

# MONTEREY COUNTY EMERGENCY OPERATIONS PLAN



**Office of Emergency Services**  
*County of Monterey*

March 1, 2014

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**Monterey County**  
**Emergency Operations Plan**

**Final**

**March 1, 2014**

Monterey County  
Office of Emergency Services

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# Resolution by Board of Supervisors



File ID RBS 14-016 No. 24

## Monterey County

### Board Order

188 West Alisal Street,  
1st Floor  
Salinas, CA 93901  
831.755.5080

Upon motion of Supervisor Salinas, seconded by Supervisor Parker and carried by these members present, the Board of Supervisors hereby:

Adopted Resolution No. 14-066 approving the June 2013 revision to the County of Monterey Emergency Operations Plan in accordance with Chapter 2.68.080 and 2.68.040 of the County Code.

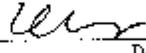
PASSED AND ADOPTED on this 11th day of March 2014, by the following vote, to wit:

AYES: Supervisors Calcagno, Salinas and Parker  
NOES: None  
ABSENT: Supervisors Armenta and Potter

I, Gail T. Borkowski, Clerk of the Board of Supervisors of the County of Monterey, State of California, hereby certify that the foregoing is a true copy of an original order of said Board of Supervisors duly made and entered in the minutes thereof of Minute Book 77 for the meeting on March 11, 2014.

Dated: March 13, 2014  
File Number: RLS 14-016

Gail T. Borkowski, Clerk of the Board of Supervisors  
County of Monterey, State of California

By   
Deputy

## Concurrence of County Departments/Agencies

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The following members of the Monterey Operational Area Coordinating Council concur with the content of the revised (2014) Monterey County Emergency Operations Plan. As needed, revisions are submitted to the Monterey County Office of Emergency Services. Signed:

_____ Director of Emergency Services, County of Monterey	Date Signed
_____ Emergency Services Manager, County of Monterey	Date Signed
_____ Monterey County Sheriff-Coroner	Date Signed
_____ Monterey County Fire Warden	Date Signed
_____ California Highway Patrol	Date Signed
_____ Director of Health County of Monterey	Date Signed
_____ Emergency Medical Services Director, County of Monterey	Date Signed
_____ Director of Social Services, County of Monterey	Date Signed
_____ Monterey County Water Resources Agency	Date Signed
_____ Public Works Department, County of Monterey	Date Signed
_____	

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Representative, City of Salinas	Date Signed
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Representative, South County Cities	Date Signed
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Representative, Monterey Peninsula Cities	Date Signed
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Representative, Special District	Date Signed
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Representative , Military Installations	Date Signed
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Monterey County Superintendent of Schools	Date Signed
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Representative, Fire Chief's Association	Date Signed
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Representative Law Chiefs Association	Date Signed
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Monterey Bay Area Chapter, American Red Cross	Date Signed
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# 1 Introduction

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In an emergency disaster, the Monterey County Office of Emergency Services (OES) organizes, manages, and executes emergency actions necessary to protect lives, property, and the environment. To respond effectively to all types of emergencies, OES maintains the Monterey County Emergency Operations Plan (EOP) on behalf of the Operational Area. The EOP describes the Operational Area's emergency organization; its roles, responsibilities, and authorities; and the actions taken during an emergency. The EOP addresses both response and recovery efforts and discusses the principles, concepts, and procedures that the OES and its partners use during an emergency.

Monterey County (County) is subject to a variety of natural, technical, and human-caused emergencies. Each County employee has a responsibility to be informed and prepared. OES staff, department managers and supervisors are responsible for implementing the processes contained in this EOP to ensure that essential functions of county government are provided.

The EOP highlights how emergency management resolves problems internally and also highlights how OES integrates and coordinates with other agencies and nongovernmental responders during emergencies.

The EOP incorporates the Incident Command System (ICS), conforms to the requirements of the State of California Standardized Emergency Management System (SEMS), and is consistent with the Department of Homeland Security's National Incident Management System (NIMS). By adopting the OES EOP, the County formally adopts the principles and practices of ICS, SEMS, and NIMS.

## 1.1 How to Use This Emergency Operations Plan

This Monterey County EOP is designed to assist the County and its partnering entities that have key roles and responsibilities during response to emergencies. The EOP provides an overview of Monterey County OES organization, policies, and approach to emergency management and what is required to mitigate any significant emergency or disaster. The plan also cites legal authority for emergency response and provision of emergency transit service, summarizes actions for addressing all hazards, and explains the general concepts of incident management. In addition, the plan identifies responsibilities within the emergency organization and provides guidance for plan maintenance.

The intent of the plan is to provide an overview of emergency management processes for responding to an incident and to deliver a high-level introduction to concepts of operation regarding emergencies. The plan is based on the foundation of the

California Emergency Management Systems (SEMS), the National Incident Management System (NIMS) and the principles of the National Response Framework, National Preparedness Goal and National Recovery Framework.

### 1.1.1 The Basic Plan

The basic plan describes the emergency management organization of Monterey County; the purpose, goals and Planning Assumptions; Hazard Assessment; Concept of Operations which identified roles and responsibilities of key agencies; Emergency Operations Center (EOC) structure and activation; mutual aid and multi-agency coordination; Information Sharing and Intelligence gathering and Dissemination and Recovery Guidelines and Overview.

### 1.1.2 Appendices

The appendices located in Part II of the EOP include important reference templates and guidance on emergency management and EOC activation. A more detailed check list and position descriptions are located in Operational Area EOC Standard Operating Procedures.

### 1.1.3 Annexes

The annexes, Part III of this EOP, describe response activities and coordination during a specific hazard, threat, or incident-specific emergency. While the annexes are considered part of the EOP because they are often large documents and represent standalone plans, they are not included in this document. Additional details on the applicability of the annexes to the EOP can be found in Section 1.7.

## 1.2 Intended Audience

The intended audience for this EOP consists of Monterey County departments, elected County officials, and representatives of private corporations and nongovernmental organizations (NGOs) that are responsible for staffing positions in the Monterey County Emergency Operations Center (EOC). This plan is also a reference for managers from all other local governments, NGOs and private sector partners in the Operational Area, the State and Federal government, and other interested members of the public.

## 1.3 Distribution

The Monterey County OES prepares, coordinates, publishes, and distributes this EOP and any revisions made to it. The EOP is distributed to all County departments/agencies identified in **Table 1-1**. The EOP is also available upon request by the external organizations also identified in **Table 1-1**.

**Table 1-1. EOP distribution**

<b>County Departments/Agencies</b>	<b>Local Governments/Special Districts</b>	<b>Other Organizations</b>
County Administrator	Carmel-by-the-Sea	State Agencies:
County Counsel	Del Rey Oaks	Cal OES
Emergency Medical Services	Gonzales	
Environmental Health	Greenfield	American Medical Response- Monterey
Behavioral Health	King City	ARC-Monterey Bay Chapter
Resource Management Agency	Marina	Cal FIRE Monterey-San Benito Unit
Emergency Communications 9-1-1	Monterey	Cal State University Monterey Bay
Economic Development	Pacific Grove	Cal Trans District 5
Health	Salinas	CHP - Monterey
Human Resources	Sand City	Community Foundation Monterey County
Office of Education	Seaside	Fort Hunter Liggett Army Installation
Natividad Medical Center	Soledad	Hartnell Community College
Planning	Aromas Tri-County Fire PD	Monterey Peninsula Community College
Public Health Bureau	Big Sur Volunteer Fire Brigade	National Weather Service - Monterey SF
Public Works	Cachagua Fire PD	Naval Postgraduate School
Risk Management	Carmel Area Waste Water D	Naval Support Activity - Monterey
Social and Employment Services	Carmel Highlands Fire PD	Presidio of Monterey / OMC
Parks	Cypress Fire PD	SPCA Monterey County
Sheriff–Coroner	Marina Coast Water District	US Coast Guard - Monterey
Water Resources Agency	Monterey Bay Unified Air Pollution Control District	US Forest Service – Monterey District
Free Libraries	Monterey County Regional Fire PD	United Way Monterey County/2-1- 1
Office of the Agricultural Commissioner	Monterey Peninsula Water Management District	Soledad State Prison/CTF
UC Extension - Davis	Monterey Peninsula Regional Park District	
Commission on Disabilities	Monterey Regional Airport District	UTILITIES/TRANSPORTATION
	Monterey Regional Waste Management District	Amtrak
	Monterey Regional Water Pollution Control District	California Water

County Departments/Agencies	Local Governments/Special Districts	Other Organizations
	Monterey Salinas Transit District	California American Water
	Moss Landing Harbor District	Pacific Gas & Electric
	North County Fire Protection District	Union Pacific
	North Salinas Valley Mosquito Abatement District	TAMC
	Pajaro Sunny Mesa CSD	Alco Water
	Pebble Beach CSD	
	San Lucas Water District	
	Soledad Fire PD	
	Spreckels CSD	
	Spreckels Volunteer Fire Company	

In addition to the EOP recipients listed in **Table 1-1**, the EOP is also available on the OES website at [www.co.monterey.ca.us/oes](http://www.co.monterey.ca.us/oes).

#### 1.4 Promulgation and Approval

This EOP is reviewed by all departments/agencies assigned a primary function in the County's emergency management organization as defined in this EOP. An approved EOP gives both the authority and the responsibility to organizations to perform their tasks; formalizes their responsibilities with regard to preparing and maintaining their own procedures/guidelines; and commits them to carrying out the training, exercises, and plan maintenance necessary to support the EOP. Concurrence of details contained in the EOP is documented using the concurrence agreement, which is included in the front matter of this EOP. A signature from the designated head of each department confirms that the department has read the EOP and has no conflicts with its content at the time of publishing. Upon review and written concurrence by the departments/agencies, the EOP is submitted to the California Office of Emergency Services (Cal OES) for review and then to the Monterey Operational Area Coordinating Council for review and approval. Upon approval by the Council, the EOP is officially adopted and promulgated by the County Board of Supervisors. A letter of promulgation is located in the front matter of this Plan, which validates the concepts, roles, and responsibilities and the emergency management system for the County.

## **1.5 Authorities and References**

The following authorities and references provide direction and guidance for conducting emergency operations by Monterey County. For a complete list see Appendix B.

### **1.5.1 County**

The following polices stand as authorities directing the County emergency management program:

- Monterey County Code, Chapter 2.68, Emergency Procedures and Organization
- County of Monterey Resolution No. 05-231, Resolution of the Monterey Board of Supervisors adopting NIMS and enhanced by SEMS (September 13, 2005)
- County of Monterey Resolution No. 95-480, Resolution Establishing the Monterey County Operational Area (October 24, 1995)
- County of Monterey Resolution No. 95-481, Resolution Establishing SEMS as the Approved Emergency Management Model for the County (October 24, 1995)
- County of Monterey unnumbered resolution, Resolution Adopting the Monterey County Operational Area EOP and Directing the Emergency Services Manager to Implement the Plan (May 4, 1999)

### **1.5.2 Regional**

Regional references are as follows:

- San Francisco Bay Area Regional Emergency Coordination Plan (RECP) and Annexes
- San Francisco Bay Area Catastrophic Earthquake Readiness Response: Concept of Operations Plan (CONPLAN)

### **1.5.3 State**

The following State of California plans and polices stand as authorities directing the Monterey County emergency management program:

- California Emergency Services Act, § 8550 et seq., Government Code
  - California Disaster and Civil Defense Master Mutual Aid Agreement
  - SEMS: California Code of Regulations (CCR), Title 19, Division 2, Chapter 1
  - California Code of Regulations, Title 19
  - California Fire and Rescue Emergency Plan
  - California Department of Water Resources Flood Control (California Water Code, Section 128)
  - Hazardous Materials Area Plan Regulations: CCR, Title 19, Division 2, Chapter 4, Article 3, Sections 2720-2728
-

- California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5
- Governor's Executive Order W-9-91
  - State Emergency Plan (SEP), State of California, Cal OES, 2009
  - Emergency Management Mutual Aid (EMMA), January 2012

#### **1.5.4 Federal**

The following Federal plans and polices stand as authorities directing the County emergency management program:

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 United States Code §§ 5121 et seq.)
- Federal Disaster Relief Regulations: 44 Code of Federal Regulations (CFR) Part 206
- Individual Assistance (44 CFR §§ 206.101 et seq.)
- Public Project Assistance (44 CFR §§ 206.200 et seq.)
- Hazard Mitigation (44 CFR §§ 206.430 et seq.)
- NIMS
- Homeland Security Presidential Directive (HSPD) 5, Management of Domestic Incidents
- Presidential Policy Directive 8, National Preparedness
- HSPD 21, Public Health and Medical Preparedness
- Federal Disaster Relief Act of 1974 (Public Law 93-288)
- U.S. Army Corps of Engineers Flood Fighting (Public Law 84-99)
- Federal Civil Defense Act of 1950 (Public Law 920, as amended)
- Homeland Security Act of 2002
  - Natural Disaster Assistance Act

#### **1.6 Whole Community Principles**

Monterey County has embraced the FEMA's whole community approach to creating engaged and resilient communities by which residents, emergency management practitioners, community leaders and government officials can understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capabilities, and interests. By engaging communities we can understand the unique and diverse needs of a population including its demographics, values, norms, networks and relationships. Local capacity is built on the empowering of community members, social and service groups, faith-based and disability groups, academia, professional, private and nonprofit sectors to strengthen what works in their communities on a daily basis. Existing structures and support

organizations can be leveraged and empowered to act during and after a disaster strikes.

The principles of Monterey County's Whole Community Concept:

- Shared understanding of community needs and capabilities
- Greater empowerment and integration of resources from across the community
- Stronger social infrastructure
- Establishment of relationships that facilitate more effective prevention, protection, mitigation, response, and recovery activities
- Increased individual and collective preparedness
- Greater resiliency at the community level through Continuity of Operations Planning by all sectors

Monterey County is committed to ensuring that considerations are made for persons with access and functional needs (AFN) at every stage of the emergency management process. Caring for AFN populations in a disaster is part of the responsibilities of each leader in the emergency management organization as described in **Section 4.2.1** and in supporting annexes of the EOP. In addition, the County maintains compliance with the Americans with Disabilities Act.

AFN populations may have additional needs before, during, and after an incident in functional areas, including but not limited to: assist with activities of daily living, maintaining independence, communication, transportation, supervision, and medical care. Individuals in need of additional response assistance may include: persons who live in institutionalized settings, older adults, and children, persons from diverse cultures, those who have limited English proficiency or are non-English-speaking, and persons who are unable to operate transportation.

To provide the best service to our citizens during a disaster, the County follows the guidelines below.

Disability does not prevent accessibility to services or facilities provided by the County.

- The County does not exclude or deny benefits of any sort to special populations or persons with disabilities.
  - The County works to accommodate AFN populations in the most integrated setting appropriate to their needs.
  - The County attempts to house AFN populations with their families, friends, and/or neighbors when in shelters, and they are not diverted to special shelters.
  - Access to shelters for AFN populations is not dependent on a personal care attendant.
-

## 1.7 Relationship and Applicability to Other Plans/References

The EOP consists of a basic plan and functional and hazard, threat, or incident-specific annexes. These annexes have direct applicability and are consistent with the concepts described within it. A list of annexes to the EOP along with the agency responsible for maintaining the annex can be found in **Table 1-2**.

