

California
Emergency Support Function 8
Public Health and Medical Annex

EXECUTIVE SUMMARY

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California Health and Human Services Agency

California Department of Public Health

Emergency Medical Services Authority

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL
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Introduction

The California Health and Human Services Agency (CHHS) is the Lead Agency/Department for Emergency Support Function (ESF) 8 – Public Health and Medical. California’s public health and medical system includes a broad array of local, state, tribal and federal governmental entities; non-governmental and community-based organizations (NGO/CBOs); and the private healthcare sector. ESF 8 brings together these stakeholders before, during and after emergencies to develop systems and processes that support effective emergency management.

Purpose and Scope

The mission of ESF 8 is to strengthen collaboration and coordination among public health, environmental health and medical stakeholders that have the legal authorities, resources and capabilities to support local jurisdictions during emergencies that affect public health, environmental health and/or medical services, and by so doing, save lives, protect health and safety, and preserve the environment. The ESF 8 Annex:

- Provides an overview of the public health and medical system in California
- Identifies the legal basis for the ESF 8 Annex and the emergency management activities of ESF 8 stakeholders
- Identifies the ESF 8 mission, scope, goals, and stakeholder community
- Identifies the organizational structure and governance system for ESF 8 development, implementation and maintenance
- Provides an overview of activities that support the four phases of emergency management

During an emergency response, state departments and agencies retain their respective administrative authorities, but coordinate within the ESF 8 structure in order to uphold the mission of protecting life, property and the environment. ESF 8 stakeholders are involved in a wide spectrum of activities involving public health, environmental health, emergency medical services and health care delivery as identified in the table below.

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL EXECUTIVE SUMMARY

Exhibit 1: ESF 8 Scope of Activities

Scope of Activities
<ul style="list-style-type: none">– Communicable Disease<ul style="list-style-type: none">– Epidemiology and Surveillance– Zoonotic Veterinary Disease Surveillance
<ul style="list-style-type: none">– Drinking Water
<ul style="list-style-type: none">– Emergency Medical Services<ul style="list-style-type: none">– Patient Movement, Evacuation, Distribution and Tracking– Field Disaster Services (e.g., Field Treatment Services, Ambulance Strike Teams)– 911 and Dispatch Centers
<ul style="list-style-type: none">– Food and Agricultural Safety and Security, in collaboration with ESF 11 (Food and Agriculture)<ul style="list-style-type: none">– Foodborne Epidemiology– Product Trace-Backs
<ul style="list-style-type: none">– Hazardous Materials relative to health and safety<ul style="list-style-type: none">– Airborne, Biological, Chemical, Radiological, Nuclear
<ul style="list-style-type: none">– Laboratories<ul style="list-style-type: none">– Laboratory Networks– Testing and Reporting– Laboratory Surge
<ul style="list-style-type: none">– Healthcare Facility Safety
<ul style="list-style-type: none">– Patient Care<ul style="list-style-type: none">– At Risk Populations/Persons with Access and Functional Needs– Mental/Behavioral Health– Emergency Licensure and Resolution of Licensing Issues– Medical Shelters and Medical Support to General Population Shelters in Coordination with the Care and Shelter Emergency Function (ESF 6)– Medical Surge, including Facility Expansion and Government Authorized Alternate Care Sites
<ul style="list-style-type: none">– Mass Fatality Management (public health and medical issues in coordination with law enforcement/coroner)
<ul style="list-style-type: none">– Non-Personnel Resources (e.g., supplies, equipment, mobile field hospitals, mobile laboratories, pharmaceuticals, vehicles)

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL EXECUTIVE SUMMARY

Scope of Activities
– Public Information and Risk Communication relative to health and medical issues
– Safety and Security of Drugs, Biologics, and Medical Devices
– Blood, Organs, and Blood Tissues
– Subject Matter Expertise and Technical Assistance associated with exercising statutory/regulatory responsibilities or providing support to the emergency management community relative to health and medical issues
– Vector Control
– Healthcare Volunteers and Personnel Resource Management
– Wastewater and Solid Waste Disposal
– Medical Waste Management
– Worker Health and Safety/Occupational Health, including First Responder and Healthcare Provider Safety, in coordination with the California Occupational Safety and Health Administration

Lead, Primary, and Supporting Agencies/Departments

The California Health and Human Services Agency (CHHS) is the **Lead Agency/Department** for ESF 8 responsible for the management or coordination function of ESF 8. CHHS has the authority and responsibility to facilitate the development, implementation and maintenance of ESF 8. CHHS provides the leadership, ongoing communication, coordination, and oversight for ESF 8 throughout all phases of emergency management. CHHS has designated the Emergency Medical Services Authority (EMSA) and the California Department of Public Health (CDPH) as the lead departments responsible for facilitating the development of the ESF 8 Annex and implementing operational processes to support state-level ESF 8 coordination.

