



A Tradition of Stewardship
A Commitment to Service

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HHSA CONPLAN - ATTACHMENT C

BIOTERRORISM RESPONSE

NAPA COUNTY HEALTH AND HUMAN SERVICES AGENCY (HHSA)

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1. BIOTERRORISM RESPONSE

1.1 PURPOSE

This document supplements the Napa County Health and Human Services Agency Department Operations Center (HHSA DOC) Plan to assist in coordinating the medical/health response to an attack involving biological weapons of mass destruction (WMD). Material from the FBI-WMD Incident Contingency Plan Planning Template was used in development of this document. The attached checklists describe the various emergency tasks that may, or may not, need to be performed by the Health and Human Services Agency during a WMD incident.

1.2 BIOLOGICAL WMD INCIDENT INFORMATION

Biological WMD agents enter the body primarily through the respiratory tract, but can also enter through broken skin, ingestion, or through other body openings. Respiratory protection is the key to protecting against biological WMD agents. An air-purifying respirator with High Efficiency Particulate Air, or HEPA filter, provides respiratory protection against airborne biological agents.

First responders, and other persons possibly exposed, should be aware of the potential for their own safety, especially after observation of the initial casualties. Self-decontamination (decon) is extremely important. Measures for decontamination of personnel affected should be undertaken. At least a soap and water wash is recommended. For biological disease agents, Universal Precautions and thorough hand washing provide some degree of protection.

Because incidents involving biological weapons may not be discovered until days after the actual attack, there may be no “first response” per se. All of the activities and effects of an attack may be focused on emergency rooms, hospital providers, clinics, laboratories, etc.

Intense media interest is likely, necessitating clear, easy to follow emergency instructions for the public. There may be community panic and the convergence of contaminated persons at local hospitals and urgent care centers. Many others may believe they are infected.

REFERENCES

- Jane’s Chem-Bio Handbook, California Law Enforcement, OCJP
- Control of Communicable Diseases Manual, Benenson, APHA
- Contra Costa Public Health’s website provides information about the prevention and control of biological WMD threats: <http://ccpublichealth.org/bt/index.html>
- Sonoma County Department Operations Plan

1.3 BIOTERRORISM CHAIN OF EVENTS

In an announced or credible threatened release (overt) or visible terrorist event, such as a chemical release, explosion, or fire, a witness will call 911 to report the incident. Local fire departments or law enforcement will assume Incident Command at the scene.

For an unannounced, covert, and invisible terrorist event, such as a release of radioactive materials or biological agents, local hospital staff in emergency departments or community physicians may recognize an unusual disease pattern in patients reporting for treatment and will notify the Public Health Division.

A core group of Public Health officials (Public Health Officer, CD Manager, Epidemiologist, and EMS Manager) evaluate the reports and initiate epidemiological investigation and laboratory testing.

The core group:

Evaluates epidemiological and laboratory data. If the threat or event is confirmed the Public Health Officer or designee:

- Contacts the California Department of Public Health.
- Contacts Napa County Office of Emergency Services (OES).
- Contacts the local FBI office. (FBI contact may be made by the Operational Area EOC).

If the terrorist incident exceeds available resources and capabilities within Napa County, the Operational Area Emergency Operations Center (Op Area EOC) contacts the Governor's Office of Emergency Services (OES). The Governor requests a Federal Disaster Declaration to activate Federal agency resources.

Under the Pandemic and All Hazards Preparedness Act (S.3678), when a Presidential Declaration of Disaster is enacted, the following actions will be taken, many concurrently, in response to a terrorist incident:

- FEMA uses emergency authorities to notify the Federal agencies and activate the National Response Framework.
- FEMA coordinates delivery of Federal consequence management assistance while establishing liaison operations with the FBI for crisis management.
- The FEMA Director consults with the Governor to determine the scope and extent of the incident.

- An emergency response team, made up of representatives from each of the primary Federal agencies, is assembled and deployed to the field to establish a Disaster Field Office and initiate operations.
- The U.S. Department of Health and Human Services (DHHS) Federal Response Framework Emergency Support Function #8 has primary medical management authority over the incident.
- The Op Area EOC coordinates and assists responding agencies under the direction of the U.S. DHHS.
- The first responder's role is to be the first link in the communications chain. As soon as possible after suspected criminal activity or a potential act of terrorism occurs, law enforcement or the County OES should notify the appropriate authorities.

1.4 INCIDENT AUTHORITY

The FBI exercises command and incident authority over terrorist incidents through the FBI Joint Operations Center (JOC). The FBI coordinates and directs FBI actions and other agency actions in response to the crisis. FEMA concurrently implements a Federal consequence management response with the FBI.