Monterey County agencies and departments have developed various emergency plans. Some of them are formal annexes to the EOP; others serve to support those annexes by providing further specificity and often field-level guidance.

Additionally, each incorporated city in the county has an EOP. The EOPs, while not directly linked to the County EOP, are applicable and should maintain consistency with the concepts and structures defined by it. In order to maintain consistency with local governments in the County, OES offers to periodically review local government EOPs.

**Table 1-2.** Annexes to the Emergency Operations Plan.

Annex Title	Topics	Responsible Agency
<b>Hazard Specific</b>		
Monterey County Operational Area Tsunami Incident Response Plan	<ul style="list-style-type: none"> <li>• Procedures following watches or warnings</li> <li>• Individual response area annexes</li> <li>• Sample watches and warnings</li> </ul>	OES
Monterey County Pandemic Flu Plan	<ul style="list-style-type: none"> <li>• Roles and responsibilities for responding to a communicable disease outbreak</li> <li>• Medical countermeasures (i.e., vaccinations, antivirals)</li> <li>• Health officer authorities</li> <li>• Public information strategies</li> </ul>	Health
Monterey County Winter Storm/Flooding Plan	<ul style="list-style-type: none"> <li>• Threat and Vulnerability Analysis.</li> <li>• Roles and Responsibilities for Flood Fighting Response</li> <li>• Communication and Coordination</li> </ul>	OES
<b>Functional Plans</b>		
Monterey County Catastrophic Earthquake Mass Care and Shelter Plan	<ul style="list-style-type: none"> <li>• Roles and responsibilities for coordinating mass care and shelter activities</li> <li>• Catastrophic earthquake scenario</li> <li>• Time-based objectives for mass care and shelter activities</li> <li>• Resource management</li> </ul>	Social and Workplace Services
Monterey County Catastrophic Earthquake Mass Transportation/ Evacuation Plan	<ul style="list-style-type: none"> <li>• County evacuation guidance</li> <li>• Time-based objectives for transportation and evacuation activities</li> <li>• Catastrophic earthquake scenario impacts and assumptions</li> </ul>	OES
Monterey County Volunteer Management Plan	<ul style="list-style-type: none"> <li>• Volunteer coordination from the perspective of the Operational Area</li> </ul>	OES

**Table 1-2.** Annexes to the Emergency Operations Plan.

Annex Title	Topics	Responsible Agency
	<ul style="list-style-type: none"> <li>• Emergency volunteer centers</li> <li>• Public information</li> <li>• Risk management</li> </ul>	
Monterey County Donations Management Plan	<ul style="list-style-type: none"> <li>• Identify procedures for managing donations by the public</li> <li>• Identify mechanisms for the public to support targeted community needs</li> <li>• Coordinate donations with Individual Assistance programs</li> </ul>	OES
Monterey County Catastrophic Incident Mass Fatalities Plan	<ul style="list-style-type: none"> <li>• Operational considerations for handling numerous fatalities</li> <li>• Managing mass fatalities for a catastrophic earthquake, CBRNE incident, and pandemic influenza.</li> <li>• Integration of State and Federal resources</li> </ul>	Sheriff–Coroner
Monterey County Catastrophic Logistics Plan	<ul style="list-style-type: none"> <li>• Outlines operational consideration for managing staging, distribution of emergency response, community safety supplies</li> <li>• Integration of State and Federal Resources</li> <li>• Identification of Distribution points/Staging Areas</li> </ul>	OES
Monterey County Catastrophic Earthquake Debris Management Plan	<ul style="list-style-type: none"> <li>• Time-based priorities and objectives</li> <li>• Disaster impacts, constraints, and needs</li> <li>• Debris removal activities</li> </ul>	Resource Management
Monterey County Joint Information Systems Plan	<ul style="list-style-type: none"> <li>• Procedure for public warning and information releases through IPAWS</li> <li>• Utilization of Alert Monterey</li> <li>• Tools for social media, crowd sources</li> <li>• Integration with 211</li> <li>• Roles and Responsibilities for JIS &amp; organization of Joint Information Centers</li> </ul>	OES/Public Information Officer
Monterey County Health Department Disaster Preparedness and Response Plan	<ul style="list-style-type: none"> <li>• Roles and responsibilities of health department divisions in response to disasters</li> <li>• Health Department organization structure during disaster response</li> <li>• Health Officer authorities</li> <li>• Medical/Health Mutual Aid</li> </ul>	Health
Monterey County Continuity of Operations Plan/Continuity of Government	<ul style="list-style-type: none"> <li>• Essential Personnel/Order of Succession</li> <li>• Alternate Facilities/ Vital Records Retention</li> <li>• Communications Devolution</li> </ul>	OES
Monterey County Recovery Guidelines and Framework	<ul style="list-style-type: none"> <li>• Roles and Responsibilities</li> <li>• Public Assistance</li> <li>• Individual Assistance</li> </ul>	OES

**Table 1-2.** Annexes to the Emergency Operations Plan.

<b>Annex Title</b>	<b>Topics</b>	<b>Responsible Agency</b>
<b>Response Plans</b>		
Coastal Response Plan	<ul style="list-style-type: none"> <li>• Roles and Responsibilities</li> <li>• Command and Coordination</li> <li>• Communications</li> </ul>	OES
Hazardous Materials Response Plan	<ul style="list-style-type: none"> <li>• Roles and responsibilities for responding to a hazardous materials incident</li> <li>• Organizational structure and incident command</li> <li>• Reporting requirements</li> <li>• Response concept of operations</li> </ul>	Environmental Health
Tactical Interoperability Communications Plan	<ul style="list-style-type: none"> <li>• Policies and procedures</li> <li>• Tools and system descriptions</li> </ul>	OES
<b>Programmatic Plans</b>		
Monterey County Multi-Jurisdictional, Multi-Hazard Mitigation Plan	<ul style="list-style-type: none"> <li>• Identify threat and vulnerabilities to county assets</li> <li>• Identify mitigation priorities and planning efforts</li> <li>• Integrate with other mitigation plans and strategies</li> </ul>	OES
Monterey County Training and Exercise Plan	<ul style="list-style-type: none"> <li>• Types of training required for certain positions</li> <li>• Homeland Security Exercise &amp; Evaluation Program(HSEEP) requirements</li> <li>• Training and Exercise 3 year Calendar</li> </ul>	OES
EOC Standard Operating Procedures	<ul style="list-style-type: none"> <li>• Position checklists</li> <li>• Activation and deactivation procedures</li> </ul>	OES

Source: URS analysis, 2011.  
EOC = Monterey County Emergency Operations Center  
OES = Monterey County Office of Emergency Services

## 2 Purpose, Scope, Situation Overview, and Planning Assumptions

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### 2.1 Purpose

This EOP establishes policies, procedures, and identifies responsibilities of key officials and agencies to ensure the effective management of emergencies and disasters within the Monterey County Operational Area. The plan provides information on the county emergency management structure, the protocols for when the EOC is activated and the procedures for notification and activation. A disaster is defined as any happening whether by natural, technical, or man-made cause that results in great harm or damage, serious or sudden misfortune to a population or community.

### 2.2 Goals

The County Operational Area emergency management goals include the following:

- Provide for effective life safety measures
- Improve mobilization, deployment, use, tracking, and demobilization of resources needed during emergencies and disasters.
- Provide all employees with the necessary basic guidelines for responding to emergencies and disasters through a coordinated and effective emergency response team
- Expedite effective business continuation and community recovery efforts after an emergency
- Minimize damage to critical facilities and assets.

### 2.3 Priorities

The following overarching operational priorities govern resource allocation and response strategy for the County during an emergency or disaster.

1. **Life Safety.** The preservation of life is the top priority of emergency managers and first responders, and takes precedence over any and all other considerations.
2. **Reduce Suffering.** Beyond the simple preservation of life, all possible efforts must be made to reduce suffering by treating injuries and providing for basic human needs—including food, water, shelter, healthcare, sanitation, and security—during and after an emergency or disaster.
3. **Protecting Property.** All possible efforts must be made to protect public and private property from damage during and after an emergency or disaster.

4. **Protecting the Environment.** The County makes all reasonable efforts to protect the environment from damage during and after an emergency or disaster.
5. **Restoring Basic Services.** Power, sanitation, public transportation, and other basic services must be restored as quickly as possible to enable communities to resume their normal patterns of life.
6. **Ensuring Timely Community and Economic Resiliency.** Emergency managers and recovery planners work with each community affected by an emergency or disaster to facilitate a speedy recovery. Every effort must be made to ensure that recovery operations are conducted fairly, equitably, and inclusively.

## 2.4 Assumptions

**For planning purposes, Monterey County makes the following assumptions:**

- Government bears the responsibility to do its best to protect life, property, and the environment during local and regional emergencies and strives to restore normal government operations as soon as possible after such emergencies.
- The Monterey County Operational Area has the primary responsibility for emergency actions and will commit available resources to provide for life safety, minimize damage to property and the environment
- The Monterey County OES provides a vital resource on a daily basis for whole community preparedness and management as well as during emergencies.
- Most County employees are not primary first responders in the same way that fire and public safety personnel are. However, all County staff are sworn Disaster Service Workers and must provide service during emergencies.
- The resources of the Monterey County Operational Area will be made available to local agencies and citizens to cope with disaster affecting this area.
- County employees take immediate actions to address threats to life, safety, or property damage.
- During emergency response and recovery, all government-owned and County-contracted resources act as one to conduct necessary operations.

## 2.5 Scope

The EOP addresses the entire spectrum of contingencies, ranging from relatively minor incidents to large-scale disasters. All departments and agencies must be prepared to promptly and effectively respond to any foreseeable emergency, taking all appropriate actions. The plan applies to all elements of the Monterey County Emergency Management Organization during all phases of emergency management.

### **2.5.1 Monterey County Profile**

Monterey County is located on the north-central coast of California; its northwestern section forming the southern half of Monterey Bay. Monterey County was one of the original counties of California, created in 1850 at the time of statehood. Parts of the county were given to San Benito County in 1874. The county derived its name from Monterey Bay. The bay was named in honor of the Conde de Monterrey (or “Count of Monterrey”), the Viceroy of New Spain in 1602.

As one of the largest counties in the State of California, Monterey County covers more than 3,300 square miles and is comprised of diverse natural habitats and residential communities. This diversity ranges from rich farmland located within the Salinas Valley to the tall peaks of the Santa Lucia Mountains whose fast steep incline helps make up the dramatic Big Sur coastline along the Pacific Ocean. The rich agricultural land, mild climate, and spectacular 99 miles of coastline have made Monterey County famous throughout the world.

There are 12 incorporated cities that make up 75 percent of the County population and about 15 percent of the total land area. Monterey County also has 17 census-designated places and three unincorporated communities. With a 2010 population of 415,057, the County’s density is about 110 persons per square mile.

Along with Monterey’s natural beauty, however, come the associated dangers that such features bring. These inherent dangers have produced a number of emergencies and major disasters, including numerous floods, like the devastating El Ninos flooding events of 1995-1997, the Great San Francisco Earthquake of 1906, the Marble Cone wild fire of 1977, and the Basin Complex wild fire in 2008 and the Loma Prieta Earthquake of 1989. **Section 2.5** discusses the various hazards that Monterey County is most susceptible to (further discussion, including hazard maps, can be found in the Monterey County Hazard Mitigation Plan).

## **2.6 Hazard Assessment**

A hazard analysis has indicated that Monterey County is at risk from numerous hazards associated with natural or technical disasters and human caused disasters. Many of the hazards that exist in or adjacent to Monterey County have the potential for causing disasters exceeding any one jurisdiction’s capabilities to successfully respond, making centralized command and control and the support of the County and its departments and agencies essential. The County reviews and updates the hazard analysis annually in conjunction with the review of this EOP and the Monterey County Multi-Jurisdiction Hazard Mitigation Plan.

### **2.6.1 Coastal Erosion**

Erosion is a process that involves the wearing away, transportation, and movement of land. Erosion rates can vary significantly, occurring rather quickly after a flash flood,

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coastal storm, or other event or slowly as the result of long-term environmental changes. Erosion is a natural process, but its effects can be exacerbated by human activity.

Coastal erosion is sometimes referred to as cliff, bluff, or beach erosion. However, other times these erosion types encompass different categories of erosion altogether. For this profile, tidal, bluff, and beach erosion are included in the term “coastal erosion.”

Coastal erosion is the attrition of land resulting in loss of beach, shoreline, dune, or cliff material from natural activity or human influences. Coastal erosion occurs over the area roughly from the edge of a cliff and the top of the bluff out into the near-shore region to about a depth of 30 feet. It is measured as the rate of change in the position or horizontal displacement of a shoreline over a period of time. Bluff recession is the most visible aspect of coastal erosion because of the dramatic change it causes to the landscape. As a result, this aspect of coastal erosion usually receives the most attention.

The forces of erosion are embodied in waves, currents, and winds on the coast. However, surface-water and groundwater flow and freeze-thaw cycles may also play a role. Not all of these forces may be present at any particular location. Coastal erosion can occur from rapid, short-term daily, seasonal, or annual natural events such as waves, storm surge, wind, coastal storms, and flooding, but it can also occur from human activities, including boat wakes and dredging. The most dramatic erosion often occurs during storms, particularly because the highest energy waves are generated under storm conditions.

Coastal erosion may also be due to multiyear impacts and long-term climatic change such as sea-level rise, lack of sediment supply, subsidence, or long-term human factors such as aquifer depletion or the construction of shore protection structures and dams.

Ironically, attempts to control erosion through shoreline protective measures, such as groins, jetties, seawalls, or revetments, can actually lead to increased erosion activity. This development occurs because shoreline structures eliminate the natural wave run-up and sand deposition processes and can increase reflected wave action and currents at the waterline. The increased wave action can cause localized scour both in front of and behind structures and prevent the settlement of suspended sediment.

#### *2.6.1.1 Previous Events*

Rain, wind, and waves along the coast of Monterey County induce large amounts of erosion, especially during winter storms. In particular, El Niño events have produced large waves that have stripped volumes of sand from Monterey Bay, leaving the beaches, dunes, and cliffs exposed to high tides and wave attack. As a result of the

1982–1983 El Niño events, approximately 20 to 40 feet of the marine terraces by Scenic Drive in Carmel fell into the sea. In the 1997–1998 El Niño winter storm event, a Light Detection and Ranging survey revealed that maximum dune erosion occurred in the vicinity of Fort Ord (43-foot retreat) and the city of Marina (50-foot retreat). During both El Niño events, several extremely steep cliffs (100 percent slope) near Big Sur failed as a result of increased wave attack.