The **Emergency Support Function 8 Coordinator** is an operational role that represents the collective voice of public health and medical stakeholders at state-level Emergency Operations Centers (EOCs), including the State Operations Center (SOC), Regional Emergency Operations Center (REOC) or Joint Field Office (JFO). The ESF 8 Coordinator is the point-of-contact for ESF 8 information and activities and reports to the Human Services Branch Chief in the Operations Section.

The ESF 8 **Core Members** have significant public health and medical functions, subject matter expertise and/or access to public health and medical resources and capabilities.

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL EXECUTIVE SUMMARY

The ESF 8 **Supporting Agencies/Departments** are those state entities with specific capabilities or resources that support the primary agencies in executing the mission of ESF 8. Multiple supporting state agencies are listed in the ESF 8 Annex.

The table below identifies roles of the ESF 8 Coordinator, Core Members and Supporting Agencies/Departments involved in ESF 8.

Exhibit 2: Emergency Support Function Stakeholder Roles

California State Agency/Department Roles
Emergency Support Function Coordinator
<ul style="list-style-type: none"> – Establishes and maintains communication with: <ul style="list-style-type: none"> – Medical and Health Coordination Center – ESF 8 Coordinators at other EOCs – ESF 8 Stakeholders – Serves as ESF 8 point-of-contact and report to the Human Services Branch Chief in the Operations Section – Participates in Action Planning, Advance Planning, Section and Branch meetings, providing ESF 8 perspectives, issues and intelligence – Actively coordinates with ESF 8 Coordinators at other locations to ensure consistent message and technical assistance – Provides ESF 8 Situation Reports to SOC/JFO/REOC Plans Section, ESF 8 stakeholders and CHHS departments – Reports on ESF 8 resource capabilities – Coordinates with federal ESF representatives at state-level EOCs as needed and identifies potential federal resources that may supplement ESF 8 response operations
California Health and Human Services Agency (Lead Agency)
<ul style="list-style-type: none"> – Ensures coordination of CHHS departments and integration of activities to support: <ul style="list-style-type: none"> – Public Health and Medical (ESF 8) – Mass Care and Shelter (ESF 6) – May delegate functions to CHHS Departments – Provides strategic/policy-level direction through Secretary’s Emergency Policy Council – Coordinates risk and public information with: <ul style="list-style-type: none"> – Medical and Health Coordination Center (MHCC) and CHHS Department Operations Centers

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL EXECUTIVE SUMMARY

California State Agency/Department Roles

- Joint Information Center (JIC) in the State Operations Center (SOC)
- Governor’s Press and Communications Office
- Act as liaison and communication point for:
 - Governor’s Office
 - Other responding agencies as appropriate

The following functions are delegated by CHHS to the Emergency Medical Services Authority (EMSA) and California Department of Public Health (CDPH):

- Identify and engage stakeholders in the development, implementation and maintenance of ESF 8
- Establish an ESF 8 Advisory Council and supporting committees
- Support the development, implementation and maintenance of the ESF 8 Annex
- Support the identification of stakeholder authorities to support ESF 8 activities
- Support the development of a resource and capability directory among ESF 8 stakeholders
- Support education, training and exercises involving the plans and procedures described in the ESF 8 Annex
- Support after action reports and implement corrective actions to strengthen ESF 8 plans and procedures
- Support the understanding that ESF 8 is an alliance of public health and medical stakeholders that does not alter the legal authorities and responsibilities of individual stakeholders

Core Member Agency/Department	Role
Emergency Medical Services Authority	<ul style="list-style-type: none"> - Coordinates medical and hospital preparedness with other local, state and federal agencies and departments having a responsibility relating to disaster response - Responds to medical disasters by coordinating mutual aid resources and state mobile medical assets to mitigate health impacts

