source of revenue for emergency services. The Zone B property tax is a 1% ad valorem tax that is paid as part of the property tax bill paid by property owners in the District's boundary. The Board of Directors has designated this revenue stream towards providing for fire and emergency medical services.

To augment the Zone B property tax revenue, in 2005, a Special Fire Tax was approved by District residents to enhance the level of service provided by Station 15 and fund increased paramedic coverage. Measure A-05 stipulated that the tax could be increased annually by the change in the average of the Consumer Price Indexes for the San Francisco Bay and Los Angeles areas. The purpose of the Special Fire Tax is:

*To fund obtaining, furnishing, operating and maintaining fire department equipment and/or apparatus, real property and facilities, for fire protection services, rescue services, emergency medical services, hazardous material emergency response services and other services relating to the protection of lives and property, for paying salaries and benefits to firefighting personnel and no other purpose.*

#### **Revenue Analysis**

In addition to the two primary sources of revenue, there four additional sources to support the District's emergency services. There are other revenue lesser sources of revenue which include:

- CSA 9-I property tax from the County
- Ambulance service fee (currently paid by San Luis Ambulance Service)
- Interest income
- Zone A property tax (provided at the discretion of the Board annually)

#### **TO BE COMPLETED**

#### **SECTION 5: LOS OSOS EMERGENCY RESPONSE PLAN** **SECTION 6: SUMMARY OF RECOMMENDATIONS**

# Los Osos Community Services District

## Agency Specific Annex

To the

## San Luis Obispo County Emergency Operations Plan



Developed by:  
Ron Munds  
Charles Cesena  
Robert Neumann  
Andrea Lueker  
Richard Margetson

President, LOCSD Board  
2024

**PREFACE**

The purpose of this Plan is to augment the County of San Luis Obispo's Emergency Operations Plan with specific information about the Los Osos Community Services District. The County Plan covers all emergencies and it is broken down into the following types of major events:

- EARTHQUAKE
- HAZARDOUS MATERIAL
- MULTI-CASUALTY
- STORM/FLOOD
- MAJOR FIRE
- CIVIL DISTURBANCE - TERRORISM
- NUCLEAR POWER PLANT
- TSUNAMI

This document is an annex of the County Plan and is designed to assist Los Osos Community Services District (LOCSD) personnel and the District BOD in carrying out emergency operations in accordance with the County Plan. District policies and procedures outlined herein are more specific and contain more detail than found in the County Plan. This level of detail will serve to improve the Districts response to an emergency event thereby improving the health, safety, and property of the public within the District limits.

**ADOPTION**

\_\_\_\_\_  
, Board President

\_\_\_\_\_  
Date

\_\_\_\_\_  
Ron Munds, LOCSD General Manager

\_\_\_\_\_  
Date

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To be added

## **SECTION I - INTRODUCTION**

### **A. PURPOSE**

The purpose of this annex to the County Emergency Operations Plan (hereafter referred to as the “Plan”) is to outline specific threat areas found in the LOCSO and outline the Districts policies and procedures for responding to major emergencies that could affect the health, safety, and property of the public within the District limits.

Types of emergencies include:

- EARTHQUAKE
- HAZARDOUS MATERIAL
- MULTI-CASUALTY
- STORM-FLOOD
- MAJOR FIRE
- CIVIL DISTURBANCE-TERRORISM
- NUCLEAR POWER PLANT
- TSUNAMI

### **B. OBJECTIVES**

The objectives of the County Emergency Operations Plan (EOP) that are relevant to the LOCSO are to:

- Protect the public and property in the District
- Establish official District policy for response to emergencies utilizing National Incident Management System (NIMS), the Standard Emergency Management System (SEMS) and the Incident Command System (ICS).
- Identify authorities and assign responsibilities for planning and response the County Emergency Operations Center activities.
- Establish the District Emergency Organization that will assist the County in managing the emergency response and recovery.
- Outline preplanned response actions that will be taken by the District personnel to mitigate the emergency's effects.
- Establish responsibilities for the maintenance of the overall LOCSO emergency preparedness program.
- Establish basic operational protocols and procedures for requesting activation of and operating within the County Emergency Operations Center (EOC).

### **C. PLAN COORDINATION**

Almost all major emergencies result in response by more than one jurisdiction. Therefore, both the County and the District must ensure that this Annex is coordinated with surrounding jurisdictions. Response during an emergency must also be coordinated.