In addition to winter storms, earthquakes have caused the Monterey cliffs to erode. The October 17, 1989, Loma Prieta Earthquake produced several isolated cliff failures throughout the coastal county

## **2.6.2 Dam Failure**

A dam failure is the structural collapse of a dam that releases the water stored in the reservoir behind the dam. A dam failure is usually the result of the age of the structure, inadequate spillway capacity, or structural damage caused by an earthquake or flood. The sudden release of water has the potential to cause human casualties, economic loss, and environmental damage. This type of disaster is dangerous because it can occur rapidly, providing little warning and evacuation time for people living downstream. The flows resulting from dam failure generally are much larger than the capacity of downstream channels and can therefore lead to extensive flooding. Flood damage occurs as a result of the momentum of the flood caused by the sediment-laden water, flooding over the channel banks, and impact of debris carried by the flow.

### *2.6.2.1 Previous Events*

Four major dams and reservoirs, as well as several small dams, are located in and within the vicinity of Monterey County. The four largest dams—the Nacimiento Dam, San Antonio Dam, San Clemente Dam, and Los Padres Dam—have never failed or been subject to significant damage. However, Lake Nacimiento (Nacimiento Dam) has spilled over three times (1958, 1969, and 1983) over the last 50 years, and Lake San Antonio (San Antonio Dam) has spilled twice (1982 and 1983) over the past 40 years.

For a number of years however, there has been concern about the safety of the San Clemente Dam in the event of a major earthquake or a flood caused by a very large storm. In 1992, the California Department of Water Resources, Division of Safety of Dams, required that the San Clemente Dam be upgraded to comply with modern seismic safety standards; in 2003, the first annual drawdown was performed. Over the years multiple studies have been prepared to determine what should be done to improve the dam for safety and environmental protection. Then in January 2010, a formal agreement was reached with California American Water and Federal, State, and local agencies that provide a framework to cooperatively remove the dam.

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### 2.6.3 Earthquake

An earthquake is a sudden motion or trembling caused by a release of strain accumulated within or along the edge of the earth's tectonic plates. The effects of an earthquake can be felt far beyond the site of its occurrence. Earthquakes usually occur without warning and, after just a few seconds, can cause massive damage and extensive casualties. The most common effect of earthquakes is ground motion, or the vibration or shaking of the ground during an earthquake.

Ground motion generally increases with the amount of energy released and decreases with distance from the fault or epicenter of the earthquake. It causes waves in the earth's interior, also known as seismic waves, and along the earth's surface, known as surface waves. Two kinds of seismic waves occur: P (primary) waves are longitudinal or compressional waves similar in character to sound waves that cause back-and-forth oscillation along the direction of travel (vertical motion), and S (secondary) waves, also known as shear waves, are slower than P waves and cause structures to vibrate from side to side (horizontal motion). Also two kinds of surface waves occur: Raleigh waves and Love waves. These waves travel more slowly and typically are significantly less damaging than seismic waves.

In addition to ground motion, several secondary natural hazards can occur from earthquakes, such as the following:

- **Surface Faulting** is the differential movement of two sides of a fault at the earth's surface. Displacement along faults, both in terms of length and width, varies but can be significant (e.g., up to 20 feet), as can the length of the surface rupture (e.g., up to 200 miles). Surface faulting can cause severe damage to linear structures, including railways, highways, pipelines, and tunnels.
- **Liquefaction** occurs when seismic waves pass through saturated granular soil, distorting its granular structure, and causing some of the empty spaces between granules to collapse. Pore water pressure may also increase sufficiently to cause the soil to behave like a fluid for a brief period and cause deformations. Liquefaction causes lateral spreads (horizontal movements of commonly 10 to 15 feet, but up to 100 feet), flow failures (massive flows of soil, typically hundreds of feet, but up to 12 miles), and loss of bearing strength (soil deformations causing structures to settle or tip). Liquefaction can cause severe damage to property.
- **Landslides/Debris Flows** occur as a result of horizontal seismic inertia forces induced in the slopes by the ground shaking. The most common earthquake-induced landslides include shallow, disrupted landslides such as rock falls, rockslides, and soil slides. Debris flows are created when surface soil on steep slopes becomes totally saturated with water. Once the soil liquefies, it loses the ability to hold together and can flow downhill at very high speeds, taking

vegetation and/or structures with it. Slide risks increase after an earthquake during a wet winter. (Landslides are discussed further in **Section 2.6.6**).

- **Tsunamis.** As an Oceanic Plate is subducted beneath a Continental Plate, it sometimes brings down the lip of the Continental Plate with it. Eventually, too much stress is put on the lip and it snaps back, sending shockwaves through the earth's crust, causing a tremor under the sea, known as an Undersea Earthquake. Factors that affect tsunami generation from an earthquake event include moment magnitude (**M**) that is generally an **M** 7.5 and above, depth of event (a shallow marine event that displaces seafloor), and type of earthquake (thrust as opposed to strike-slip). (Tsunamis are discussed further in **Section 2.6.7**).

The severity of an earthquake can be expressed in terms of intensity and magnitude. Intensity is based on the damage and observed effects on people and the natural and built environment. It varies from place to place depending on the location with respect to the earthquake epicenter, which is the point on the Earth's surface that is directly above where the earthquake occurred. The severity of intensity generally increases with the amount of energy released and decreases with distance from the fault or epicenter of the earthquake. The scale most often used in the United States to measure intensity is the Modified Mercalli (MM) Intensity Scale. As shown in **Table 2-1**, the MM Intensity Scale consists of 12 increasing levels of intensity that range from imperceptible to catastrophic destruction. Peak ground acceleration (PGA) is also used to measure earthquake intensity by quantifying how hard the earth shakes in a given location. PGA can be measured in *g*, which is acceleration due to gravity (see **Table 2-1**).

Magnitude is the measure of the earthquake strength. It is related to the amount of seismic energy released at the earthquake's hypocenter, the actual location of the energy released inside the earth. It is based on the amplitude of the earthquake waves recorded on instruments, known as the Richter magnitude test scales, which have a common calibration (see **Table 2-1**).

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**Table 2-1.** Magnitude/intensity/ground-shaking comparisons.

Magnitude	Intensity	PGA (% <i>g</i> )	Perceived Shaking
0–4.3	I	<0.17	Not felt
	II–III	0.17–1.4	Weak
4.3–4.8	IV	1.4–3.9	Light
	V	3.9–9.2	Moderate
4.8–6.2	VI	9.2–18	Strong
	VII	18–34	Very strong
	VIII	34–65	Severe
6.2–7.3	IX	65–124	Violent
	X		
7.3–8.9	XI	124 +	Extreme
	XII		

Source: USGS, 2004.

#### 2.6.3.1 Previous Events

Historically, most of the earthquakes that have occurred in Monterey County have originated from movement along the San Andreas Fault system, which runs through the southeastern portion of the county for approximately 30 miles. It is the source of the area’s earliest recorded great earthquake event, which occurred in June 1838. It is believed that this earthquake was an **M** 7.0 to 7.4. Monterey County’s next large earthquake occurred almost 20 years later on January 9, 1857. This estimated **M** 8.3 earthquake, dubbed the Fort Tejon earthquake, occurred on the southern segment of the San Andreas Fault, northwest of the unincorporated community of Parkfield. The next large earthquake, known as the Great San Francisco earthquake, occurred on April 18, 1906. This event lasted 45 to 60 seconds and was in the range of **M** 7.7 to 7.9. In Monterey, Hotel Del Monte was nearly destroyed, and four or five people were killed.

Available data suggest that between five to ten small earthquakes have been felt each year in Monterey County and one moderate earthquake has been felt along the San Andreas Fault near Parkfield every 22 years (1857, 1881, 1901, 1922, 1934, 1966, and 2004) over the past 150 years. However, the next large earthquake did not occur for over 80 years, from 1906 until 1989. On October 17, 1989, the Loma Prieta earthquake occurred near Mt. Loma Prieta in neighboring Santa Cruz County. The earthquake lasted only 10 to 15 seconds, but was an **M** 6.9 to 7.1 event. In Moss Landing, liquefaction destroyed the marine laboratory and seriously damaged a power plant. Most recently, an **M** 4.6 earthquake, centered 22 miles southeast of Hollister,

struck the Monterey County region. The quake was widely felt, but there were no reports of injuries or damage.

#### **2.6.4 Flood**

Flooding is the accumulation of water where usually none occurs or the overflow of excess water from a stream, river, lake, reservoir, or coastal body of water onto adjacent floodplains. Floodplains are lowlands adjacent to water bodies that are subject to recurring floods. Floods are natural events that are considered hazards only when people and property are affected.

Nationwide, floods result in more deaths than any other natural hazard. Physical damage from floods includes the following:

- Inundation of structures, causing water damage to structural elements and contents.
- Erosion or scouring of stream banks, roadway embankments, foundations, footings for bridge piers, and other features.
- Impact damage to structures, roads, bridges, culverts, and other features from high-velocity flow and from debris carried by floodwaters. Such debris may also accumulate on bridge piers and in culverts, increasing loads on these features or causing overtopping or backwater effects.
- Destruction of crops, erosion of topsoil, and deposition of debris and sediment on croplands.
- Release of sewage and hazardous or toxic materials as wastewater treatment plants are inundated, storage tanks are damaged, and pipelines are severed.

Floods also result in economic losses through closure of businesses and government facilities, disrupt communications, disrupt the provision of utilities such as water and sewer service, result in excessive expenditures for emergency response, and generally disrupt the normal function of a community.

In Monterey County two types of flooding occur: riverine flooding, also known as overbank flooding, due to excessive rainfall, and coastal flooding due to wave run-up. Riverine floodplains range from narrow, confined channels in the steep valleys of mountainous and hilly regions to wide, flat areas in plains and coastal regions. The amount of water in the floodplain is a function of the size and topography of the contributing watershed, the regional and local climate, and land use characteristics. Flooding in steep, mountainous areas is usually confined, strikes with less warning time, and has a short duration. Larger rivers typically have longer, more predictable flooding sequences and broad floodplains.

Localized flooding may occur outside of recognized drainage channels or delineated floodplains due to a combination of locally heavy precipitation, increased surface

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runoff, and inadequate facilities for drainage and storm water conveyance. Such events frequently occur in flat areas and in urbanized areas with large impermeable surfaces. Local drainage may result in “nuisance flooding,” in which streets or parking lots are temporarily closed and minor property damage occurs.

Coastal flooding in Monterey County is generally caused by wave run-up. Pacific Ocean storms in the months of November through February in conjunction with high tides and strong winds can cause significant wave run-up. In addition to intense offshore storms, coastal flooding from the Pacific Ocean can also be attributed to seismic sea-waves or tsunamis that can occur at any time of the year. As such, coastal flooding can be exacerbated by the physical characteristics of the continental shelf and shoreline.

#### *2.6.4.1 Previous Events*

Historical records from 1911 through 2005 indicate that flood conditions and flood damage were experienced in portions of Monterey County during the following periods: March 1911, January 1914, February 1922, November 1926, December 1931, February 1937, February 1938, March 1941, January 1943, February 1945, January 1952, December 1955, January 1956, April 1958, February 1962, December 1966, January and February 1969, February 1973, February 1978, March 1983, January and March 1995, and February 1998.

In the past 15 years, Monterey County has received two Federal disaster declarations for winter storms and floods. During the January flood event of 1995, sustained precipitation fell throughout the region and over 125 residential properties in the Carmel Valley sustained damage. Two months later, Monterey County experienced a second significant winter storm, which resulted in further sustained precipitation falling on already saturated watersheds. Devastating flooding occurred throughout Monterey County, particularly in the unincorporated communities of Castroville, Mission Fields, Carmel Valley, Cachagua, Carmel Highlands, Spreckels, and Big Sur. Over 1,500 residences and 100 businesses were damaged. Five years later, in 1998 a series of El Niño winter storms contributed to intense flooding in which over 15 inches of rain fell during the month of February. Several small streams flooded and several coastal communities experienced flooding from wave run-up. In addition, Pajaro’s entire population of 3,500 was ordered to evacuate after the levee along the Pajaro River was breached in several places.

#### **2.6.5 Hazardous Materials Event**

Hazardous materials include hundreds of substances that pose a significant risk to humans. These substances may be highly toxic, reactive, corrosive, flammable, radioactive, or infectious. Numerous Federal, State, and local agencies, including the U.S. Environmental Protection Agency (EPA), U.S. Department of Transportation

(DOT), National Fire Protection Association, Federal Emergency Management Agency (FEMA), the U.S. Army, and the International Maritime Organization regulate hazardous materials.

Hazardous material releases can occur from any of the following:

- Fixed site facilities (such as refineries, chemical plants, storage facilities, manufacturing facilities, warehouses, wastewater treatment plants, swimming pools, dry cleaners, automotive sales/repair, gas stations, etc.)
- Oil fields.
- Highway and rail transportation (such as tanker trucks, chemical trucks, and railroad tankers)
- Air transportation (such as cargo packages)
- Pipeline transportation (liquid petroleum, natural gas, and other chemicals)

Unless exempted, facilities that use, manufacture, or store hazardous materials in the United States fall under the regulatory requirements of the Emergency Planning and Community Right to Know Act (EPCRA) of 1986, enacted as Title III of the Federal Superfund Amendments and Reauthorization Act (42 USC 11001–11050 [1988]). Under EPCRA regulations, hazardous materials that pose the greatest risk for causing catastrophic emergencies are identified as Extremely Hazardous Substances (EHSs). These chemicals are identified by the EPA in the *List of Lists – Consolidated List of Chemicals Subject to the Emergency Planning and Community Right-to-Know Act (EPCRA) and Section 112 of the Clean Air Act*. Releases of EHSs can occur during transport and from fixed facilities. Transportation-related releases are generally more troublesome because they can occur anywhere, including close to human populations, critical facilities, or sensitive environmental areas. Transportation-related EHS releases are also more difficult to mitigate due to the variability of locations and distance from response resources.

In addition to accidental human-caused hazardous material events, natural hazards may cause the release of hazardous materials and complicate response activities. The impact of earthquakes on fixed facilities may be particularly serious due to the impairment or failure of the physical integrity of containment facilities. The threat of any hazardous material event may be magnified due to restricted access, reduced fire suppression and spill containment, and even complete cut-off of response personnel and equipment. In addition, the risk of terrorism involving hazardous materials is considered a major threat due to the location of hazardous material facilities and transport routes throughout communities and the frequently limited antiterrorism security at these facilities.

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### 2.6.5.1 Previous Events

The National Response Center, which serves as the Federal point of contact for reporting oil, chemical, radiological, biological, and etiological discharges into the environment, Web-based query system shows that since October 1990, 711 oil and chemical spills have occurred throughout Monterey County. Of the total 303 incidents, 226 incidents (32 percent) occurred in the city of Monterey, 100 incidents (14 percent) occurred in Moss Landing, and 92 incidents (13 percent) occurred in Salinas. The number of total incidents, types of incidents, and sources are presented in **Table 2-2**.

