

**EMERGENCY SUPPORT FUNCTION #8  
PUBLIC HEALTH AND MEDICAL SERVICES**



**ESF Coordinator:**

San Juan County Public Health Department

**ESF Primary Agency:**

San Juan County Public Health Department

**ESF Support Agencies**

San Juan County Emergency Management

San Juan Hospital

Adult & Aging Services

Blue Mountain Hospital-Blanding

American Red Cross

San Juan Counseling Center

Montezuma Creek Clinic

Navajo Mountain Clinic

San Juan County Emergency Medical Services (EMS)

San Juan County Community Health Center

San Juan County School District

San Juan Clinic – Monticello,

San Juan County Fire

Blanding Clinic,

Blanding Family Practice

Monument Valley Clinic.

Utah Navajo Health Systems (UNHS)

**Primary Points of Coordination and Associated Actions:**

- A. ESF#1 (Transportation) coordinate mass care medical related transportation resources.
- B. ESF #5 (Emergency Management): receive and provide information and incident management, support and coordinate requests for materials and supplies, provide briefings to outside jurisdictions, provide mission assignments, and receive consolidated SITREPS.
- C. ESF #6 (Mass Care, Housing and Human Services): provide stress counseling
- D. ESF #10 (Hazardous Materials): identify areas where there are hazardous materials. ESF #8 (Health & Medical): determines impact on health and safety of responders and citizens.

- E. ESF #11 (Agriculture and Natural Resources): coordinate to ensure the safety of water supply.
- F. ESF #15 (Public Information): Share and coordinate health and medical information for release to the media and public.

## I. INTRODUCTION

### A. Purpose

1. ESF #8 – Public Health and Medical Services is responsible for coordinating state and Federal assistance to supplement local resources in response to a public health and medical disaster, potential or actual incidents requiring a coordinated state and federal response, and/or during a developing potential health and medical emergency. The phrase “medical needs” is used throughout this annex. Public Health and Medical Services include responding to medical needs associated with mental health, behavioral health, and substance abuse considerations of incident victims and response workers. Services also cover the medical needs of members of the “at risk” or “special needs” population described in the Pandemic and All-Hazards Preparedness Act and in the *National Response Framework (NRF) Glossary*, respectively. It includes a population whose members may have medical and other functional needs before, during, and after an incident.
2. Public Health and Medical Services includes behavioral health needs consisting of both mental health and substance abuse considerations for incident victims and response workers and, as appropriate, medical needs groups defined in the core document as individuals in need of additional medical response assistance and veterinary and/or animal health issues.

### B. Scope

ESF #8 provides a coordinated response and supplemental assistance to local governments in the following core functional areas:

1. Assessment of public health/medical needs
2. Health surveillance
3. Medical care personnel
4. Health/medical/veterinary equipment and supplies
5. Patient evacuation
6. Patient care
7. Safety and security of drugs, biologics, and medical devices
8. Blood and blood products
9. Food safety and security
10. Agriculture safety and security
11. All-hazard public health and medical consultation, technical assistance, and support
12. Behavioral health care

13. Public health and medical information
14. Vector control
15. Potable water/wastewater and solid waste disposal
16. Mass fatality management, victim identification, and decontaminating remains
17. Veterinary medical support
18. Mental health care/substance abuse counseling

### **C. Policies**

The San Juan County Public Health Department in its primary agency role for ESF #8, directs the provision of State of Utah health and medical assistance to fulfill the requirements identified by the affected county and local authorities having jurisdiction. Included in ESF #8 is overall public health response; triage, treatment, and transportation of disaster victims; and working with local systems to assist in the evacuation of patients out of the disaster area as needed. Assistance in pre-event evacuation may also come under the purview of ESF #8 whenever such patients or clients of the county are involved.