The following is a sample listing of jurisdictions where Plan development and response coordination is required:

- Federal Emergency Management Agency (FEMA)
- California Office of Emergency Services
- San Luis Obispo County Office of Emergency Services
- Cal Fire/San Luis Obispo County Fire
- San Luis Obispo County Sheriff
- All Cities & Districts within San Luis Obispo County

## **SECTION II - PLANNING BASIS**

### **A. DISTRICT DESCRIBED**

With a service area of approximately 8 square miles and a population of approximately 15,000 resident, Los Osos is fairly isolated community located in San Luis Obispo County, CA. The small urban community of Morro Bay is located approximately 3 miles away. The majority of the community is within the Wildland Urban Interface and is boarded by Montana De Oro State Park, Morro Dunes Ecological Reserve, Los Osos Oaks State Natural Reserve, Morro Bay State Park, and Diablo Canyon Nuclear Power Plant.

The LOCSD serves a diverse area of single-family homes, multi-residential buildings, retail and business districts and hotels. The District provides water, drainage, parks and recreation, solid waste services in addition to street lighting for Vista De Oro and Bayridge Estates. Through a contractual agreement with CAL Fire the District also provides fire suppression, fire prevention, rescue, and emergency medical services throughout the community.

### **B. HAZARDS OUTLINED**

This section discusses the planning basis for each type of emergency addressed in the County Plan. It covers, specific to the District, the potential impacts from the various events and delineates the appropriate district staff response to each type of emergency covered by the County Plan.

#### **1. EARTHQUAKE**

The effects of a heavy-damage earthquake will be widespread, quickly exhausting resources and requiring extensive outside aid. The Earthquake Annex of the County Plan concentrates on obtaining and coordinating these resources through use of the Incident Command System and establishment of an Emergency Operations Center.

The potential direct and indirect consequences of a major earthquake will severely stress the resources of the entire county and will require a high level of self-help, coordination and



cooperation. Out-of-County assistance from other local, regional, state, federal and private agencies may be delayed by more than 72 hours, depending on the regional severity of the earthquake.

Most residential building construction within the District is relatively new having occurred from 1970 on. Most homes are of Type 5 - Wood Framed construction. There are no high or mid-rise structures. There are no large un-reinforced-masonry buildings in the area. Given that the construction type and age of most structures within the District loss of life from structural collapse can be expected to be very limited. However cascading effects from the event can be severe.

The Fire Department assumes the lead role in assisting in the management of an Earthquake emergency.

## **2. HAZARDOUS MATERIALS**

The release of hazardous materials into the environment can cause a wide range of problems. The Hazardous Materials Emergency Response Plan, developed by the County of San Luis Obispo, determines responsibilities and outlines an Incident Management System (ICS) and Standard Operating Procedures used to mitigate the effects of such an event. Incident Commander authority is determined based on incident location. Assistance for mitigation, cleanup and funding is addressed.

Without a major transportation route passing through the District, and limited commercial/industrial occupancies the probability for a disastrous hazardous materials incident is very low. However, the probability for extreme risk to life and property is high should such an emergency occur.

Depending on where the event occurs, the Fire Department working in unified command with either the Sheriff or California Highway Patrol will manage the emergency.

## **3. MULTI-CASUALTY**

A County Multi-Casualty Incident Plan has been developed. It provides for an organized emergency medical response to an incident or incidents that involve numerous victims.

Without a major transportation corridor passing through the area and limited commercial air traffic overhead the possibility of a significant Multi-Casualty Incident is limited. The Fire Department assumes the lead role in assisting in the management of a Multi-Casual Incident.

## **4. STORM - FLOOD**

The seasonal effects of heavy winter storms have historically caused short-term problems, such as minor flooding and tree fall, within the District. The County's Storm/Flood Plan designates Public Works as the lead agency for dealing with the effects of a flood. The Plan is based on local knowledge and history and identifies a

management organization and emergency resources and facilities.

The District is well drained and the threat of inundation from a dam failure does not exist, therefore significant wide-spread flooding is not a concern. Flooding and road inundation to both the north and east of the District will occasionally close South Bay Blvd near Turri Road. Very rarely, Los Osos Valley Road will flood in the area of Foothill Blvd near the San Luis Obispo District limits. Access to the District is severely compromised when either one of these routes is compromised. When both occur at simultaneously access is critically compromised.

A number of small retention basins are found scattered throughout the District. In the winter of 2023 a small retention basin, full as a result of winter storms, failed causing flooding to 19 homes located below the basin.