**Table 2-2.** Oil and chemical spills, 1990–2011.

Incidents		Material Type	
Incident Type	Number	Sources	Number
Aircraft	4	Oil, miscellaneous	102
Fixed	233	Oil, diesel	84
Mobile	61	Oil, fuel	52
Pipeline	35	Ammonia	35
Railroad	27	Oil, crude	18
Storage Tank	13	Unleaded gas	29
Unknown	167	Sewage	30
Vessel	171	Natural gas	21
<b>Total</b>	<b>711</b>	Other	340
		<b>Total</b>	<b>711</b>

Source: <http://www.nrc.uscg.mil/foia.html>

In addition to the National Response Center, the EPA’s Environmental Facts Query contains information about facilities that are required to report activity (Superfund, water, waste, radiation, air, chemical, and toxic releases) to a State or Federal system. One facility has produced and released air pollutants, two facilities have reported toxic releases, 30 facilities have reported hazardous waste activities, one Superfund site exists, and one facility has been issued permits to discharge to wastewater into rivers according to the query.

### 2.6.6 Landslide

Landslide is a general term for the dislodgment and fall of a mass of soil or rocks along a sloped surface or for the dislodged mass itself. The term is used for varying phenomena, including mudflows, mudslides, debris flows, rock falls, rockslides, debris avalanches, debris slides, and slump-earth flows. Landslides may result from a wide range of combinations of natural rock, soil, or artificial fill. The susceptibility of hillside and mountainous areas to landslides depends on variations in geology, topography, vegetation, and weather. Landslides may also occur due to

indiscriminate development of sloping ground or the creation of cut-and-fill slopes in areas of unstable or inadequately stable geologic conditions.

Landslides often occur together with other natural hazards, thereby exacerbating conditions, as described below.

- Shaking due to earthquakes can trigger events ranging from rock falls and topples to massive slides.
- Intense or prolonged precipitation that causes flooding can also saturate slopes and cause failures leading to landslides.
- Landslides into a reservoir can indirectly compromise dam safety, and a landslide can even affect the dam itself.
- Wildfires can remove vegetation from hillsides, significantly increasing runoff and landslide potential.

#### *2.6.6.1 Previous Events*

The USGS has mapped over 1,500 large landslides along the Big Sur coast. Some of these notable landslides include the Willow Creek, Wild Cattle Creek, Gray Slip, Duck Ponds, Tree Bones, Hurricane Point, and Straight Down landslides. Historically, landslide activity has increased during severe El Niño years. During the 1972–1973 El Niño season, a landslide along the Big Sur coast resulted in one death. Throughout the 1997–1998 El Niño season a series of debris slides failed along the northern flank of Saddle Mountain in Carmel Valley and impacted Saddle Mountain Recreation Area. A landslide in Las Lomas in rural north Monterey County caused several homes to be destroyed and resulted in a Hazard Mitigation Grant Program project that involved buying the affected homes and preserving the land where the slide occurred as perpetual open space. Failures were typically 50 to 100 feet in length, 30 to 50 feet in width, and 3 to 6 feet deep. Also, several landslides blocked Highway 1 at Hurricane Point.

Most recently, on March 16, 2011, a 40-foot section of Highway 1 fell into the ocean. An additional landslide followed along with rock and mudslides, all of which led to almost 40 miles of Highway 1 being cut off. No one was injured in these incidents, but it took about three and a half months for the road to be repaired and reopened.

#### **2.6.7 Tsunami**

A tsunami is a series of waves generated in a body of water by an impulsive disturbance along the seafloor that vertically displaces the water. Subduction earthquakes at plate boundaries most frequently cause a tsunami. However, tsunamis can be generated by submarine landslides as well as by the collapses of volcanic edifices and violent submarine volcanic eruptions.

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A single tsunami event may involve a series of waves, known as a train, of varying heights. In open water, tsunamis have extremely long periods of time (from minutes to hours) for the next wave top to pass a point after the previous one. Additionally, a tsunami wavelength can extend up to several hundred miles, very different from typical wind-generated swells on the ocean, which might have a period of about 10 seconds and a wavelength of 300 feet.

The actual height of a tsunami wave in open water is generally only 1 to 3 feet and is often practically unnoticeable to people on ships in deep water. The energy of a tsunami passes through the entire water column to the seabed, unlike surface waves, which typically reach only down to a depth of 30 feet or so. The tsunami wave travels across the ocean at speeds up to 700 miles per hour (mph). As the wave approaches land, the sea shallows and the wave no longer travels as quickly, so the wave begins to “pile up” as the wave-front becomes steeper and taller, and less distance occurs between crests. Therefore, the wave can increase to a height of 90 feet or more as it approaches the coastline and compresses. This steepening process is often compared to the sound of a cracking whip.

A tsunami not only affects beaches that are open to the ocean but also bay mouths, tidal flats, and the shores of large coastal rivers. Tsunami waves can also diffract around land masses. And since tsunamis are not symmetrical, the waves may be much stronger in one direction than another, depending on the nature of the source and the surrounding geography. However, tsunamis do propagate outward from their source, so coasts in the shadow of affected land masses are usually fairly safe.

#### *2.6.7.1 Previous Events*

As shown in **Table 2-3**, 10 observed tsunamis generated waves in Monterey County over the last 200 years. Almost all of the tsunamis were produced by earthquakes and resulted in wave run-ups of 1 meter or less. A tsunami in 1960 produced severe currents in Monterey, Moss Landing, and Pacific Grove and is blamed for one death.

**Table 2-3.** Historic Monterey County tsunami events, 1806–2011.

Date	Origin	Cause	Location of Effects	Wave Run-Up (in meters)
03/03/1901	Northern California	Landslide	Monterey	Observed
04/01/1946	East Aleutian Islands	Earthquake, landslide	Monterey, Pacific Grove	Observed–2.6
03/09/1957	Central Aleutian Islands	Earthquake	Monterey	0.6
05/22/1960	South Central Chile	Earthquake	Monterey, Moss Landing, Pacific Grove	0.8–1.1
03/28/1964	Gulf of Alaska	Earthquake	Monterey, Moss Landing, Pacific Grove	Observed–1.4
10/18/1989	Northern California	Earthquake	Monterey, Moss Landing	0.4–1.0
04/25/1992	Northern California	Earthquake	Monterey	<0.1
06/22/2001	Southern Peru	Earthquake	Monterey	0.15
2/27/2010	Chile	Earthquake	Monterey	0.36
3/11/2011	Japan	Earthquake	Monterey, Moss Landing	0.7–2.0

**Source:** Humboldt State University and USGS

### 2.6.8 Wildland Fire

A wildland fire is a type of wildfire that spreads through consumption of vegetation. It often begins unnoticed, spreads quickly, and is usually signaled by dense smoke that may be visible from miles around. Wildland fires can be caused by human activities (such as arson or campfires) or by natural events such as lightning. Wildland fires often occur in forests or other areas with ample vegetation. In addition to wildland fires, wildfires can be classified as urban fires, interface or intermix fires, and prescribed fires.

The following three factors contribute significantly to wildland fire behavior and can be used to identify wildland fire hazard areas.

- **Topography.** As slope increases, the rate of wildland fire spread increases. South-facing slopes are also subject to more solar radiation, making them drier and thereby intensifying wildland fire behavior. However, ridgetops may mark the end of wildland fire spread, since fire spreads more slowly or may even be unable to spread downhill.
- **Fuel.** The type and condition of vegetation plays a significant role in the occurrence and spread of wildland fires. Certain types of plants are more susceptible to burning or burn with greater intensity. Dense or overgrown

vegetation increases the amount of combustible material available to fuel the fire (referred to as the “fuel load”). The ratio of living to dead plant matter is also important. The risk of fire is increased significantly during periods of prolonged drought as the moisture content of both living and dead plant matter decreases. The fuel’s continuity, both horizontally and vertically, is also an important factor.

- **Weather.** The most variable factor affecting wildland fire behavior is weather. Temperature, humidity, wind, and lightning can affect chances for ignition and spread of fire. Extreme weather, such as high temperatures and low humidity, can lead to extreme wildland fire activity. By contrast, cooling and higher humidity often signal reduced wildland fire occurrence and easier containment.

The frequency and severity of wildland fires is also dependent on other hazards, such as lightning, drought, and infestations (such as the recent damage to Southern California alpine forests by the pine bark beetle). If not promptly controlled, wildland fires may grow into an emergency or disaster. Even small fires can threaten lives and resources and destroy improved properties. In addition to affecting people, wildland fires may severely affect livestock and pets. Such events may require emergency watering/feeding, evacuation, and shelter.

The indirect effects of wildland fires can be catastrophic. In addition to stripping the land of vegetation and destroying forest resources, large, intense fires can harm the soil, waterways, and the land itself. Soil exposed to intense heat may lose its capability to absorb moisture and support life. Exposed soils erode quickly and enhance siltation of rivers and streams, thereby enhancing flood potential, harming aquatic life, and degrading water quality. Lands stripped of vegetation are also subject to increased debris flow hazards.

#### *2.6.8.1 Previous Events*

The third largest wildland fire recorded in California since 1932 occurred in Monterey County. In July 1977 the Marble Cone fire burned almost 178,000 acres of land. Fortunately, no structures were lost and no deaths occurred. Lightning was determined to be the cause of this fire.

As shown in **Table 2-4**, since 1999 Monterey County has experienced 15 large (300-acre or greater) wildland fires. These fires do not include the 25,000 acres burned annually from wildland fires in Los Padres National Forest.

**Table 2-4.** Large Monterey County wildland fires, 1999–2011.

Year	Fire Name	Dates	Acres Burned	Cause
2011	Cattleman	5/29	384	Undetermined
2011	Metz	5/12–5/14	832	Power line
2009	Gloria	8/27–8/31	6,437	Undetermined
2009	Bryson	8/26–8/28	3,383	Undetermined
2009	Ponderosa	8/1–8/7	458	Undetermined
2009	Sam Jones	8/2–8/4	3,468	Undetermined
2008	Basin Complex	6/26- 7/27	8,500	Lightning
2008	Indians	6/8–6/24	57,943	Lightning
2007	Quien	8/30–9/3	486	Undetermined
2006	Rico	7/22–7/27	14,507	Lightning
2006	Stoney	7/26–7/26	500	Undetermined
2005	Johnson	9/4–9/5	1,393	Vehicle
2004	Chular	6/30–7/1	300	Power line
2002	Fort Hunter Liggett	8/10–8/11	1,400	Undetermined
1999	Metz Road #3	6/19–6/19	300	Undetermined

Source: California Department of Forestry and Fire Protection, Archived Fires 2011.

### 2.6.9 Windstorm

Winds are horizontal flows of air that blow from areas of high pressure to areas of low pressure. Wind strength depends on the difference between the high- and low-pressure systems and the distance between them. A steep pressure gradient results from a large pressure difference or short distance between these systems and causes strong winds. Windstorms associated with cyclonic systems and their cold fronts occur in the winter. These storms can damage trees and temporarily disrupt power and communication facilities, but usually cause only minor damage to structures.

Windstorms can also be created by thermally forced circulations during the spring to summer months. Known as sea breezes, these winds are strongest when the land becomes warmer than the adjacent ocean. Driven by the differential heating of land versus water, sea breeze formation is conducive under synoptic conditions that allow strong heating of land areas. The wind direction associated with the sea breeze is directed inland along the surface pressure gradient. Therefore, sea breeze fronts generally push inland for approximately 25 miles as the day progresses. The sea breeze circulation intensifies as the daytime solar heating reaches its maximum before diminishing and reversing to a land breeze circulation as the land cools.

2.6.9.1 *Previous Events*

According to the National Climatic Data Center, Monterey County has been affected by high windstorm events in February 1993, March 1995, January 1998, November 2001, February 2004, January 2005, March 2006, and January 2008. Monterey County has also recorded four tornadoes associated with cold-core upper-level lows centered off the Northern California coast. All four tornadoes occurred in the northeastern portion of Monterey County, with the largest tornado reaching a Category 1 (maximum wind speeds of 73–112 miles per hour) in Watsonville, just across the Pajaro River in Santa Cruz County, in December 2001.

In addition to winter windstorms, every year, between the months of March and October, when the Pacific High attains its greatest strength, prevailing northwest sustained surface winds in Salinas Valley reach average speeds of 10 to 15 miles per hour with accompanying wind gusts up to 45 miles per hour. **Table 2-5** displays a recent history of high wind events.

**Table 2-5.** Monterey County high wind events, 1987–2011.

Date	Type	Magnitude	Property Damage (in \$K)
<b>High Wind Events</b>			
12/28/10–12/29/10	High wind	45–50 kts.	85
12/18/10–12/19/10	High wind	45 kts.	20
11/20/10	High wind	38 kts.	25
2/23/10	High wind	45 kts.	15
1/26/10	High wind	43 kts.	30
1/18/10–1/20/10	High wind	39–54 kts.	1,575
10/13/09	High wind	50 kts.	75
4/14/09	High wind	43 kts.	20
3/30/09	High wind	39 kts.	1
2/13/09–2/17/09	High wind	39–52 kts.	66
1/4/08	High wind	36–61 kts.	0
3/6/06	High wind	40 kts.	Unknown
1/7/05	High wind	60 kts.	Unknown
2/25/04	High wind	65 kts.	Unknown
11/24/01	High wind	85 kts.	7,100
1/18/98	High wind	60 kts.	5
12/9/95	Winter storm/high wind	—	60,000
3/8/10–3/10/95	Winter storm/high wind	—	Unknown
1/4/95	High wind	0 kts.	Unknown

**Table 2-5.** Monterey County high wind events, 1987–2011.

Date	Type	Magnitude	Property Damage (in \$K)
<b>High Wind Events</b>			
2/18/93	High wind	0 kts.	500
<b>Tornado Events</b>			
12/11/92	Tornado	F0	0
12/6/92	Tornado	F1	250
4/3/87	Tornado	F0	250

Source: <http://www4.ncdc.noaa.gov/cgi-win/wwcgi.dll?wwEvent~Storms>  
— = not available

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## 3 Program Administration

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### 3.1.1 Emergency Management Organization

#### 3.1.1.1 Office of Emergency Services (OES)

The Office of Emergency Services is located in the County Administrative Office and reports to the Assistant CAO – Governmental Affairs. The County Administrative Officer is the ex-officio Director of Emergency Services. The Deputy Director of Emergency Services (otherwise referred to as Emergency Services Manager) provides general direction, oversight to the staff and functions of OES and the Monterey County Operational Area EOC. The Manager is also designed as the Deputy Director of Emergency Services. The Office is responsible for the following:

- Ensure all phases of emergency management are addressed in strategic planning efforts, building the core capabilities and disaster resiliencies within the communities of Monterey County;
- Organizing, staffing and operating the OA EOC;
- Provide information and guidance to the public and elected officials including emergency warning and alerting
- Provide resource management inventories of critical assets, supplies and equipment necessary to support emergency response and recovery operations;
- Reviewing and maintaining internal and external emergency operations plans and preparedness programs for the Operational Area
- Ensure that emergency planning follows state and federal guidance.
- Identifying and analyzing potential hazards and recommending appropriate mitigation measures
- Conduct on-going emergency preparedness and educational campaigns
- Serving as the emergency management point of contact for government officials, public safety, organizations, nonprofit and community based organizations, city, county and private industry partner and stakeholders.