The intent of ESF #8 is to coordinate, manage, and supplement county and local governments affected by the emergency or disaster by using additional resources primarily available from the following sources:

1. Resources available within the Utah Department of Health
2. Resources available from other supporting agencies
3. If a local medical or health related "State of Emergency" is declared by the San Juan County Commissioners, the Governor of Utah will make additional resources available to San Juan County from areas outside San Juan County
4. Resources available from in-state National Disaster Medical System (NDMS), Disaster Medical Assistance Teams, Emergency Medical Services (EMS) providers, and commercial and private donations of goods and services
5. ESF #8 will be implemented upon the San Juan County Public Health Department request for assistance following (or prior to expectation of) the occurrence of a emergency, disaster or major catastrophe
6. ESF #8 shall have a field deployment capability in the form of nurses, health care workers and environment analyst
7. In accordance with assignment of responsibilities in ESF #8 and further tasking by the primary agency, each support organization participating under ESF #8 will contribute to the overall response but will retain full control over its own resources and personnel
8. Any assets deployed under the National Response Framework for ESF #8 in response to an event will be coordinated by the state ESF #8. All federal health and medical response to an event must be requested by and is subordinate to the state ESF #8 operations. Likewise, if state or federal resources are deployed to San Juan County, they are subordinate to the county ESF #8 operations

9. It is understood that the next level of response assistance available after the state is a federal regional response and clear lines of communication and expectations will be established on a routine basis with FEMA Region VIII headquarters
10. A federal Disaster Mortuary Operational Response Team (DEMORT) may be needed to supplement overwhelmed health and medical services and would be requested through the State EOC
11. ESF #8 is the primary source of public health and medical response information for all county officials involved with response operations
12. ESF #8 will not release medical information on individual patients to the general public to ensure patient confidentiality protection; and
13. Statewide information for missing or dead persons as a result of a major disaster will be coordinated by DOH in conjunction with the Division of Emergency Management (DEM). Local sheriff's offices and law enforcement will compile information regarding missing persons. The State Medical Examiner's Office or their local representative will identify deceased persons
14. The Joint Information Center (JIC) will coordinate incident-related public information, and is authorized to release general medical and public health response information to the public. When possible, a recognized spokesperson from the public health and medical community (State or local) delivers relevant community messages
15. In the event of a zoonotic disease outbreak and in coordination with ESF #11 – Agriculture and Natural Resources, public information may be released after consultation with the Department of Agriculture (USDA). In the event of an oil, chemical, biological, or radiological environmental contamination incident, ESF #8 coordinates with ESF #10 – Hazardous Materials Response on the release of public health information

## II. SITUATION

1. San Juan County is served by San Juan Hospital in Monticello and the Blue Mountain Hospital in Blanding. Medical Clinics are located at the following locations: San Juan Clinic – Monticello, Monticello Clinic, Blanding Clinic, Blanding Family Practice – Blanding, Montezuma Creek Clinic, Navajo Mountain Clinic and Monument Valley Clinic.
2. Three volunteer EMS units are located in San Juan County and are certified at the intermediate and basic level. These are located in Monticello, Blanding, Bluff.
3. UNHS has EMS units available for Montezuma Creek and Monument Valley.
4. There is also an inter-facility transport ambulance certified at an intermediate basis plus an Intermediate Responder Vehicle. A first responder medical unit is located at La Sal.
5. Several volunteer rescue-extrication units are located throughout the County. Units are located in Monticello and Blanding and rescue units are also located in Montezuma Creek, Monument Valley, Bluff and La Sal.
6. San Juan County is served by medical helicopter services from St. Mary's Hospital in Grand Junction, Colorado (Care Flight), San Juan Regional Medical Center in Farmington, New Mexico (Air Care One), Classic in Moab Utah, Care Flight, Durango, and Eagle Air-med, Blanding.