As noted above, the County Public Works Department serves as the lead agency for dealing with the effects of a flood.

## **5. WILDFIRE - MAJOR FIRE**

The effects of a major structure fire(s) or wildfire will require many fire suppression resources be brought into the District. Based on local history and knowledge, a quick response and efficient management of these resources is planned for. Also, the establishment of a Unified Command with assisting agencies (both Law Enforcement & Fire) is set as a priority in large complex situations. Evacuation and securing of fire-damaged areas via law enforcement assistance is also a prime planning element.

The District, located on the coast and away from the Santa Lucia Mountain Range, has a limited threat for a major disaster resulting from a wildland fire. Homes located on the east and south/east portions of the community (Bayview Heights and Cabrillo Estates) are at some degree of risk, however the cool, moisture laden, coastal climate keeps the threat in check the vast majority of the time.

There are a number of areas in the community where homes and businesses are located closely, providing difficult access with very little defensible space. In addition, the construction of many of these buildings, often wood-frame with wood siding and combustible roofs, would offer significant fuel to a wind or topographically driven fire.

The County Sheriff and Fire Department, working in unified command, would assume the lead roles in the management and evacuation caused by a fire. A major structure fire(s) would be managed by the fire department.

## **6. CIVIL DISTURBANCE - TERRORISM**

The handling of any civil disturbance is very delicate in nature. Actions in response to civil disturbance should attempt to prevent an escalation of the situation and to protect people and property. First responders should constantly evaluate the situation and respond at a level necessary to control or mitigate confrontations. This County Plan identifies a management Plan and addresses actions and resources necessary for civil

disturbance emergencies.

Within the District there does not exist any large preplanned gathering of individuals such as at festivals or concerts.

The Sheriff and Fire Departments, working in unified command, would assume the lead roles in assisting the County and District in the management of these types of events if the unlikely event should occur.

## **7. NUCLEAR POWER PLANT**

When any nuclear power plant is operated, the potential for a radiological accident exists, though the probability of a serious accident is very low. The principal deterrent to an accident is prevention through conservative design, construction and operation, which assures that the integrity of the reactor system is maintained. Protective systems are installed and are automatically activated to counteract the resulting effects when any part of the reactor system fails. Emergency planning is necessary to assure public safety in the unlikely event that reactor safety systems fail.

The District is located within the Protective Action Zone (PAZ) of the Diablo Canyon Nuclear Power Plant. The plant is located to the south-east of the District, about 5 miles down the coast. Direct access from the District to the plant is limited by a narrow private road which passes through Montana de Oro State Park. The community is covered by early warning siren system, activated by the County EOC.

The Fire Department assumes the lead role in assisting the District in the management of a Nuclear emergency.

## **8. TSUNAMI**

History has determined the necessity of being prepared for a tsunami. The California coast has experienced numerous events and thus must maintain plans capable of handling a tsunami emergency. This annex addresses evacuation and warning procedures necessary to ensure a safe and timely response to reports of a possible tsunami striking the county. The Plan's chief source of reference is a document published by the State of California's Office of Emergency Service entitled, "Local Planning Guidance on Tsunami Response" (Second Edition).

Protected from wave action by the tall sand dunes along the District's west boundary, tsunami impacts would be limited to a tidal surge in the low lying areas of South Bay (Cuesta by the Sea, downtown Baywood and the Pasadena Drive areas).

The highest initial priority would be the evacuation of the low-lying areas utilizing law enforcement resources. Once the sea has subsided the Fire Department would be tasked with rescue and recovery operations. Since wave action will not have occurred damage will be limited to flooding.

A Tsunami inundation map can be found at the end of this document.

The County Sheriff and Fire Departments, working in unified command, would assume

the lead roles in assisting the District in the management of a Tsunami emergency.

### **SECTION III - CONCEPTS OF OPERATION**

This section outlines the concepts under which the District will respond to emergencies. Though the District's response to emergencies will depend on the type and magnitude of the situation, many elements of response are similar.

Routine, day to day emergency response is handled from one fire station, Station 15, which has 8 contracted full-time positions (3 Fire Captain Paramedics and 5 Fire Apparatus Engineer Paramedics) and up to 25 part-time reserve Firefighters. The top-ranking person of the Department is the San Luis Obispo County Fire Chief who is supported by an Assistant Chief, Battalion Chief and Office Technician. Daily staffing consists of 1 Paramedic Engine company, and 1 Paramedic Squad, 24 hours a day, every day.