#### 3.1.1.2 OACC

The Operational Area Coordinating Council, otherwise known as the Monterey County Disaster Council serves as the advisory council to the Board of Supervisors and convenes at the request of the Director of Emergency Services (CAO) to consider and recommend emergency plans and agreements to improve disaster preparedness countywide as authorized by Monterey County Code 2.67et seq. The Council consists of the following standing council members:

The County Administrative Officer; The Deputy Emergency Services Director; The County Sheriff-Coroner; The County Health Officer; The County Director of Public Works; The County Director of Social Services; The District Engineer of the Monterey County Flood Control and Water Conservation District; The Chief Unit Ranger, San Benito-Monterey Ranger Unit, California Department of Forestry and Fire Protection; The officer in charge of the California Highway Patrol in Monterey County; A representative of the American Red Cross selected by the chapters thereof within Monterey County; The District Ranger, Monterey District of Los Padres National Forest, United States Forest Service; and additional representation from any other service, support, volunteer, veterans, business, industry, or assistance organization deemed appropriate by the Director. Such representative membership shall be determined on an annual basis by the Director.

*(Ord. 3471, 1990, Ord. 2355 § 3, 1977)*

### **3.1.2 Phases of Emergency Management**

Emergency management activities are often categorized in phases. In the past, the phases were limited to mitigation, preparedness, response, and recovery but with the increased focus on human-caused disasters, guidance from the National Governor's Association and the National Fire Protection Association adds a fifth phase for prevention.

#### *3.1.2.1 Prevention*

The prevention phase includes activities, tasks, programs, and systems intended to avoid or intervene in order to stop an incident from occurring. Prevention can apply both to human-caused incidents (such as terrorism, vandalism, sabotage, or human error) as well as to naturally occurring incidents. Prevention of human-caused incidents can include applying intelligence and other information to a range of activities that includes such countermeasures as:

- Deterrence operations
- Heightened inspections
- Improved surveillance and security operations
- Investigations to determine the nature and source of the threat
- Law enforcement operations directed at deterrence, preemption, interdiction, or disruption

#### *3.1.2.2 Preparedness*

The preparedness phase involves the whole community and includes all activities that are undertaken in advance of an emergency or disaster. These activities ensure preparedness for operational capabilities and effective responses to a disaster by each

sector of the community. Disaster plans are developed and revised to guide disaster response and increase available resources. Planning activities include developing hazard analyses, personal preparedness and training for citizens, organizations/agencies/businesses, training response personnel, and improving public information and communications systems. Preparedness activities are part of the implementation of the California Emergency Services Act, the California Disaster and Civil Defense Master Mutual Aid Agreement, and the State of California Emergency Plan. Preparedness activities fall into two basic areas: readiness and capability.

Readiness activities shape the framework and create the basis of knowledge necessary to complete a task or mission. Readiness activities might include, but are not limited to:

- Implementing hazard mitigation projects
- Developing hazard analyses
- Developing and maintaining emergency plans, procedures & supplies
- Conducting general and specialized training
- Conducting drills and exercises
- Developing agreements with other organizations
  - Improving emergency public education and emergency warning systems

Capability activities involve the procurement of items or tools necessary to complete the task(s) or mission(s). Capability activities include, but are not limited to:

- Assessment of the County and its resources
- Comparison and analysis of anticipated resource requirements against available resources
- Identification of local sources to meet anticipated resources
- Purchasing new response apparatus, vehicles, personal protective equipment, etc.

#### TRAINING AND EXERCISE

The Monterey County OA has responsibility to plan and train for all potential hazards. This responsibility includes familiarization with local hazards, evacuation procedures, facility emergency management organization. The best method of training public safety emergency responders is through scenarios or simulated exercises. Exercises allow all participants to become familiar with the procedures, facilities, and the system that they will actually use in emergency situations which will enhance their professional skills.

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OES will inform county departments and cities/towns and special districts of training opportunities associated with emergency management and response. In addition OES will coordinate the updating and review of the County's Training and Exercise Plan in conjunction with Training and Exercise committees. An annual Training and Exercise Workshop (TEW) will be conducted each year to identify upcoming exercises, coordinate opportunities for public safety to participate and ensure that county core capabilities are being targeted and strengthened.

All new County employees receive orientation to the EOC and EOP, ICS/SEMS/NIMS, and Disaster Service Worker training and oaths on employment. Those employees who have key roles to carry out during an emergency receive specialized training to perform the duties required of them. This specialized training could include:

- Emergency response and recovery concepts and procedures
- EOC activation and deactivation
  - Organization and responsibilities specific to each employee's role

#### 3.1.2.3 *Response*

Response is typically broken up into three phases. Each phase has distinct considerations, but seldom flow sequentially, often occurring simultaneously. These phases are increased readiness, initial response, and extended response.

Increased readiness is required upon receipt of a warning or in anticipation that an emergency situation is imminent or likely to occur. The County initiates actions to increase its readiness. Increased readiness activities may include, but are not limited to, the following:

- Briefing the Board of Supervisors and other key officials, applicable agency representatives, and all County employees
- Reviewing the EOP and all relevant annexes, policies, and procedures
- Increasing public information capabilities
- Providing just-in-time training
- Inspecting critical facilities and equipment, including testing warning and communications systems
- Increasing surveillance and security
- Recruiting additional staff and registering volunteers
- Warning at-risk elements of the population
- Conducting precautionary evacuations in the potentially impacted area(s)
- Mobilizing personnel and pre-positioning resources and equipment
  - Contacting local, State, and Federal agencies that may provide support

The County's initial response activities are primarily performed at the field-level. Emphasis is placed on saving lives and minimizing the effects of the emergency or disaster. Examples of initial response activities include, but are not limited to:

- Making all necessary notifications, including those to the Monterey Operational Area Coordinating Council, County departments/agency's, American Red Cross (ARC), other involved agencies
- Disseminating warnings, emergency public information, and instructions to the community members of Monterey County
- Conducting evacuations and/or rescue operations
- Caring for displaced persons and treating the injured
- Conducting initial damage assessments and surveys
- Assessing the need for mutual aid assistance
- Restricting movement of traffic/people and unnecessary access to affected areas
- Developing and implementing Incident Action Plans (e.g., field, EOC, etc.)

The County's extended response activities begin early during response and require close coordination of field and resources management. Recovery operations should be initiated early in the extended response phase. Examples of extended response activities include, but are not limited to:

- Disseminating emergency public information
- Preparing detailed damage assessments
- Proclaiming a local emergency
- Requesting a Gubernatorial Proclamation and/or Federal Declaration Protecting, controlling, and allocating vital resources
- Documenting situation status
- Documenting expenditures
- Restoring vital utility services
- Coordinating mass care facilities
- Developing and implementing Incident Action Plans (e.g., field, EOC, etc.) for extended operations
- Conducting advance planning activities
- Procuring required resources to sustain operations
- Tracking resource allocation
- Coordinating and/or operating decedent operations
- Establishing a Local Assistance Center (LAC)
- Coordinating with State and Federal agencies working within the county

#### 3.1.2.4 *Recovery*

Recovery activities involve the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. Recovery activities may be both short-term, intermediate, and long-term, ranging from restoration of essential lifelines such as water, power and transportation systems, to mitigation measures designed to

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prevent future occurrences of a given threat. **Section 6** provides the recovery framework for Monterey County.

#### 3.1.2.5 *Mitigation*

Mitigation efforts occur both before and after emergencies or disasters. Post-disaster mitigation is actually part of the recovery process. This includes eliminating or reducing the impact of hazards that exist within the Monterey County and by repair of public infrastructure (improved state 406 projects). Details on Monterey County's mitigation activities (particularly post-disaster) are included in the Multijurisdictional Hazard Mitigation Plan for Monterey County. Mitigation efforts include, but are not limited to:

- Amending local ordinances and statutes, such as zoning ordinances, building codes, and other enforcement codes; initiating structural retrofitting measures, assessing tax levies or abatements, and other land use planning efforts
- Complying with or exceeding NFIP floodplain management regulations.
- Emphasizing public education and awareness on hazards risks and preparedness efforts to respond and recovery from those risks

### **SEMS and NIMS**

The Monterey County Operational Area complies with both Federal and State guidance to use NIMS and SEMS. Each system is described in detail below and the interrelationship between the systems.

#### **3.1.3 SEMS**

SEMS is used to manage multi-agency and multi-jurisdictional responses to emergencies in California. SEMS consists of five hierarchical levels: Field, Local, Operational Area, Region, and State. SEMS incorporates the principles of the ICS, the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), existing discipline-specific mutual aid agreements, the operational area concept, and multi-agency or interagency coordination and communication. Under SEMS, response activities are managed at the lowest possible organizational level.

- **Field.** The field level is where emergency response personnel and resources, under the command of responsible officials, carry out tactical decisions and activities in direct response to an incident or threat.
- **Local Government.** The local government level includes cities, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their EOC is activated or a local emergency is declared or proclaimed to be eligible for State reimbursement of response-related costs.

- **Operational Area.** The operational area is an intermediate level of the State's emergency management organization; the operational area encompasses a county's boundaries and all political subdivisions within that county, including special districts. The operational area facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments within the operational area. The operational area serves as the coordination and communication link between the local government level and the region level.
- **Region.** The region level manages and coordinates information and resources among operational areas within the mutual aid region and also between the operational area level and the State level. The region level also coordinates overall State agency support for emergency response activities within the region. California is divided into three Cal OES administrative regions: Inland, Coastal, and Southern. The region level operates out of the Regional Emergency Operations Center (REOC).
- **State.** The State level of SEMS prioritizes tasks, coordinates State resources in response to the requests from the region level, and coordinates mutual aid among the mutual aid regions and between the region level and the State level. The State level also serves as the coordination and communication link between the State level and the Federal emergency response system. The State level requests assistance from other state governments through the Emergency Management Assistance Compact and similar interstate compacts and agreements and coordinates with FEMA when Federal assistance is requested. The State level operates out of the State Operations Center (SOC).

#### 3.1.4 NIMS

Homeland Security Presidential Directive-5 (HSPD-5) (2005) directs the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS) comprised of the following components:

- Command and Management( including ICS)
- Communications and Information Management
- Preparedness
- Resource Management
- Joint Information Systems (JIS)
- NIMS management and maintenance

NIMS provide a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent, nationwide approach to domestic emergency management applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS incorporates ICS, a standardized on-scene emergency management concept designed to provide an integrated organizational structure for single or multiple emergencies, and to enable emergency response across jurisdictional boundaries. ICS is based on a flexible, scalable response

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organization. This organization provides a common framework within which people can work together effectively and efficiently in establishing standard response and operational procedures

### **3.1.5 Relationship to SEMS and NIMS**

The Monterey Operational Area (OA) is responsible for emergency response and coordination within the geographical boundaries. The California Emergency Services Act requires OAs to manage and coordinate these efforts Under SEMS and NIMS; the county is responsible for utilizing ICS management system to standardize response and to ensure that all local jurisdictions follow similar processes and coordination. The Operational Area EOC is the central location for gathering, processing and disseminating information, coordinating overall emergency operations by providing a common operating picture and coordinating both resource management and public information with the Coastal Region and Governor's OES.

Figure: Multi-Agency Coordination

## **3.2 Emergency Proclamations**

A Local Emergency may be proclaimed by the Director of Emergency Services (County Administrator) or designee in accordance with the ordinance adopted by the Monterey County Board of Supervisors (Monterey County Code 2.68.060) When the Director issues an emergency proclamation the Board of Supervisors must ratify this proclamation within seven (7) days, review it every 30 days, and terminate it as soon as conditions warrant. The Director can recommend the Board of Supervisors

proclaim a Local Emergency when they are in session. . Proclamations are normally made when there is an actual incident or threat of a disaster or extreme peril to the safety of persons and property within the County.

Incorporated cities may issue emergency proclamations to the County of Monterey requesting emergency assistance. The proclamation of a Local Emergency provides the governing body with the legal authority to:

- Request the Governor to proclaim a State of Emergency
- Promulgate or suspend orders and regulations necessary to provide for the protection of life and property, including issuing orders or special regulations including imposing a curfew
- Exercise full power to provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans, etc.
- Request state agencies or other jurisdictions to provide mutual aid
- Require the emergency services of any local official or employee
- Requisition necessary personnel and materials from any local department or agency
- Impose penalties for violation of lawful orders

{See Appendix G for Sample Proclamation}

### **3.2.1 Government Notification/Alerts**

Government notification and alerts deals primarily with contacting County employees and response partners of an incident, providing information on what actions they should take such as whether or not they should come to work or where to report.

### **County Employee Responsibility – Disaster Service Worker**

California's city, county, State agency, and public district employees are, by law, Disaster Service Workers. The roles and responsibilities for Disaster Service Workers are authorized by the California Emergency Services Act and are defined at California Government Code Sections 3100–3102 and Labor Code Section 3211.92(b). Monterey County employees and the partnering agency and entity employees to be used during Monterey County EOC activation are Disaster Service Workers and are eligible to be called on to assume an emergency assignment at the time of an emergency. These individuals are expected to become familiar with the EOC concept of operations, as identified in this EOP. Work supervisors may assign employees to alternative work sites, shifts, or duties, depending on the emergency.

## **3.3 Continuity of Government**

A major emergency or a catastrophic emergency could result in the death or injury of key employees, the partial or complete destruction of established facilities, or the destruction of vital systems and records essential to continued operations.

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The Director of Emergency Services is responsible for ensuring continuity of essential government functions, providing leadership and authority, direction of emergency operations, and management of recovery operations within its charter under Monterey County.

A Continuity of Operations Plan (COOP) has been developed based on Monterey County's existing scope of government services. The plan outlines key essential functions of county government; succession plan and delegation of authority. In the event of loss of government facilities due to a disaster, alternate locations have been identified. The COOP plan should be referred to for specific information on continuity of operations for the following elements:

#### Vital Records Management

Vital records are defined as those that are essential to continue government functions and to conduct emergency operations. In addition, vital records are necessary to:

- Protect the rights and interests of individuals, corporations, or other entities. Examples include vital statistics, land and tax records, license registers, and articles of incorporation.
- Conduct emergency response and recovery operations. Records of this type include utility system maps, locations of emergency supplies and equipment, emergency operations plans, and personnel rosters.
- Re-establish normal governmental functions. Included in this group are government charters, statutes, ordinances, court records, and financial records. Records are available during emergency operations and later, for re-establishing normal governmental activities.

Each level of government down to the department/agency level is responsible for designating a custodian for vital records and ensuring vital records storage and preservation is accomplished.

### 3.4 After-Action Reporting

After every real event or exercise, the EOC Coordinator, Emergency Services Director or Incident Commander is responsible for facilitating the After-Action Report (AAR) process. The purpose of an AAR is to analyze response efforts, identify strengths to be maintained and built on, identify potential areas for further improvement, and to support the development of corrective actions. Based on items identified in the AAR for improvement, and Improvement Plan is developed with a specific timeline and responsible party for implementation and completion. The AAR and Improvement Plan should be forwarded to the OACC for future planning, training, exercise and grant allocations. {See **EOC Standard Operating Procedures for sample format**}

# 4 Concept of Operations

The Concept of Operations (CONOPS) section of the EOP explains in broad terms leadership intent with regard to an emergency response operation. The CONOPS describes how the emergency response organization accomplishes its mission. Ideally, it offers clear methodology to realize the goals and objectives to execute the plan. It includes roles and responsibilities, the organizational element of the overall emergency management program, a brief discussion of the EOC activation levels, and a description of control, direction, and intra and interagency coordination.