7. The nearest trauma center is St. Mary's Hospital in Grand Junction, Colorado and San Juan Regional Medical Center in Farmington, New Mexico.
8. The hospitals that routinely receive patients transported by San Juan County EMS units are San Juan Hospital in Monticello, Blue Mountain Hospital in Blanding, Southwest Memorial Hospital in Cortez, Colorado, Northern Navajo Medical Center located in Shiprock, New Mexico, St. Mary's Medical Center located in Grand Junction, Colorado, Mercy Medical Center located in Durango, Colorado, San Juan Regional Medical Center located in Farmington, New Mexico, and Moab Regional Hospital located in Moab, Utah.
9. A mass casualty event has the potential to quickly overwhelm the limited emergency medical resources existing in San Juan County.
10. There is a nursing home located in Blanding that houses patients.
11. All County EMS units rely on the San Juan County Communications system for paging and dispatching.
12. The San Juan County Health Department also known as Public Health Administration office is located in Monticello, Utah with a service location located in Blanding , Utah.
13. This annex applies primarily to large-scale jurisdiction wide and single point mass-casualty disaster events that would cause sufficient casualties and/or fatalities to overwhelm local medical, health, and mortuary services capabilities.
14. Health and medical issues that may need to be addressed include: multiple deaths and injuries; behavioral health crisis counseling; environmental contamination; transportation of medical casualties out of disaster area; infectious disease control; public information and education; assistance and guidance to hospitals, health care providers and first responders; patient or individual medication renewals or prescription replacements for lost medications and provision of emergency medical services.
15. Resources within the affected disaster area will be inadequate to clear casualties from the scene or treat them in local hospitals. Additional mobilized state capabilities will urgently be needed to supplement and assist county and local governments to triage and treat casualties in the disaster area and then transport them to the closest appropriate hospital or other health care facility. Additionally, re-stocking of medical supplies will be needed throughout the disaster area. In this instance the National Disaster Medical System (NDMS) can be requested through the State. In a major disaster, patient transport will be necessary. Transportation could be by ground or air to the nearest area where patient needs are matched with the necessary definitive medical care. The transportation and coordination with receiving hospitals will require significant coordination.
16. However, a disaster situation may result in San Juan County being cut off from any outside health assistance in a disaster emergency for a period of time.
17. Emergency measures to protect life and health during the first 12 to 24 hours after the disaster in all likelihood will be exclusively dependent upon local and area resources.
18. All available public and environmental health resources located in the jurisdiction will be provided for use during disaster situations, but many of these resources, especially human resources, will themselves be impacted by the disaster.
19. Ambulance Service in San Juan County is provided by San Juan County EMS, and on the San Juan

County Reservation by UNHS Clinic.

20. The state will contact other care facilities to look for space. Care facilities licensed by the state include: nursing homes, assisted living facilities, some home health and hospice care, and some daycare facilities.
21. Many injured citizens are self-treated and may not be transported to hospitals by medical personnel.
22. A major medical and environmental emergency resulting from nuclear, biological, or chemical (NBC) weapons of mass destruction (WMD) could produce a large concentration of specialized injuries and problems that could overwhelm the State, county, local and/or tribal public health and medical care system(s). In the event of a suspected or confirmed chemical, biological, or radiological act of terror, supplemental assistance to local governments will be needed to identify the agent, stabilize and Mitigate the circumstances, treat patients, and provide technical assistance until federal resources are in place to support on-going incident management activities.
23. A nuclear, biological, chemical or large-scale epidemic incident will be responded to at the local level. The Metropolitan Medical Response System (MMRS) is trained and ready to respond to such incidents. These teams, in conjunction with county and state public health, have the capability to assess incidents, determine impact and recommend the deployment of the Strategic National Stockpile (SNS) to the Department of Health. Through the MMRS, pharmaceutical stocks may be used at bioterrorism and other health emergencies.
24. A Center for Disease Control (CDC) Team of 5 – 8 technical advisors, a Technical Advisory Response Unit (TARU), usually comprised of a team lead, pharmacist, public health advisors, logistician and emergency response liaisons, will be deployed at the time of the first shipment.