Additional services provided by San Luis Obispo County Fire include, personnel management budget and accounting services, grant application and management, communications system coordination, training officers, fire prevention and pre fire planning staff, automotive maintenance personnel, reserve fire apparatus, and supplemental fire apparatus and personnel at emergency incidents as needed.

Major emergency events will require the assistance of District personnel to mitigate the incident.

#### **A. BASIC ELEMENTS OF EMERGENCY RESPONSE**

Some of the basic elements of emergency response common to all types of emergencies include the following:

- Event Recognition
- Notification of Response Personnel
- Mobilization of Response Personnel
- Activation of Emergency Response Facilities and Resources
- Situation Reporting and Assessment
- Public Alerting and Information
- Protective Action Determination and Implementation
- Reentry and Recovery

Response to all emergencies involves the above elements. The type and magnitude of the emergency will determine the level of response necessary. Most emergencies are handled as a local event. Major emergencies, often impacting other jurisdictions, may require the assistance of the SLO County Emergency Operations Center (EOC).

Some emergencies can be preceded with a buildup period lasting from hours to days that if recognized provide advanced warning to the population groups which might be

impacted. In certain instances, all of the emergencies discussed in the Plan could be preceded by events that may be recognized as an advance warning. These slow building events allow the emergency organizations and resources to be mobilized in preparation for an emergency response. In other instances, emergencies can occur with little or no advance warning. This will require emergency organizations and resources to be mobilized just prior to or after the onset of the event.

Since emergency preparedness involves planning for worst-case scenarios, the Los Osos Community Services District must be prepared to respond promptly and effectively and understand the process for requesting mutual aid resources if the response effort requires resources beyond the District's capabilities.

## **B. MUTUAL AID CONCEPTS**

It shall be the policy of the District to utilize mutual aid as the primary means to extend personnel and resources for the County's Emergency Organization. Mutual aid procedures should be consistent with the California Master Mutual Aid Agreement, California Law Enforcement Mutual Aid Plan, California Fire and Rescue Mutual Aid System, and the San Luis Obispo County Fire and Rescue Mutual Aid Plan. Mutual Aid, like the Incident Command System, is provided under the broad direction of the requesting jurisdiction and under the direct control of the aiding jurisdiction/agency. All assisting agencies that support this Plan should work in cooperation with other local, state, federal and private agencies in an effort to maximize resources and minimize damages. It is further understood that mutual aid may be severely delayed and will require extreme cooperation between local surviving agency resources.

## **SECTION IV - EMERGENCY MANAGEMENT**

### **A. COORDINATION WITH SPECIAL DISTRICTS**

As outlined in section 4.8 of the County EOP, the level of involvement of special districts, public utilities, private organizations, and volunteer agencies will vary considerably depending upon the type of incident. In general, special districts or other agencies that have a statutory or jurisdictional responsibilities with the incident should be represented at the incident or in the EOC.

The form of involvement of these districts and agencies may be as part of the unified command, an **Agency Representative**, or a **Liaison** which is able to coordinate with the SLO County/Op Area Liaison function, found in the County EOC. The emergency response role of special districts is generally focused on their normal services or functional area of responsibility.

### **B. MANAGING EMERGENCIES**

The District and the County will manage emergencies using the **Standard Emergency**

**Management System** and the **Incident Command System**. They are modular emergency management systems designed for incidents involving a multi-jurisdictional response. They provide effective direction and control, using statewide standards, of an emergency from the time of notification, through all stages, until the situation deescalates to a point where emergency resources are no longer needed.

At the Federal level these two management systems are folded into the **National Incident Management System (NIMS)** which includes additional components for Emergency Preparedness, Communication and Information Management, and Joint Information Sharing. The intent of this system is a more coordinated effort to disaster management, at the national level, before, during, and after the event.

(A more detail description of these emergency management systems can be found in Addendum #1 of this document)

### **C. COUNTY AND LOCSD EMERGENCY COORDINATION**

As noted above, most local emergencies are handled by the appropriate first responder agencies. Occasionally a local emergency may involve more than one agency to mitigate the event. An example of this would be a water main break causing flooding. In this situation the sheriff's, fire, and water departments would be engaged in traffic control, flood prevention, and water main repair. In this scenario the involved agencies would work under "Unified Command" to manage the event. The event could be managed in the field from a command post, or if necessary, could be managed from a pre-established fixed location referred to as an Emergency Operations Center (EOC). A EOC can be established in most any location, but would typically be located at the **LOCSD offices located at 2122 9<sup>th</sup> Street.**

When a major emergency occurs the County EOC will be activated as multiple jurisdictions and agencies will typically be involved. It should be noted that jurisdictions involved in large multi-jurisdictional events may wish to activate their individual EOC, which in effect become DOCs, subsets to the overall County EOC.