## 4.1 Roles and Responsibilities

Roles and responsibilities of County departments, nongovernmental and private sector partners are described in **Table 4-1**.

**Table 4-1.** Agencies with roles supporting Monterey County’s Emergency Management Program.

Agency	Responsibilities
Board of Supervisors	<ul style="list-style-type: none"> <li>• <b>Sets Policy</b> for the overall Operational Area coordination of Local Emergency response efforts</li> <li>• <b>Approves</b> the EOP and any future revisions</li> <li>• <b>Ratifies</b> Emergency Proclamations</li> <li>• <b>Sets</b> Policy and direction for disasters</li> <li>• <b>Enacts</b> special emergency regulations and orders</li> </ul>
County Administrative Officer	<ul style="list-style-type: none"> <li>• <b>Serves</b> as the Director of Emergency Services.</li> <li>• <b>Issues</b> emergency proclamation</li> <li>• <b>Activates</b> County COOP</li> <li>• <b>Ensures</b> policy and direction for the EOC are developed and implemented.</li> <li>• <b>Ensure</b> flow of information to Board of Supervisors, other local jurisdictions and State of California.</li> </ul>
Office and Emergency Services	<ul style="list-style-type: none"> <li>• <b>Activating</b> the EOC and EOP</li> <li>• <b>Orders</b> emergency resources for local governments and response agencies in accordance with SEMS</li> <li>• <b>Maintaining</b> situational awareness and providing updated information throughout the operational area and to the REOC</li> <li>• <b>Implementing</b> its Action Plan, as needed to ensure that operational area priorities are met.</li> <li>• <b>Participating</b> in state and regional conference calls or meetings</li> </ul>
Sheriff’s Office	<ul style="list-style-type: none"> <li>• <b>Manages</b> law enforcement activities for the unincorporated and contracted areas of the County</li> <li>• <b>Manages</b> and <b>coordinates</b> evacuations in unincorporated areas of the County</li> <li>• <b>Provides</b> security and perimeter control for critical facilities and other vulnerable emergency response locations</li> <li>• <b>Coordinates</b> Law Enforcement and Coroner Mutual Aid for the Operational Area</li> </ul>

**Table 4-1.** Agencies with roles supporting Monterey County's Emergency Management Program.

<b>Agency</b>	<b>Responsibilities</b>
Sheriff-Coroner	<ul style="list-style-type: none"> <li>• Serves as the lead agency for the management of fatalities for the OA</li> <li>• Manages/Coordinates the recovery, storage, transport, processing and final disposition of human remains</li> <li>• Signs death certificates for all fatalities within its jurisdiction</li> <li>• Manages and oversees the Family Assistance Center when activated</li> </ul>
California Highway Patrol (CHP)	<ul style="list-style-type: none"> <li>• Coordinates transportation corridors</li> <li>• Establishes Emergency egress and ingress on state highways</li> <li>• Develops traffic plans</li> </ul>
County 911 PSAP Center	<ul style="list-style-type: none"> <li>• Dispatches first responder agencies to emergencies</li> <li>• Receives all 911 calls for assistance per state rules</li> <li>• Staffs EOC Communication Unit</li> <li>• Provides first responder resource status/tracking</li> </ul>
Fire and Rescue	<ul style="list-style-type: none"> <li>• Activates USAR teams</li> <li>• Assists with search, rescue, and recovery operations</li> <li>• Assists with search and recovery operations</li> <li>• Assists with decontamination operations</li> <li>• Coordinates Air Operations</li> <li>• Coordinates Fire and Rescue Mutual Aid</li> </ul>
Hazardous Materials Response Teams	<ul style="list-style-type: none"> <li>• Provides expertise on hazardous materials</li> <li>• Provides decontamination of people and resources</li> <li>• Disposition of hazardous materials</li> </ul>
Behavioral Services	<ul style="list-style-type: none"> <li>• Assesses and activates the response to disaster mental health issues</li> <li>• Provides mental health counselors to shelter facilities</li> <li>• Ensures the continuation of care, treatment, and housing for those clients residing within the County mental health system prior to the incident.</li> <li>• Provides counselors at the Family Assistance Center for decedents' family members and response personnel when applicable</li> <li>• Disseminates information to the community on stress management through the Operational Area JIC</li> </ul>
Public Health	<ul style="list-style-type: none"> <li>• Provides technical guidance and issues orders through the authority of the Health Officer to prevent the spread of disease</li> <li>• Provides information on health related issues such as infection control measures and risk avoidance</li> <li>• Coordinates Medical/Health Mutual Aid</li> <li>• Coordinates with health care facilities and emergency medical response providers</li> </ul>
Environmental Health	<ul style="list-style-type: none"> <li>• Provides information to the public regarding safe storage of emergency food and water supplies as well as the safe disposal of sewage following a disaster</li> <li>• Monitors air quality</li> <li>• Evaluates operation impacts on the environment</li> <li>• Monitors food and water distribution during disaster response operations</li> <li>• Assists in the Mitigation of Hazardous Material Events</li> </ul>
Public Works/Engineering	<ul style="list-style-type: none"> <li>• Coordinates debris clearance and removal for the County</li> <li>• Identifies temporary collection and processing sites for debris</li> <li>• Conducts damage assessments and building inspections for structures under</li> </ul>

**Table 4-1.** Agencies with roles supporting Monterey County’s Emergency Management Program.

Agency	Responsibilities
	<b>the jurisdiction of the County</b>
Social Services	<ul style="list-style-type: none"> <li>• <b>Coordinates the activation of shelters for the Operational Area</b></li> <li>• <b>Provides support services at the Local Family Assistance Center when activated</b></li> <li>• <b>May support local governments by providing staff to operate disaster shelters.</b></li> <li>• <b>Provides programs for child care, General Assistance, Medi-Cal, Housing Assistance, Food Stamps, and Supplemental Security Income for disaster victims in need</b></li> </ul>
Resource Management Agency	<ul style="list-style-type: none"> <li>• <b>Provide damage assessment personnel</b></li> <li>• <b>Staff Planning Section of EOC</b></li> <li>• <b>Lead the Recovery Task Force and Planning</b></li> </ul>
Water Resource Agency	<ul style="list-style-type: none"> <li>• <b>Provide intelligence on emergency water flow or precipitation</b></li> <li>• <b>Monitors flood control gauges</b></li> </ul>
County Agriculture Commissioner	<ul style="list-style-type: none"> <li>• <b>Coordinates information between agriculture business community and county</b></li> <li>• <b>Coordinates resources between agriculture businesses</b></li> </ul>
Monterey County of Education	<ul style="list-style-type: none"> <li>• <b>Coordinates with Shelter Branch on school shelter locations</b></li> <li>• <b>Coordinates information between school districts on emergency actions</b></li> <li>• <b>Ensures that all school districts have emergency action plans</b></li> </ul>
MST	<ul style="list-style-type: none"> <li>• <b>Coordinates information and resources for emergency evacuation and transportation for all populations including pets</b></li> </ul>
American Red Cross	<ul style="list-style-type: none"> <li>• <b>Manages shelter operations, mass care ,coordinate mass feeding, case management</b></li> </ul>
SPCA	<ul style="list-style-type: none"> <li>• <b>Management animal / pet shelters through the county.</b></li> <li>• <b>Provides emergency pet/animal evacuation</b></li> <li>• <b>Coordinates reunification of pets with owners</b></li> </ul>
CERT	<ul style="list-style-type: none"> <li>• <b>Provide trained volunteers to assist public safety in evacuation, closures, medical care</b></li> <li>• <b>Provide trained volunteers to staff emergency centers such as Point of Distribution, Logistics Staging Area, Emergency Volunteer Center and Mass Care Shelters</b></li> </ul>
ARES	<ul style="list-style-type: none"> <li>• <b>Provide amateur radio emergency services under the direction of EOC</b></li> <li>• <b>Provide emergency radio services in critical facilities; Incident Command Centers including equipment and personnel</b></li> </ul>

Source: URS analysis, 2011.  
 Cal OES = California Office of Emergency Services  
 EOC = Monterey County Emergency Operations Center  
 EOP = Monterey County Emergency Operations Plan  
 JIC = Joint Information Center  
 USAR = urban search and rescue

## 4.2 Emergency Operations Center

The Monterey County EOC is a location from which centralized emergency management can be performed. The use of an EOC to manage and coordinate is a

standard practice in emergency management. The activation level of the EOC and associated staffing needs also vary with the specific emergency situation.

#### **4.2.1 Purpose**

The purpose of the Monterey County OES EOC is to provide a facility from which the organization can effectively coordinate its response to an emergency. The EOC provides a single focal point for centralized activities, which include:

- Develop a common operating picture of the Operational Area during disaster and emergencies
- Management of Information both internal and external
- Set objectives, priorities for operational efforts and resource allocation
- Facilitate the rapid restoration of lifelines
- Implement community recovery efforts

The primary role of the EOC is to bring together in one place all relevant information about the emergency, organize that information in a useful format for the EOC Director, and facilitate the coordination of the resources needed to mitigate the effects of the emergency.

The EOC SOP document provides detailed EOC position information and checklists.

#### **4.2.2 Activation**

The County EOC is activated on the occurrence or threatened occurrence of any of the following situations:

- On the declaration of a Local Emergency by the Emergency Services Director/Board of Supervisors
- On the declaration of a State of Emergency involving all of Monterey County or portions thereof
- On warning of enemy attack or a presidential declaration of a State of War Emergency
- On notification or warning (by Law, Fire, or Health Official) of any situation threatening the health, safety, or well-being of Monterey County
- A local government within the operational area has activated its EOC and requests activation of the Monterey County Operational Area EOC to support its emergency operation
- Two or more cities within the Monterey County Operational Area have declared or proclaimed the existence of a local emergency within their respective jurisdictions
- The County and one or more cities within the Monterey County Operational Area have declared or proclaimed a local emergency

#### *4.2.2.1 Activation Authority*

The following individuals have the authority to activate the Monterey County EOC in accordance with the provisions provided for in the Emergency Operations Plan and Monterey County Code, Chapter 2.68:

- Chairman, Board of Supervisors
- Director of Emergency Services
- Deputy Director of Emergency Services (Emergency Services Manager )

The Director of Emergency Services determines the appropriate level of activation. Depending on the assessed severity of the emergency, the Monterey County EOC may have either a partial or a full activation. In a partial activation, the EOC Director determines which EOC ICS positions are required. In a full activation, all EOC positions identified in the EOP are staffed.

#### *4.2.2.2 Activation Levels*

When activating the EOC, the responsible official should consider the following as part of the determining the level of activation:

- Determine the scope of the incident or event
- Determine the appropriate level of activation
- Notify EOC staff of activation, beginning with the positions needed to be filled.
- Open the EOC and prepare facility to host operations

There are two types of activation: partial and full.

#### *4.2.2.3 Partial Activation (Level 1 and Level 2)*

The EOC is activated, but only some of the positions are filled. This may involve a smaller emergency that a limited number of responders can handle, it might involve the early stages of an expanding disaster, or it might involve the late stages of a response prior to deactivation of the EOC. Staffing needs for partial activations vary depending on the scope of the event and must be adaptable to changing conditions.

#### *4.2.2.4 Full Activation (Level 3)*

The EOC is activated, and all or most of the positions are filled. A full activation occurs for the most significant events involving the use of the full scope of County resources and then needs for outside assistance.

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**Operational Area EOC Activation Levels- Examples**

<b>Trigger Events (Examples)</b>	<b>Activation Level</b>	<b>Staffing</b>	<b>Activities</b>
Daily Operations	Level 0	Routine Operations OES	EOC is Ready Stand by
Significant incident 2+ cities Major Hazardous Materials incidents requiring evacuation Tsunami Warning No evacuation orders issued	Level 1	EOC Manager , OES Staff; Liaison Officer, PIO, Operations Section	OES staff EOC with a few additional team members including, Operations, Planning Section and Management, PIO
Localized flooding and required Moderate earthquake with interagency coordination needed Wild land Fire with structures threatened and evacuations Severe weather event with damage and infrastructure disruption	Level 2 (Partial)	County EOC staffed with personnel needed to provide limited response coordination, situational status and limited interagency coordination Local emergency proclamation	Mission Tasking Situational Status Damage Assessment Care and Shelter
Catastrophic events such as earthquake, fire conflagration with large structure loss.	Level 3 ( Full Activation)	Requires full EOC activation and staffing by members. All aspects of EOC will become fully operational and functional.	All functional areas and section activity.

**4.2.3 Deactivation**

The County EOC is deactivated only if one of the following circumstances applies:

- On termination of any official local, State, or Federal emergency declarations
- On termination of any real or potential situation requiring EOC activation
- As ordered by the Director of Emergency Services, the Emergency Services Manager, or the Board of Supervisors

Deactivation from a full to a partial level may also occur. When the EOC is fully deactivated or activated to a lower level, all internal and external contacts informed of the initial activation are notified. A contact point is provided to address any additional needs for support or information required from EOC staff during the next 24 hours.

#### **4.2.4 Organization Structure**

The organizational structure for the EOC follows the standard ICS format, with a command or management section and the four functional sections for operations, planning and intelligence, logistics, and finance and administration. **Figure 4-1** presents the standard EOC organization for Monterey County.

SEMS regulations require local governments to provide five functions: management, operations, planning and intelligence, logistics, and finance/administration. These functions are the basis for structuring the EOC organization.

##### **Management:**

Management positions consist of the Emergency Services Director, EOC Manager, Liaison Officer, and Safety Officer. All positions are under the direction of the Emergency Services Director or designee. Management is responsible for the overall policy and coordination through the policy group. The policy group consists of:

- Chair, Board of Supervisors
- Emergency Services Director
- County Council
- Sheriff
- RMA Director
- Health Director
- Director of Social Services
- EOC Manager
- Chief Public Information Officer
- And Any Subject Matter Expert the Emergency Services Director requests

##### **Public Information Section**

The Public Information Section is under the supervision of the Public Information Section Chief, who serves as the Chief Public Information Officer (PIO). The Public Information Section is responsible for developing and disseminating accurate and timely notifications, warning and public information allowing the public to make critical decision about their safety and property. The PIO Section serves as the Joint Information Center (JIC) for the operational Area and provides critical information both down and up within the SEMS structure. The following branches are identified, and groups and branches can be added as well as technical specialists:

- Alert and Warning Branch
  - JIC Branch
  - Media Branch
  - Social Media Branch
  - Call Center Branch (2-1-1)
-

**Operations Section:**

The operations Section is under the supervision of the Operations Section Chief who is in charge of all functions within the Section. The Operations Section directs resource allocation, identifies gaps in local and field levels resource requests and coordinates mutual aid resources. The Operations Section is responsible for coordinating with Local EOC counterparts and County field incident commanders. The following branches are identified. Various Branches/ Groups can be added as well as Technical Specialists

- Law Enforcement Branch
- Fire & Rescue Branch
- Medical and Health Branch
- Care and Shelter Branch
- Public Works Branch / Engineering

**Planning/ Intelligence Section**

The Planning/Intelligence Section under the supervision of the Planning Section Chief is responsible for gathering and analyzing all data regarding the incident and resource allocation. The Planning Section maintains a significant events logs, maps and Web EOC display boards. In addition, the Planning Section prepares situation reports, damage assessment, conducts all meetings, documents all EOC activities and coordinates the preparation of the Incident Action Plan. The following branches are identified. Various Branches / Groups can be added as well as Technical Specialists as needed:

- Situation Analysis Branch
- Documentation Branch
- Strategic Planning Branch
- Damage Assessment Branch
- Long term Recovery Planning Branch
- GIS Unit

The Planning / Intelligence Section routinely brings in Technical Specialists from the following agencies when activated at level 2 or 3: National Weather Service Monterey Bay, local Military, and Monterey Salinas Transit Agency.