Within the Napa County Operational Area, local agencies exercise preeminent authority to make decisions regarding the consequences of terrorism. The County can effectively handle a small number of casualties from a terrorist biological, chemical, or nuclear incident. A catastrophic event with a live casualty population of 500 persons plus fatalities would overwhelm the County health and medical community. As State and Federal resources are deployed, the County EOC coordinates the distribution of resources and manages local response.

Homeland Security Advisory System Threat Levels & Recommended Actions

| | |
|--|--|
| <p>RED Severe Condition</p> | <ul style="list-style-type: none"> Continue all measures as outlined in Green, Blue, Yellow and Orange levels. Notify essential personnel and conduct situation briefing. Be prepared to activate emergency response plan. Activate call tree. Secure as many additional staff as necessary. Advise staff of schedule modifications. Designate staff to monitor news information stations and health alert network 24 hours. Assure contact has been made with local/community emergency managers to verify activation of public infrastructure security. Secure all doors. Maintain a security presence at a single point of access to each building and check identification of all visitors. Maintain a sign-in log with information from each visitor's identification. Check all bags, suitcases, brief cases and packages at the security point. Deliveries should not be accepted unless approved by supervisor. Implement parking restrictions and park vehicles away from facility. Post signage indicating alert level and to redirect public to essential services. Conduct briefing with Regional Bioterrorism Coordinators. Assign staff to track expenses related to increased level of security. |
| <p>ORANGE High Condition</p> | <ul style="list-style-type: none"> Continue all measures as outlined in Green, Blue, and Yellow levels. Notify essential personnel and conduct situation briefing. Ensure PPE is available. Designate staff to monitor news information stations and Health Alert Network communications daily. Inventory availability of public health response teams and check go-kits. Lock all exterior doors except the main facility entrance(s). At the beginning and end of each shift, as well as at other regular and frequent intervals, inspect the interior and exterior of buildings for suspicious packages. Observe parking areas adjacent to building for loitering. Identify and protect designated vulnerable areas: storage, electrical, telephone, air exchange, etc. All visitors must check-in and be escorted. Be alert for trends in patient symptoms. |
| <p>YELLOW Elevated Condition</p> | <ul style="list-style-type: none"> Continue all measures as outlined in Green and Blue levels. Alert staff in all departments to heightened threat level. Perform disaster call tree drill. Assign staff person to watch for faxes/emails/correspondence from Department of Health and Health Alert Network. Review emergency response plans and media protocols with all staff. Increase spot checks of specific high-risk entrances/exits (e.g. loading docks, professional office buildings). Document security checks. Do not leave vehicles unattended and unlocked. Lock and regularly inspect all buildings, rooms and storage areas not in regular use. Review inventory of critical pharmaceuticals. Reorder if necessary. Notify food processors, manufacturers, distributors, etc., to assess security measures. Be aware of large-scale community events. |
| <p>BLUE Guarded Condition</p> | <ul style="list-style-type: none"> Continue all measures as outlined in Green level. Review and update call tree quarterly. Review and update emergency response plan. Conduct tabletop exercises for key personnel. Be alert for suspicious activities and report to appropriate person. |

2. BIOTERRORISM SPECIFIC CHECKLISTS

2.1 PUBLIC HEALTH OFFICER CHECKLIST

- Report to the Op Area EOC, if activated.
- Notify local police jurisdiction and County Office of Emergency Services (OES), if not already notified.
- Notify Hazardous Materials and Emergency Medical Services, or on-call personnel via Napa Central Dispatch.
- Notify Public Health staff or on-call personnel via telephone or pager.
- Activate the HHSA DOC if appropriate, and appoint DOC Director.
- Notify RDMHC and request notification to adjacent counties, California Department of Public Health (CDPH), and State EMSA, as appropriate (see Health Services DOC Activation Checklists).
- Provide technical support to:
_____ County OES _____
_____ Local FBI Office (415) 553-7400 _____
- Obtain technical support as needed from the California Department of Public Health
- Note the attached Bioterrorism Response Checklists to ensure appropriate emergency notification, response, and management for the Health Services response:

BIOTERRORISM RESPONSE CHECKLISTS

Notes:

| | |
|-------------------------------------|-------|
| _____ Dept. Operations Center (DOC) | _____ |
| _____ EMS | _____ |
| _____ Public Health | _____ |
| _____ Environmental Health | _____ |
| _____ Mental Health | _____ |

2.2 HEALTH AND HUMAN SERVICES AGENCY (HHSA) -- DEPARTMENT OPERATIONS CENTER (DOC) CHECKLIST

- Gather and coordinate information as needed. Information coordination and response to the public may be substantial. Utilize Health and Human Services Agency resources.