Whether managed locally or at the County EOC it is important to note that this document is an annex of the County Plan and is designed to assist Los Osos Community Services District (LOCSD) personnel and the District BOD in carrying out emergency operations in accordance with the County Plan. District policies and procedures outlined herein are more specific and contain more detail than found in the County Plan.

The Incident Management Organization at the County EOC is headed by the EOC Director working in close coordination with the Incident Commander. The EOC Director has overall responsibility for the emergency management of the event.

### **D. LOCSD EMERGENCY COORDINATION**

In the event the local emergency is not handled by Incident Management Organization, the LOCSD will open the District's EOC. Operations and responsibilities will follow the

protocol established in this plan as outlined in Table 2.

When the EOC incident management organization is mobilized, the Incident Commander is supported by five functional groups.

The functional ICS groups are:

- Command Staff
- Operations Section
- Planning Section
- Logistics Section
- Finance Section

It is important to note that the Command Staff includes the EOC Director, The Incident Commander (IC), and the **Liaison Officer - Agency Administrator (AA/LOFR)**. The Command Staff is supported by the four Sections, Operations, Planning, Logistics and Finance, each group is headed by a Section Chief. The Section Chiefs comprise the General Staff that is the management core under the EOC Director and Incident Commander. The overall group is often referred to as the “Command and General Staff”.

#### **E. Agency Representative – Liaison Officer**

The designated Agency Representative will be the primary contact for outside agencies during emergency situations. This position may also be referred to as the Liaison Officer. The position functions and responsibilities include:

- Providing information about the emergencies effect on the District to the County EOC.
- Identifying contacts and communication links with outside agencies and organizations.
- Providing information to and responding to requests from interagency and intra-agency contacts.

#### **F. RESPONSIBILITIES**

The following tables illustrate the LOCSD’s Incident Management Organization for various types of emergencies. The staffing and actual structure of the organization for the organization will vary based on the type and severity of an emergency.

**Table 1.** District personnel that will be trained to fill the emergency positions shown. Each position has an alternate. Some are cross trained to fill several positions.

<b>POSITION</b>	<b>PRIMARY</b>	<b>ALTERNATES</b>
<b>Incident Commander</b>	Fire Chief	Fire Company Officer
<b>Agency Representative</b>	BOD President	BOD Vice-President
<b>POSITION</b>	<b>PRIMARY</b>	<b>ALTERNATES</b>
<b>Operations Section Chief</b>	General Manager	Utilities Systems Manager
<b>Water Group Supervisor</b>	Utilities Systems Manager	Crew Leader
<b>Logistics/Finance Section Chief</b>	Administrative Services Manager	General Manager

**Table 2** Outlines position assignments for the District’s Incident Management Organization members. The assignments are made corresponding to position within the regular District organization structure by position only;



<b>EVENT</b>	<b>Incident Command (Initial)</b>	<b>TASKS</b>	<b>POSITION</b>
<b>Earthquake</b>	Fire Chief	<ul style="list-style-type: none"> <li>• AA/LOFR to County EOC</li> <li>• Operations Chief to coordinate with field IC</li> <li>• Survey District water system for damage</li> <li>• Assist with Situation Reporting</li> <li>• Assist with traffic control</li> <li>• Determine Shelter Welfare needs</li> </ul>	BOD President General Manager Water Foreman Water Systems Mgr. Water Crew Leader Operations Chief
<b>Flood</b>	Fire Chief	<ul style="list-style-type: none"> <li>• AA/LOFR to County EOC</li> <li>• Operations Chief to coordinate with field IC</li> <li>• Initiate and staff sand bag location</li> <li>• Inspect and clear culverts and drains</li> </ul>	BOD President General Manager Fire Captains Water Crew Leader
<b>EVENT</b>	<b>Incident Command (Initial)</b>	<b>TASKS</b>	<b>POSITION</b>
<b>Haz Mat</b>	Fire Chief or CHP	<ul style="list-style-type: none"> <li>• AA/LOFR to County EOC</li> <li>• Operations Chief to coordinate with field IC</li> </ul>	BOD President General Manager
<b>Major Fire</b>	Fire Chief	<ul style="list-style-type: none"> <li>• AA/LOFR to County EOC</li> <li>• Operations Chief to coordinate with field IC</li> <li>• Ensure District water system is adequate</li> <li>• Assist with Situation Reporting</li> <li>• Assist with traffic control</li> <li>• Determine Shelter Welfare needs</li> </ul>	