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL
EXECUTIVE SUMMARY

Core Member Agency/Department	Role
Department of Public Health	<ul style="list-style-type: none"> – Administers and coordinates disaster-related public health programs and assesses hazards to the public’s health – Provides statewide policies on environmental health – Coordinates with local health departments to conduct surveillance of infectious diseases in a disaster area and determines appropriate actions to be taken to prevent and control disease outbreaks – Assesses health, safety, emergency preparedness and response plans for healthcare facilities – Ensures the safety of drinking water supplies – Assesses potential health effects, recommends protective measures and drafts measures to protect public from chemical, biological, radiological and nuclear incidents
Department of Health Care Services	<ul style="list-style-type: none"> – Ensures that Medi-Cal enrollees continue to receive medical care in the event of a disaster – Assesses whether there is a need to modify or waive Medi-Cal eligibility requirements in the affected area – Facilitates payments to Medi-Cal providers and rural primary care clinics to ensure their continued ability to provide care
Department of Developmental Services	<ul style="list-style-type: none"> – Provides demographic and health information on individuals with developmental disabilities throughout the state and assists local governments with evacuations – Provides medical and other specialized/adaptive equipment (including wheel chairs and gurneys) for individuals residing in state-operated facilities – Coordinates with regional centers to identify, notify and respond to the needs of the developmental services community
Department of Social Services	<ul style="list-style-type: none"> – Coordinates with supporting state agencies to ensure that public health and emergency medical concerns and needs in shelter populations are addressed

**EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL
EXECUTIVE SUMMARY**

Core Member Agency/Department	Role
Office of Statewide Planning and Development	<ul style="list-style-type: none"> – Inspects hospitals, skilled nursing facilities and intermediate care facilities for structural, critical non-structural and fire/life safety – Reports to Cal OES Preliminary Damage Assessments and operational status of healthcare facilities following an event – Provides on-site consultation and approval of work required to ensure the safety of occupants and the return of health facilities to service – Enforces building codes and state laws deemed essential for the safety of hospitals and their occupants – Coordinates with CDPH Licensing and Certification to determine facility capacity to continue or resume care
Managed Risk Medical Insurance Board	<ul style="list-style-type: none"> – Collaborates with Department of Health Care Services Medi-Cal program to ensure that enrollees retain coverage and provide health insurance information to those impacted by disaster
California Department of Managed Health Care	<ul style="list-style-type: none"> – Participates in emergency preparedness activities and provides information on Health Maintenance Organization (HMO) capabilities for essential medical services – Provides licensed medical personnel as requested by Cal OES – Participates in mitigation activities to improve survivability of health care systems in the event of emergencies
Governor’s Office of Emergency Services (Cal OES)	<ul style="list-style-type: none"> – Coordinates the state’s emergency management organization in compliance with the Standard Emergency Management System (SEMS), the ESA, relevant regulations and Executive Orders

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL
EXECUTIVE SUMMARY

Supporting Agency/Department	Role
California Department of Food and Agriculture	<ul style="list-style-type: none"> – Provides information relative to outbreaks of livestock diseases that may have an impact on human health and coordinates with the California Integrated Waste Management Board (CIWMB) and rendering companies to support disposal of animal carcasses – Provides information on the available storage sites and staging areas for animal food and medical supplies and animal care personnel – Leads the administration of programs to detect, control and eradicate diseases, insects and vertebrate pests affecting plants and animals, protect human and animal food from contamination and assists local agricultural agencies and animal shelters with efforts to provide food, water, shelter and veterinary care to affected animals – Supports disposal of animal carcasses and manages the State Food Organization and provide for re-supply of food items
California Highway Patrol	<ul style="list-style-type: none"> – Tracks radiological materials incident data – Develops radiological protection plans and procedures – Assists in establishing and managing medical operations at disaster support areas after the occurrence of a disaster – Assists in casualty evacuation from hospitals and casualty collection points – Assists in medical supply acquisition and distribution – Provides personnel and equipment to collect and transport the dead
Environmental Protection Agency	<ul style="list-style-type: none"> – Ensures that consistent, effective and coordinated compliance and enforcement actions to protect public health and the environment are taken – Assesses the effectiveness of statutes, regulations and programs, including emergency response programs, designed to protect children from environmental hazards through the work of Children’s Environmental Health Center – Provides fact sheets, notices and other materials as necessary to advise and support members of the public returning to impacted areas
Department of Education	<ul style="list-style-type: none"> – Supports emergency medical services, when necessary
Department of Veterans Affairs	<ul style="list-style-type: none"> – Provides limited medical staffing and facilities