**Logistics Section**

The Logistics Section under the supervision of the Logistics Chief provides all emergency support needs. The Section orders all physical, human and equipment resources either through mission requests to the REOC, EMMA, or through direct contracts and procurement. The Logistics Section manages both disaster volunteer

and donations to compliment needs in the field. The Section coordinates all transportation, communication, fuel, food and shelter requirements. The Logistics Section is comprised of:

- Service Branch - Personnel Unit (DSW+ Volunteers); Data Services Unit; Resource Tracking Unit; Communications Unit (ARES and County Communications Coordinator)
- Support Branch – Transportation Unit; Facilities Unit; Procurement Unit; Donations Management Units

### **Finance/ Administration**

The Finance / Administration Section provides for the tracking of time worked for all emergency personnel involved in the incident, provides cost analysis and projections, begins the tracking for state and federal reimbursement requirement in a state and /or federal declaration. The Finance Section consists of:

- Time Unit
  - Comp/Claims Unit
  - Cost Accounting Unit
  - Public Assistance Unit
  - Individual Assistance Unit
-



Monterey County  
Emergency Operations Center  
Organization Chart

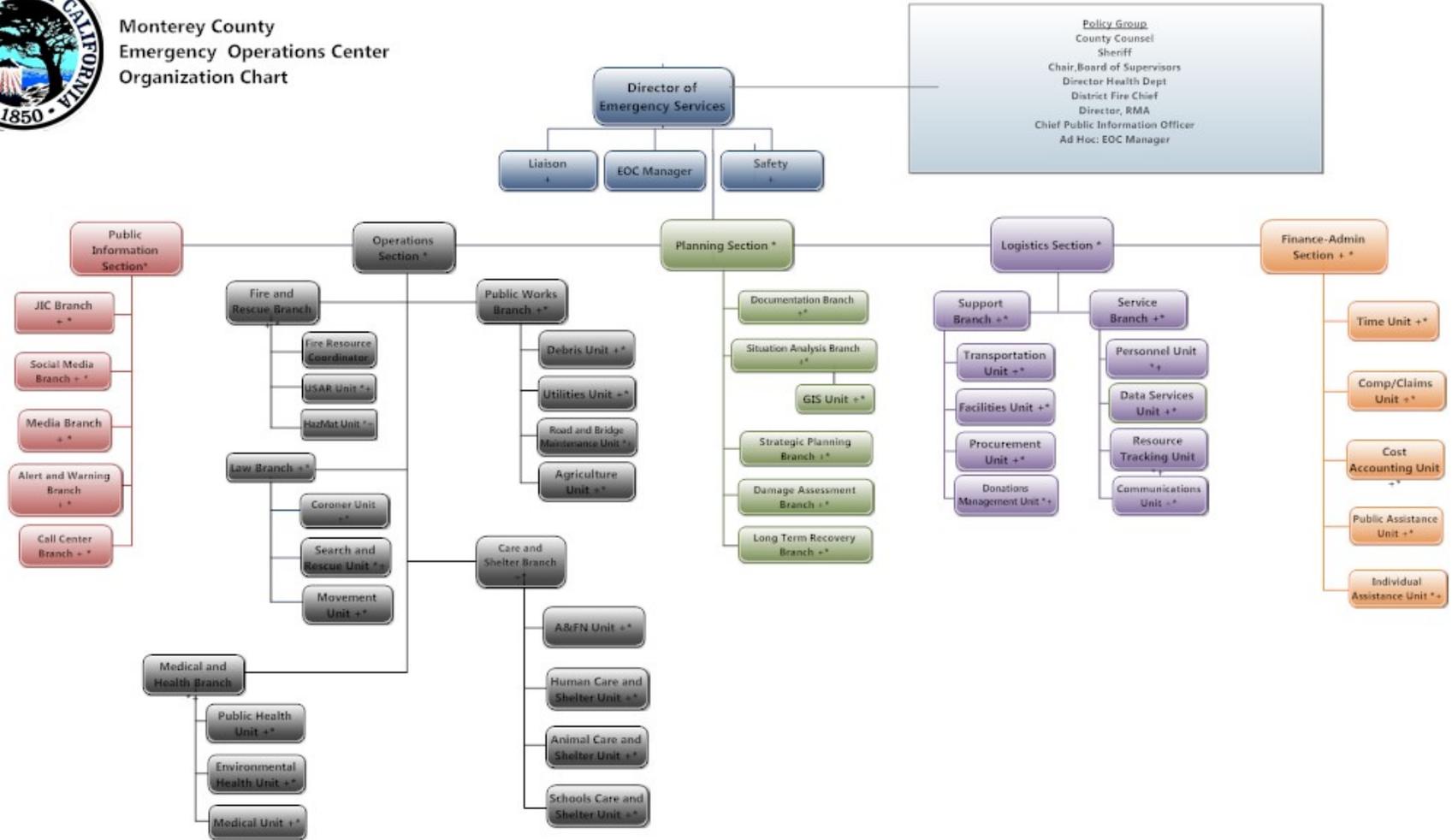


Figure 4-1. Emergency Operations Center organization chart.

#### 4.2.5 Position Roles and Responsibilities

Each box in the figure corresponds to a role with associated responsibilities. Under the title of the position, the agency or department responsible for staffing the position is identified. Not all the roles are necessary for each EOC activation. In fact, an EOC more frequently activates partially, since most incidents do not require all disciplines to respond. Position checklists that identify tasks associated with each position can be found in the EOC Standard Operations Manual.

### 4.3 Alert, Warning, and Notification

Whenever the EOC is activated, the following notifications are made:

**Internal** - When the EOC Staff notification list has been created, appropriate individuals receive notification from OES Staff or if after hours, the County Communications Center.

**External** - The EOC Director directs the Deputy EOC Director on specific notifications to other agencies. At a minimum, the following entities are notified:

- The Monterey County Sheriff's Office Watch Commander
- Involved cities/districts (field incident commanders and responder agencies)
  - For external notification, the following information is provided:
- Nature of incident
- Level of activation
- Location of EOC
- Name and title of EOC Director
- Land-line, cellular, and fax numbers to the EOC
- Email addresses for the EOC Director and section chiefs

#### 4.3.1 Public Notification/Alerts

Monterey County uses various methods to issue emergency public notifications and alerts including:

**IPAWS:** (Integrated Public Alert Warning System). IPAWS is the latest version of a long list of warning systems the National Government has had in place since the 1950s. IPWS is administered by FEMA and incorporates various forms of alerting and warning systems into one. It is intended to incorporate new technologies as they become available in the future.

As of summer 2013 IPAWS Monterey County is capable of alerting through radio and television Emergency Alert System (EAS) broadcasts, the Commercial Mobile Alert Service (CMAS), internet services such as EDIS, NOAA Weather Alert Radio and freeway signs on Highways 68 and 101 and our Telephonic Emergency Notification System (TENS) Alert Monterey County databases (9-1-1, groups registered by local

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governments and registered smart devices within the geographic area) through our private contractor vendor. When IPAWS is selected it launches the crafted message in English, Spanish, text and TTY through all available technologies throughout the entire Monterey County geographic area. The system does not allow for selecting out a specific geographic area. If there is a need to select a specific geographic area within Monterey County then the TENS-Alert Monterey County option, without the IPAWS technology would be an appropriate selection.

When the Monterey County EOC is activated The Alert & Warning Branch within the PIO Section is responsible for administering IPAWS and OES staff will be available to ensure the dissemination is carried out in accordance with the FEMA MOU.

In the event IPAWS messaging is requested for an emergency when the EOC is not activated, the Monterey County Emergency Communications Department (9-1-1 shift supervisors will send the requested message.

In order to operate on IPAWS, FEMA requires a digital license which they will issue after review of required staff training records and other system requirements. FEMA must also approve the TENS vendor (private provider). The IPAWS message software is provided by FEMA online.

**TENS - Alert Monterey County** (Telephonic Emergency Notification System).

Alert Monterey County is a system that delivers voice recorded, text and TTY messages in the English and Spanish languages to a database of landline telephones and mobile devices in a specific geographic area affected by a disaster or emergency as selected by the local government agency with the following limitations: The landline telephone database is the existing 9-1-1 database. Cell phone, Voice over Internet Protocol (VoIP) phone and email notifications use a database created by individuals “registering” these devices on the county’s website [www.alertmontereycounty.org](http://www.alertmontereycounty.org) Both databases have limitations; because of the trend to no longer maintain a landline telephone within a residence, and the hesitance of individuals to “register” their smart devices to receive notifications. The advantage of Alert Monterey County however, is that a geographic area can be selected out of the entire Monterey County area to receive a specific message. Also, messages can be pre-crafted and saved for specific hazards and/or geographic polygons.

The Alert Monterey County system is used by City and County public safety officials to deliver emergency notifications to their populations when impacted by, or in danger of being impacted by, an emergency or disaster.

Alert Monterey County messages are disseminated under the same protocols as IPAWS, in that when the Monterey County EOC is activated the responsibility lies with the EOC/OES staff and when the EOC is not activated, the responsibility lies with the 9-1-1 center shift supervisors.

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**2-1-1 EOC Call Center:** The EOC 2-1-1 Call Center is located within the PIO Section of the Monterey County EOC and is staffed by the Call Center-2-1-1 Branch Director when the EOC is activated and the need for a call center has been determined necessary. The Monterey County OES has a Memorandum of Understanding (MOU) with the United Way of Monterey County 2-1-1 to staff the Call Center Branch. United Way 2-1-1 staff has been trained by OES in ICS, SEMS and NIMS, The Monterey County 2-1-1 call center, which is active 24/7 for non-emergency, health related informational calls, is a service provided to Monterey County free of charge by United Way Monterey County. The Call Center is located in Ventura County and has a robust back-up forwarding system to ensure call volume loads can be accommodated in times of disaster. The EOC branches provide validated disaster related information to the 2-1-1 Call Center Branch to be sent to the Call Center and all forms of information released to the public include instructions to call 2-1-1 to receive up-to-date information about the current disaster/event. The 2-1-1 service is provided in 178 languages. This public notification system greatly reduces overload calls to the 9-1-1 system for non-emergency public inquires.

**Social Media:** Facebook and Twitter. Social media is a useful tool for reaching out to the population affected by a disaster or emergency as well as a tool for monitoring the status and well-being of the community in times of a disaster. When the Monterey County EOC is activated the Social Media Branch in the PIO Section is responsible for monitoring all formats of social media being used by the population affected by the disaster or emergency within the geographic area affected. The messaging is evaluated for information that may be helpful in identifying the situation or needs of the population and the information is validated by the appropriate local government branch in the EOC prior to be considered as useful. Depending on the formats and technology available, social media messaging is then send out from the EOC relaying validated, useful information about the conditions in the county, services available and ways to access additional information, such as through the Monterey County 2-1-1 Call Center.

**Media:** Standard Media including local television, radio and print in both the English and Spanish languages are used for providing the local population with notifications and disaster related information. The Media Branch in the PIO Section of the Monterey County EOC is responsible for crafting press releases, conducting press conferences and coordinating release of information to the media outlets from the Joint Information Center (JIC). Refer to section 5.3.5 Methods of Dissemination.

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#### 4.4 Department Operations Centers

A Department Operations Center (DOC) is an operational and logistical entity that is designed to coordinate functional support for incident management. The role of a DOC typically involves two functions: continuing critical pre-disaster operations and provide functional support to field operations. DOCs can serve as extensions of the functional branches in the Operations and Logistics Sections of the EOC.

Currently there are 5 departments that have the capability to activate a DOC. Other agencies external to the County plan to activate EOCs when necessary. They are: Sheriff, Health, Social Services, Child Support Services, and Resource Management Agency. These external DOCs have a similar role to the County EOC in that they provide support to their field resources and coordinate with the Operational Area EOC.

#### 4.5 Mutual Aid System

Emergency assistance for Monterey County is based on a State-wide mutual aid system designed to ensure that additional resources are provided to the State's political subdivisions whenever their own resources are overwhelmed or inadequate. The basis for this system is the EMMA, which is entered into by and between the State of California, its various departments and agencies and the various political subdivisions, municipal corporations and public agencies to assist each other by providing resources during an emergency. Monterey County is a signatory to this agreement. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, Federal and State monies may be appropriated to reimburse public agencies that aid other jurisdictions. If other agreements, memoranda and contracts are used to provide assistance for consideration, the terms of those documents may affect disaster assistance eligibility and local entities may only be reimbursed if funds are available. **Table 4-3** shows the formally accepted Mutual Aid Systems for California and the agencies responsible for maintain the system.

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**Table 4-3. California Mutual Aid Systems.**

Coordinated by Cal OES			Coordinated by Cal EMSA
Fire and Rescue	Law Enforcement	Emergency Services <sup>1</sup>	Medical and Health
Fire and Rescue Mutual Aid	Law Enforcement Mutual Aid	Emergency Managers Mutual Aid	Disaster Medical and Health Mutual Aid
Urban Search and Rescue Mutual Aid	Coroner/Medical Examiner Mutual Aid		
Hazardous Materials Mutual Aid	Search and Rescue Mutual Aid		

Source: Regional Emergency Coordination Plan (2008).