### III. CONCEPT OF OPERATIONS

During normal daily activities, the coordination of emergency response operations resides in the San Juan County Public Health Department. Large emergencies will result in the activation of the San Juan County Emergency Operations Plan (EOP). The plan may be activated by the San Juan County Administrator, the Commissioners or designee.

Upon activation of the San Juan County EOP, the overall control and coordination of health and medical response activities will transfer to ESF #8 in the San Juan County Emergency Operations Center (EOC). County EOC staff will initiate a notification procedure that alerts ESF #8 Primary Agencies.

#### **A. Public and Environmental Health Coordinator will:**

1. Respond to the EOC when notified.
2. Prioritize emergency response activities, due to staffing limitations.
3. Provide public health nurses and/or other support personnel to schools, reception centers, or other mass care facilities for medical assistance and services.
4. Maintain communications with field personnel and the EOC.

5. Work to quickly identify sources of hazardous chemicals or infectious diseases, controlling their spread, and reporting their presence to appropriate State and Federal health and environmental authorities.
6. Provide health and sanitation oversight at mass feeding locations. Ensure that all public facilities utilized for mass care meet current health standards.
7. Coordinate with the County Engineer, Soil and Water Conservation District officials, and State Health officials to protect and ensure sanitation of water systems. Inspect damaged buildings. Inspect sewer systems and landfill sites to ensure compliance with State Health requirements.
8. Assist the medical coordinators with the acquisition and disposition of medications and medical supplies and equipment.
9. Implement actions to prevent or control vectors such as flies, mosquitoes, and rodents.
10. Issue health advisories to the public on such issues as emergency water supplies, waste disposal, mass feeding services, vectors, immunizations, disinfection, and others as required.
11. Participate in air, water, ground, and/or structure sampling plan development and implementation. Participate in the Recovery Planning Group, if activated. Provide technical assistance to decision-makers regarding reentry and recovery decisions.
12. Continually update and maintain EOC status boards, providing briefings or other information relating to public and environmental health response and recovery activities. Provide Event Log Coordinator with information regarding key response actions and corresponding execution times. Detailed information is critical in portraying an accurate picture of overall emergency response and recovery operations.
13. Plans are under development with the local health department for the provision of assistance to special needs populations and medically dependent individuals at an existing shelter or at a "special needs" shelter facility, if required.

**B. The Medical Coordinator will be requested to report to the San Juan County EOC, and will:**

1. Work closely with the San Juan County Public Health Department representative on all medical response team efforts and make appropriate information and situation reports available to the Health District and the San Juan County Policy Group.
2. Coordinate with both the Incident Commander(s) (ICs) and hospitals, in mass casualty disasters utilizing medical command post(s) at or near the disaster site(s). The IC, chief medical authority or designee at the site(s) may be responsible to:
  - a. Fill a large demand for water and intravenous equipment.
  - b. Ensure triage is conducted in an area where ambulances have easy access.
  - c. Establish one or more areas for EMS equipment to be deposited as units enter. Otherwise ambulances, carrying equipment that may be needed at the scene, may leave with patients.

3. Ensure that disaster operations include:
  - a. in-hospital triage and treatment
  - b. holding and treatment areas, if required
  - c. adequate medical control of field operations
  - d. Advanced Life Support (ALS) trained personnel
  - e. transport of the injured is provided
  - f. Isolation, decontamination and treating victims of hazardous chemicals or infectious diseases, has occurred when necessary; and,
  - g. maintaining communications with the EOC, the hospital, and the appropriate medical control officer and field commanders.
4. Be prepared to provide the Joint Information Center (JIC) with medical advisories pertinent to the situation.
5. Work closely with the Health Coordinator to ensure adequate medications, medical personnel, supplies and equipment is available.
6. Work with the Human Needs Coordinator and School Coordinator for the needs of special populations and to ensure adequate transportation resources are available.
7. Request support from outside jurisdictions where mutual aid agreements are in place; or request additional resources through the State EOC Health Coordinator.
8. The Office of the Medical Examiner Investigator (OME Investigator) may be asked to respond to the EOC or, under the direction of the San Juan County Sheriff, may operate from the field and coordinate with appropriate agency representatives in the EOC.