<b>Civil Disturbance - Terrorism</b>	Sheriff	<ul style="list-style-type: none"> <li>• AA/LOFR to County EOC</li> <li>• Operations Chief to coordinate with field IC</li> <li>• Assist with Situation Reporting</li> <li>• Assist with traffic control</li> <li>• Determine Shelter Welfare needs</li> </ul>	
<b>Multi-Casualty</b>	Fire Chief	<ul style="list-style-type: none"> <li>• AA/LOFR to County EOC</li> <li>• Operations Chief to coordinate with field IC</li> <li>• Assist with Situation Reporting</li> <li>• Assist with traffic control</li> </ul>	

Emergency Management Organization members shall be made aware of their assignment and offered special training for their incident management function. These assignments are recommendations only. Any person familiar with the ICS may be used to fill positions that are short on personnel, especially in the early stages of an incident.

**Confidential Contacts:** To obtain the names and phone numbers that correspond to these positions, refer to the Confidential Contact List which will be distributed the Incident Command and/or General Manager.

## **SECTION V - EMERGENCY RESOURCES**

### **A. EMERGENCY EQUIPMENT, SUPPLIES AND FACILITIES**

Emergency equipment and supplies inventory levels will be established by the General Manager with assistance by the Fire Chief.

### **B. SHELTER -WELFARE**

A limited number of displaced or homeless citizens can be anticipated after a heavy damage storm/flood. Most displaced persons will probably be self-sufficient in nature (e.g., tenting in front yard, temporarily living with relatives or neighbors, etc.) An estimated 20% of the displaced/homeless will require sheltering as provided by the American Red Cross or other relief agencies. Long term "tent" or "mobile home" sites for the displaced and homeless are not a normal consideration in these types of events. Activation of these resources will be coordinated by the County EOC.

The South Bay Community Center has been designated as the evacuation center and primary Shelter Welfare site for the Community of Los Osos.

### **C. VOLUNTEER ORGANIZATIONS**

- The procuring, stockpiling and distribution of essential supplies for the general public and emergency workers (food, water, fuel, shelters, etc.) may be necessary after a major event. It is anticipated that large numbers of the public within the area will offer volunteer assistance and donations of food, clothing, shelters, etc.
- One of the first priorities in managing a major emergency is Situation Reporting: the process of getting a complete and comprehensive picture of the damages caused by the event have proven to be very valuable in providing, from the field, critical information back to the command post or EOC. On-going situation reporting is critically important and is the foundation on which EOC/field actions are based.
- Activation of these resources will be coordinated by the County or local EOC.

**SECTION VI: PROGRAM MAINTENANCE**

**A. PLAN PROCEDURES AND MAINTENANCE**

This Annex, in its entirety, will be reviewed, maintained, and updated on an annual basis by the LOCSD General Manager with the assistance of the Fire Chief or designee.

**B. TRAINING**

It is the policy of the District that, at a minimum, the General Manager or his designee shall attend an annual disaster drill or exercise put on by the County of San Luis Obispo. The primary purpose of these events is to evaluate and improve the particular Emergency Response Plan that the event is based on.

The following classes or training is recommended:

<b>Topic</b>	<b>Audience</b>	<b>Length</b>	<b>Re-certification</b>
SEMS/ICS for Administrators	District BOD & General Mngr.	4 hours	As needed
Basic ICS (I-200)	All employees	Self-paced	None
Advanced ICS (I-300/400)	Department heads and designated employees	16 hours	None
Position training	Varies	Varies	Drills
Basic First Aid	All employees	8 hours	3 years
CPR	All employees	8 hours	2 years
Fire extinguisher training	All employees	2 hours	Annually

**SECTION VII – SUPPORT MATERIALS**

**Los Osos Volunteer Organizations**

<b>Organization</b>	<b>Contact Name</b>	<b>Contact Info</b>
Rotary		
Kiwanis		
People Helping People		
Los Osos Cares		
South Bay Community Center		

**Confidential Contact List**