- HHSA DOC PIO and Health Educators will provide needed information about the incident such as definition of exposure and immediate precaution information. Consider recruiting the assistance of a credible technical specialist who is comfortable with the topic.

2.3 EMERGENCY MEDICAL SERVICES (EMS) CHECKLIST

- Obtain available incident information including:
 - _____ Nature of incident _____
 - _____ Location of incident _____
 - _____ Current status _____
 - _____ Agencies notified _____

- Notify On-Call Public Health Officer and County OES, if not already notified.

- Prepare for activation of Health and Human Services Agency-Department Operations Center (HHSA DOC).

- Carry out EMS responsibilities under Multi-Casualty Incident Plan, if activated. If not activated, consider activation of Medical Advisory Alert.

- Alert EMS staff via pager notification, if not already notified.

- Notify other agencies as may be appropriate:
 - _____ Emergency Ambulance Services _____
 - _____ Hospitals _____
 - _____ Other _____

- Report to On-Call Public Health Officer and provide support to HHSA DOC as necessary.

2.4 PUBLIC HEALTH DIVISION CHECKLIST

- If requested by the On-Call Public Health Officer, respond to scene. Coordinate with Incident Command/Unified Command (Law/Fire/EMS/HazMat) and On-Call Public Health Officer. HHS DOC activation may be required to oversee the triage, decontamination, and tracking of hundreds of people at the site.
- Determine who needs what medical advice. Determine the need for decontamination and post exposure prophylaxis. Provide oversight for decontamination and other exposure reduction methods.
- Instruct ambulatory patients to perform self-decontamination. Factors that may indicate the need for decontamination include positive field test (e.g. the presence of brown or amber powder for an anthrax threat) and/or positive lab test.
- Give potentially exposed persons information about the signs and symptoms of illness associated the suspected biological agent, and information about whom to contact and where to go should they become ill. Provide Bioterrorism Information Sheets as handouts for mass distribution.
- Collect contact information for potentially exposed persons for notification of laboratory results or other follow up. Coordinate the tracking and documentation.
- Provide HazMat Incident Response Team with needed environmental specimen collection equipment/supplies. Provide guidance, information, and instruction on how to collect specimens, and how samples are to be packaged, handled, and transported.
- Prepare for Public Health Laboratory to receive environmental sample(s) from HazMat responders. Screen and package sample(s), per CDPH instructions, for transport to the CDPH Richmond Lab for testing and identification.
- Monitor private citizens and emergency workers for exposure to chemical, radiological, or biological contamination. Monitor exposed individuals for health concerns.
- Determine whether scene is a biohazard area and take appropriate public and provider precautions.
- Coordinate with hospitals and other medical facilities regarding the WMD-biological event and/or communicable diseases.
- Implement disease-tracking procedures to assess numbers of persons and area affected to determine the potential for spread of disease.
- Provide for mass vaccination or prophylaxis to be given, if necessary.
- Coordinate information sharing with the US Department of Health and Human Services.

2.5 ENVIRONMENTAL HEALTH CHECKLIST

- If requested, respond to scene and coordinate with Incident Command/Unified Command. Utilize Hazardous Waste Operation (Hazwop) trained Environmental Health staff to support various aspects of the response.
- Issue appropriate public health warnings or public service announcements through the HHSA DOC PIO regarding monitored responses from public and private water sources and potentially contaminated food products.
- Prioritize and coordinate enforcement of nuisance abatement ordinances to keep debris from becoming a health hazard. Advise local government of existing local ordinances.
- Investigate and make recommendations for pest infestation control. Provide list of possible measures that may be ordered and implemented (EH and Mosquito Abatement and Vector Control District).
- Assist the County Animal Control Unit in the quarantine and disposal of diseased animals. (Public Health-Communicable Disease and EH)

2.6 HEALTH FACILITIES CHECKLIST

- Develop lists of available medications (antidotes, vaccines, antibiotics, etc.) and identify accessibility and storage location. Maintain inventory.
- Provide support to On-Call Public Health Officer with library, Internet, resources in Emergency Department, etc.
- Implement Emergency Operations Plan as needed. Identify all possible isolation beds.
- Determine site for quarantine of exposed individuals.
- Coordinate response with other Health Facilities via the HHSA DOC.

2.7 MENTAL HEALTH DIVISION CHECKLIST

- If requested, respond to scene and coordinate with Incident Command/Unified Command (Law/Fire/EMS/HazMat).
- The Mental Health Division will coordinate crisis counseling. Identify responders in need to debrief and notify where to receive crisis counseling.
- Arrange for crisis counseling or Critical Incident Stress Debriefing (CISD) for both victims and identified disaster service workers. Decide and communicate where and how this service will be provided.