## IV. RESPONSIBILITIES

### **Director/Designee, San Juan County Public Health Department**

1. Act as Public Health Coordinator when the Emergency Operations Center is activated. If unavailable, will ensure the alternate responds to the EOC.
2. Ensure the availability of public health nurses to respond to reception center(s)/shelter(s), if requested during disaster situations.
3. Designate an environmental health specialist to act as Environmental Health Coordinator when the EOC is activated.
4. Establish preventative health services and make the general public aware of same, including the control of communicable diseases.
5. Establish and manage a Medical Reserve Corp, consisting of retirees or people who work out of the immediate area but live in San Juan County, who can be drawn upon to assist San Juan County in a disaster or catastrophic event to supplement the county's resources when they become overwhelmed.

### **A. ESF 8 Coordinator: Public Health Coordinator**

1. Coordinate all public health services in the jurisdiction.
2. Maintain updated resource inventories on health and medical supplies and equipment.
3. Provide epidemiologic surveillance, case investigating, and follow up.
4. Provide coordination of laboratory services for identification required to support emergency health and emergency medical services.
5. Provide public health advisories on general sanitation matters to the public and media whenever possible through the Joint Information Center serving the emergency.
6. Coordinate with neighboring areas and State Public Health Coordinator on matters requiring assistance from other jurisdictions.
7. Coordinate of all health-related activities among other local public and private response groups or agencies.
8. Coordinate operations for general or mass emergency immunizations or quarantine procedures.
9. Take all appropriate hazard specific emergency response operations training.

## **B. Environmental Health Coordinator**

1. Provide for monitoring and evaluation of environmental health risks or hazards as required and take or assign appropriate correctional measures.
2. Inspect for purity and usability and quality control of vital food stuffs, water, drugs, and other consumables.
3. Coordinate with the water, public works or sanitation departments in the jurisdiction, as appropriate, to ensure the availability of potable water and an effective sewage system, sanitary garbage disposal, and the removal of dead animals.
4. Ensure that medical wastes are handled and disposed of properly, if services are disrupted or the demand for disposal increases.
5. Implement actions to prevent or control vectors and the spread of disease through animals.
6. Monitor food handling and mass feeding sanitation services in emergency facilities.
7. Detect and inspect sources of contamination dangerous to the general public's physical and mental health.
8. Inspect damaged buildings for health hazards.
9. Coordinate with the animal control officer to dispose of dead animals.
10. Ensure that adequate sanitary facilities are provided in reception centers and shelters for response personnel and the public.
11. Provide guidance and oversight on all appropriate recovery planning issues.
12. Provide environmental health advisories to the public and media whenever possible through the Joint Information Center serving the emergency.
13. Will take all appropriate hazard specific emergency response operations training.
14. Ensure that all reporting and record keeping requirements are met with local, state and federal agencies.

### **C. Hospital Medical Control Officer**

1. Implement hospital disaster plan.
2. Provide medical guidance, as needed, to EMS units, field collection and/or treatment locations, et cetera.
3. Oversee and coordinate the activated medical organizations to assess their needs, help them obtain resources, and ensure that necessary services are provided.
4. Coordinate with the Medical Coordinator and the Health Coordinator in the EOC on distribution of patients to and among health care facilities based on the capability to treat and bed capacity, including transfers outside the area and/or rerouting to alternative facilities.
5. Maintain a patient tracking system in coordination with the Medical Coordinator in the EOC.
6. Establish and maintain EOC, field and inter-hospital medical communications.
7. Work with the Medical and Health Coordinators to provide transportation of medical resources to health care facilities and to and from disaster sites as required.
8. Upon request make available qualified medical personnel, supplies and equipment available within the jurisdiction.
9. Screen, and coordinate, with neighboring community medical organizations, State and Federal officials and incoming Disaster Medical Assistance Teams (DMAT) to ensure that positive identification and proof of licensing is made for all medical volunteers as appropriate. Licensure can be verified by calling the State of Utah, Department of Commerce, Division of Occupational and Professional Licensing, 801-530-6628.
10. Maintain liaison with the coordinators of other emergency services such as fire, law enforcement, public works, emergency management, et cetera, to isolate and decontaminate incoming patients, if needed, to avoid the spread of chemical or bacterial agents to other patients and staff.
11. Provide patient identification information to the American Red Cross upon request.