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL EXECUTIVE SUMMARY

Supporting Agency/Department	Role
Air Resources Board	<ul style="list-style-type: none"> – Identifies medical consequences of air pollution incidents – Monitors air quality and issues bulletins related to public safety
Department of Pesticide Regulation	<ul style="list-style-type: none"> – Analyzes impacted areas for safe return of displaced populations
Department of Toxic Substances Control	<ul style="list-style-type: none"> – Provides contact information of local health agencies and hazardous materials (HAZMAT) teams – In coordination with the CDPH, provides limited technical and/or contractor support for the assessment, containment and mitigation of radiological hazards and provides environmental toxicologists for technical issues and communication
State Water Resources Control Board	<ul style="list-style-type: none"> – Provides technical environmental staff to evaluate potential impact to water quality from emergencies, assists the CDPH in advising water users of an emergency situation and provides critical information on water uses in areas that might be affected by hazardous releases
Department of Industrial Relations	<ul style="list-style-type: none"> – Provides the technical expertise of Industrial Hygienists and Safety Engineers and assures that emergency response workers are protected from potential exposures to hazardous materials and operations are in compliance with safety regulations
California Conservation Corps	<ul style="list-style-type: none"> – Provides personnel to support emergency medical services operations
Department of Forestry and Fire Protection	<ul style="list-style-type: none"> – Provides medical and other associated emergency response personnel, training and planning assistance
Department of General Services	<ul style="list-style-type: none"> – Is responsible for, in consultation with the CDPH and the EMSA, the development of procurement and transportation plans for obtaining and arranging delivery of disaster medical and health supplies and equipment
Board of Governors, California Community Colleges	<ul style="list-style-type: none"> – Coordinates education/college facilities to support emergency medical services and emergency welfare services – Directs districts and colleges to utilize facilities, transportation options, miscellaneous supplies and equipment during an emergency and supports emergency medical services and emergency welfare services

The interplay of ESF 8 and the Public Health and Medical public and private sector stakeholders is a vital part of including whole community concepts into an all phases of emergency management.

EMERGENCY SUPPORT FUNCTION 8 – PUBLIC HEALTH AND MEDICAL EXECUTIVE SUMMARY

A complete list of Public and Private Sector Stakeholders can be found in the ESF 8 Annex. Examples of Public and Private Sector Stakeholders include:

Public Sector Stakeholders

- State agencies with public health and medical responsibilities
- California Conference of Local Health Officers (CCLHO)
- County Health Executives Association of California (CHEAC)
- Emergency Medical Services Administrators Association of California (EMSAAC)
- California Conference of Directors of Environmental Health (CCDEH)
- Public Safety Agencies
- U.S. Department of Health and Human Services (HHS)

Private Sector Stakeholders

- Healthcare Facilities, e.g., Hospitals, Skilled Nursing Facilities, Clinics
- Private Ambulance Companies
- Non-Governmental Organizations, e.g., American Red Cross
- Suppliers of Pharmaceuticals, Medical Equipment and Supplies

Emergency Function Coordination Structure

The ESF 8 Advisory Council is the governing body for the development, implementation and maintenance of ESF 8. The membership of the ESF 8 Advisory Council includes representatives of the departments, boards and offices within CHHS; Cal OES; CCLHO; CHEAC; EMSAAC; and HHS. The ESF 8 Advisory Council identifies, prioritizes and approves projects to develop and support ESF 8. The ESF 8 Lead or designee chairs the ESF 8 Advisory Council and serves as a point-of-contact for ESF 8 development, implementation and maintenance activities.

The ESF 8 Technical Committee focuses on operational issues. The ESF 8 Technical Committee works on projects approved by the ESF 8 Advisory Council, makes project recommendations to the ESF 8 Advisory Council, and keeps the ESF 8 Advisory Council informed of progress. ESF 8 Task Groups work on specific projects assigned by the ESF 8 Technical Committee.

The Medical and Health Coordination Center (MHCC) will function as a coordination center for the response activities of ESF 8 stakeholders during emergencies. The ESF 8 Lead has delegated authority from the CHHS Secretary to ensure the overall coordination of CHHS departments responding to the emergency through the MHCC and to support the CHHS Secretary's policy and strategic decision-making.