### **D. Medical Coordinator (in the EOC or command post)**

1. Report to the EOC/command post and establish and maintain field communications and coordination with field units, other responding forces, and radio or telephone communications with the hospital(s) and other casualty care facilities or command posts as appropriate.
2. Respond to Sheriff's dispatch with emergency rescue, medical and ambulance units.
3. Provide personnel to administer emergency medical assistance at the disaster scene. Provide patient identification information to the American Red Cross upon request.
4. Work in conjunction with the Hospital Medical Control Officer to provide transportation of medical resources to health care facilities and to and from disaster sites as required.
5. Assist with the evacuation of patients from hospitals, the skilled nursing facility, or home healthcare clients, if resources permit.

6. Provide first-aid and medical supplies for disaster use in coordination with the Health Coordinator.
7. Ensure that medical teams responding to a disaster site establish a medical command post.
8. Maintain a casualty tracking system in coordination with the Medical Control Officer.
9. Maintain updated resource inventories on medical supplies and equipment.

**SUPPORT ORGANIZATIONS**

AGENCY	FUNCTIONS
American Red Cross  Navajo Nation	<ul style="list-style-type: none"> <li>• Provide food for emergency medical responders and other field support personnel, volunteers and patients.</li> <li>• Maintain a Disaster Welfare Inquiry System in coordination with hospitals, aid stations, and field triage units to collect, receive and report information about the status of victims.</li> <li>• Assist with the notification of next of kin of the injured and deceased.</li> <li>• Assist with the reunification of the injured with their families.</li> <li>• Provide blood, blood substitutes, and blood by-products, and/or implementing reciprocal agreements for replacement of blood items.</li> <li>• Provide first aid and other related medical support at temporary treatment centers, as requested, and within capability.</li> </ul>

All tasked agencies should:

1. Maintain existing communication capability and follow established procedures for inter- and intra-agency and IC communications for daily and emergency field operations;
2. Each tasked organization is expected to provide its own logistical support ((food, water, emergency power, fuel, equipment/supplies replacement, etc.) during the initial phase (at least the first 24 hours) of response operations. Additional support should be obtained through the EOC, or the IC, as appropriate.
3. Sources of medical supplies and equipment will be developed and maintained by the appropriate health and medical organizations, and made available to the EOC for reference.
4. Plan for and schedule training and exercise.
5. Establish a procedure to identify damage to organizational resources and facilities and cost accounting of damages, for reporting to the EOC Finance Coordinators.
6. Ensure that organizational staff members in the EOC have authority to commit resources and set policies, or know the appropriate procedures for doing so.
7. If appropriate, establish a protocol for interfacing with State/Federal responders and coordinating centers.

8. Activate a control center to support and facilitate the organization/department's response activities.
9. Ensure 24 hour staffing in the EOC and control center, when requested by the EMD;
10. Maintain communication with appropriate Branch or Section Chiefs;
11. Keep appropriate ESF Coordinators in the EOC and JFO informed of status of operations at all times;
12. Maintain daily staff and equipment usage records and expense reports and provide to the financial officer in the field and/or EOC as appropriate. Request forms if not readily available; and,
13. Clean, repair and perform maintenance on all equipment, as required for daily use, and before returning to normal operations or to storage