Cal OES = California Office of Emergency Services

Cal EMSA = California Emergency Medical Services Authority

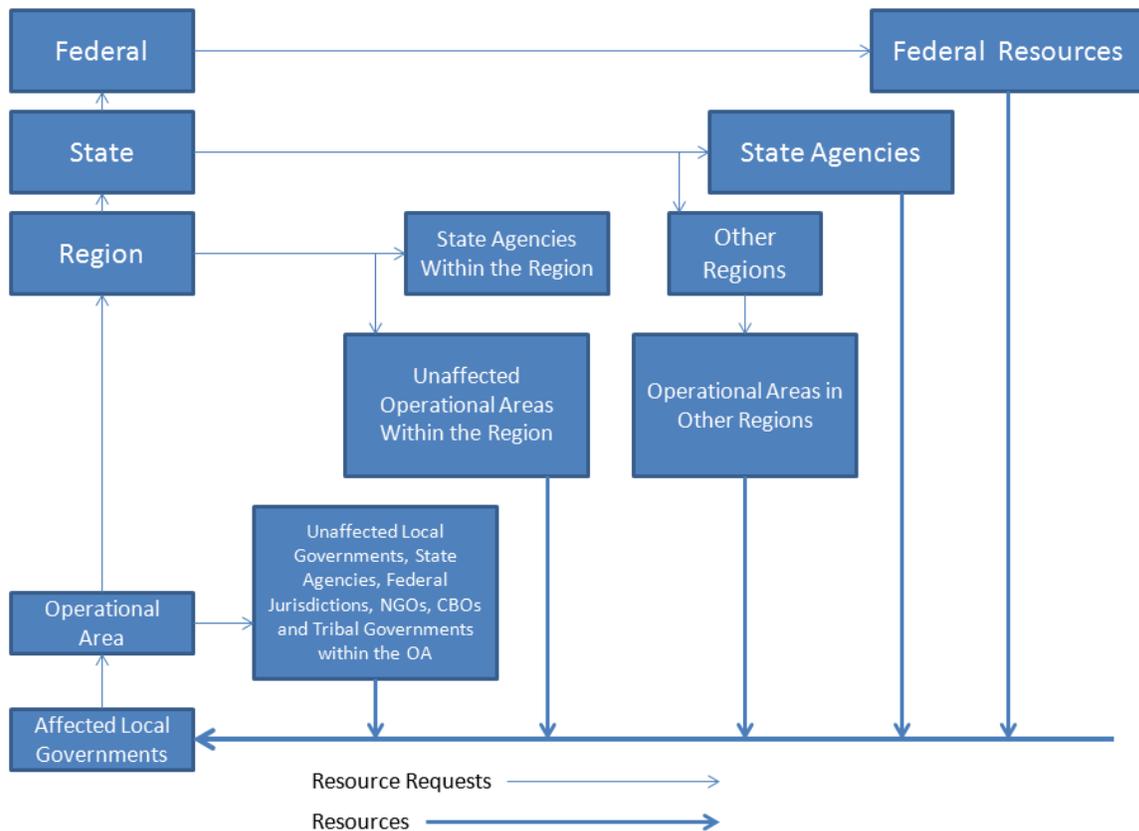
<sup>1</sup> The category Emergency Services Mutual Aid refers to non-discipline-specific mutual aid, such as the provision of resources to support care and shelter operations, supplement staffing for EOCs, or other emergency management functions

#### **4.6 Resource Requests**

During the response phase, the real-time tracking of incidents and response resources is critical. Resources may be in short supply, and multiple requests for services can occur. Resource requirements for supplies, equipment, vehicles, facilities, or personnel are initially be filled from within Monterey County local governments, agencies and within county departments. Once local/internal resources have been exhausted (to include inventories on hand and procurement from vendors and local mutual automatic aid to public safety) or when a shortfall is projected, a resource request based on a needed outcome is submitted by the DOC/ Local EOC to its counterpart representative at the EOC.

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When Monterey County resources have been exhausted, resource requests are then routed to the EOCs of other local governments in the Operational Area. If resources are exhausted in the Operational Area, requests are routed to the REOC following SEMS protocols or through the established mutual aid system when appropriate. **Figure 4-2** represents the resource request flow as defined by SEMS and the State of California Emergency Plan.



Source: State of California Emergency Plan, July, 2009.

**Figure 4-2.** Resource request flow.

All resource requests made to the Operational Area or to the Region should include the following:

- Clearly describe the current situation
- Describe the requested resources
- Specify the type or nature of the service the resource(s) is providing
- Provide delivery location with a common map reference
- Provide local contact at delivery location with primary and secondary means of contact

- Provide the name and contact information for the requesting agency and/or Mutual Aid Coordinator
- Indicate the time the resource is needed and include an estimate of duration of use
- For resource requests involving personnel and/or equipment with operators, indicate if logistical support is required, (i.e., food, shelter, fuel, and reasonable maintenance).

#### 4.7 Direction, Control, and Coordination

This section describes the framework for all direction, control, and coordination activities. It identifies who has tactical and operational control of response assets. Additionally, the section explains how multi-jurisdictional and multi-agency coordination systems support the efforts of organizations to coordinate efforts across jurisdictions while allowing each jurisdiction to retain its own authorities.

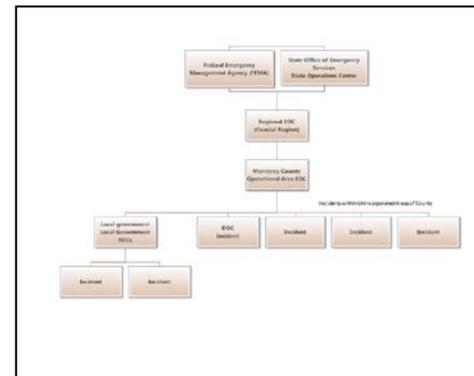
##### 4.7.1 Direction and Control

The Emergency Services Manager has the responsibility of managing the day-to-day administrative and operational activities associated with the management of the County Emergency Management Program as defined within the Monterey County Administrative Code. During emergency proclamation, the Director of Emergency Services has the power to direct staff and civilian responses in the unincorporated areas of the County, and to settle questions of authority and responsibility. If necessary to protect life, property or to preserve public order and safety, the Board of Supervisors or the Director may promulgate orders and regulations. These must be in writing and must be given widespread publicity. In a declared emergency, the Director may buy or commandeer supplies and/or equipment, and may command the aid of citizens.<sup>1</sup>

Additionally, the Governor has the power to suspend State agency orders, rules, or regulations that may impede emergency responses. Local governments generally do not have this power, except by order of the Governor.

##### 4.7.2 Coordinating with Field-level Incident Command Posts

Field-level responders organize under ICS and coordinate with their local government DOCs or EOCs depending on the jurisdiction. For Monterey County, ICS functional positions at the field level coordinate with the applicable DOC and OA EOC.



<sup>1</sup> Monterey County Code, Chapter 2.68, Emergency Procedures and Organization

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### **4.7.3 EOC/IMT Interface**

The Monterey Operational Area EOC serves as the county multi-agency coordination center for Monterey County providing the architecture to support coordination of or incident prioritization, critical resource allocation, communications systems integration, and information coordination. The EOC does not command the tactical response to the incident or events. Rather the EOC supports the on scene Incident Commanders with information and resources. It establishes policies to protect the population at large and plan for the long term recovery. Communication and coordination between the Incident Management organization and the EOC is essential for ensuring a common operating picture; efficient logistical ordering of resources and sharing of public information strategies through a joint information system. When large scale event occur within the county jurisdictional boundaries and Type I & II state or federal teams are employed; the County OEs will work cooperatively with Incident Management Teams (IMT), attend in-Briefs and cooperators and planning meetings as necessary to ensure communication and mutual interests are being addressed.

### **4.7.4 Coordinating with Local Government EOCs**

When activated, the Monterey County Operational Area EOC coordinates with local governments through their activated EOC to facilitate the request and acquisition of resources and to share information. Contact information for each local government EOC can be found in **Appendix C**. However with WebEOC all local EOCs and DOC should provide situation reports, significant events, press releases and resource requests through the WebEOC portal. When the Operational Area EOC is not activated local governments coordinate through the Operational Area Mutual Aid Coordinators (CalFIRE and Law Enforcement) and through the Office of Emergency Services Manager or his/her designee.

The Monterey County Emergency Services Manager should be notified if any county resource (equipment, strike teams) is deployed to other counties through mutual aid.

### **4.7.5 Coordinating with the State of California**

The Monterey Operational Area EOC coordinates with the State of California, through the Cal OES REOC or through the Regional Mutual Aid Coordinators when appropriate. When the REOC is not activated, coordination occurs through Region's Duty Officer by way of the State Warning Center.

### **4.7.6 Coordinating with Nongovernmental/Private Sector Organizations**

Nongovernmental organizations and private-sector businesses that provide resources and services in response to a disaster are encouraged to provide liaisons to the EOC. The Monterey County EOC has designated space to facilitate the support of these liaisons.

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# 5 Information Collection, Analysis, and Dissemination

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Obtaining situational awareness is one of the most critical tasks following an incident or catastrophic disaster. Information collection consists of the processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and additional stakeholders (both directly affected and indirectly affected). Information must be coordinated and integrated across jurisdictions and across organizations; among Federal, State, tribal, and local governments; and with the private sector and NGOs.

Additionally, education strategies and communications plans help to ensure that lifesaving measures, evacuation routes, threat and alert systems, and other public safety information are coordinated and communicated to numerous audiences in a timely, consistent manner. Like obtaining situational awareness, public information includes processes, procedures, and organizational structures required to gather, verify, coordinate, and disseminate information.

## 5.1 Information Collection

Information is collected after an incident or catastrophic disaster to gain situational awareness. Information is gained from field-level responders through inspections of infrastructure and facilities, windshield surveys to acquire damage assessments and the potential for human casualties, and status calls and situation reports from other agencies at all levels of government and other critical service providers.

### 5.1.1 Situational Awareness

Situational awareness refers to the ability to identify, process, and comprehend the critical elements of information about what is happening with a mission. More simply, situational awareness means knowing what is going on concerning an incident.

During an emergency, the EOC Director convenes briefings on a regular basis. EOC staff attends the briefings and provide verbal and/or written summaries of existing problems, actions taken, priorities, timetables, and the potential for new issues that need to be incorporated into the Incident Action Plan (IAP). The situational awareness approach takes the form of consolidating situation reports, obtaining supplemental information, and preparing maps and status boards.

### **5.1.2 Damage Assessments**

The safety and operability of routes, facilities, equipment, and vehicles is a factor in the establishment of government service. Damage assessments are used to determine if routes, facilities, equipment, and vehicles are safe and operational. On notification of an emergency, the Incident Commander should attempt to determine the extent of damage. Damage Assessment Teams investigate, identify, and review the impact of the emergency on levels of service, outside agency requests for County services, impact on various County departments, and the feasibility of performing normal government operations in the affected facilities. The Planning Section Chief and the Operations Section Chief ultimately reviews any assessments and incorporates them into the IAP development.

Within 4 hours of an emergency declaration or within 8 hours of an undeclared emergency-related event, the Incident Commander should prepare a Damage Assessment Report, which includes, but is not limited to:

- Date and time reported
- Name of person placing initial alert
- Time of arrival at disaster site (estimated or actual)
- General description of the disaster
- External support requests
- Estimate of availability of internal resources to meet external requirements
- Internal resources already committed to external demands and operations
- Damage level assigned to, extent of damage to, and estimated recovery time for property, utilities, hardware, software, and personnel

The preparation of the Disaster Assessment Report helps the Incident Commander and Multi Agency Coordination Group determine the need for relocation of departments, an alternate processing site, notification to the public of alternate site operations, gathering of reconstruction data and records, or notification of business resumption teams.

### **5.1.3 Emergency Operations Center Situation Status Reports**

Status reports are essential in forming a picture of the developing emergency and understanding the response efforts that are being undertaken. These reports are to be filled in by the first person setting up the EOC for the initial shift and are updated via WebEOC by the Situation Status Unit Chief for continuing shifts.

The Status Report Form is included in the EOC SOPs document. The EOC staff uses this form to inform the REOC about the status of EOC operations. Once the information (damages, operational capabilities, and status of resources) is gathered and reported on the EOC status report, it is transmitted at regular intervals to REOC.

The initial reporting for an emergency is expected to occur within the first 2 to 4 hours after the emergency and recurs as requested by the REOC or as circumstances warrant thereafter. Within 4 to 8 hours, the initial Disaster Assessment Report is confirmed and updated and a revised status report is submitted that notes any additional or alternate resources needed or available to the REOC.

## **5.2 Analysis**

All information acquired by Monterey County should be analyzed and confirmed prior to disseminating it further and prior to providing direction to staff or making other decisions based on the information. As part of the analysis information should be dated, given a credibility rating, and compared to other information collected for the same or similar subject matter.

## **5.3 Dissemination**

Once information is gathered and its accuracy confirmed, it can be shared with response partners and released to the public when appropriate. The key County internal policies that govern how OES interacts with other organizations and the public during a crisis are outlined in the crisis communications plan. The Operational Area EOC serves as the Joint Information Center (JIC) for the County.

### **5.3.1 Public Information Officer**

Information for the public is disseminated through several mechanisms under the control and advice of the Chief Public Information Officer (PIO). The PIO supports the EOC Director or the Incident Commander in the field as a member of their command staff. The PIO advises leadership on all public information matters relating to the management of the incident. The PIO handles inquiries from the media, the public, and elected officials, emergency public information and warnings, rumor monitoring and response, media monitoring, and other functions required to gather, verify, coordinate, and disseminate accurate, accessible, and timely information related to the incident, particularly regarding information on public health, safety, and protection. The specific responsibilities of the PIO and are listed in the EOC position checklists contained in the EOC SOPs document.

The County has established a crisis communications plan that provides communications protocols to be implemented when a crisis situation develops that affects County operations or image. The crisis communications plan works in concert with the EOP. It assigns roles to specific individuals during crises, establishes methods of notification, and provides a framework for managing crisis communications.

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### 5.3.2 JIS

The Joint Information System (JIS) is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and/or disciplines with the private sector and NGOs. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, tribal, territorial, regional, local, and private sector PIOs and established Joint Information Centers (JICs) at each level of SEMS are critical elements of the JIS.

### 5.3.3 JIC

The JIC is a central location that facilitates operation of the JIS. It is a location where personnel with public information responsibilities from multiple agencies, departments, and other local governments perform critical emergency information functions, crisis communications, and public affairs functions. JICs may be established at various levels of government, at incident sites, or can be components of Federal, State, tribal, territorial, regional, or local MACS (e.g., MAC Groups or EOCs). For incidents requiring the activation of the EOC, Monterey County will establish the JIC in the PIO Section and staffed by a JIC Branch Director. Depending on the requirements of the incident JICs can be established at the field-level to support the incident commander.

### 5.3.4 Message Development and Approval

Messages intended to be disseminated to the public or to other agencies or organizations may be developed by subject matter experts working in support the County's response efforts. These messages are reviewed by the PIOs at the JIC to correct inaccuracies and to maintain consistency in messaging. Approval of the messages is in most cases granted to the head of the agency with claiming responsibility for the release of the message.

### 5.3.5 Methods of Dissemination

Monterey County uses various methods to disseminate public information. Among them are: **Social Media**; Facebook and Twitter. Other social media formats may be used, based on the event and public use, which the Social Media Branch Director in the EOC will be monitoring. **Standard Media**; both Emergency Alert System (EAS) and press releases/press conferences; local television on English and Spanish language stations, local radio on English and Spanish language stations, local print media. **Integrated Public Alert Warning System (IPAWS)**; to all operating wireless devices in Monterey County and all other IPAWS technology currently available (EAS, CMAS, NOAA Alert Radio, freeway signs on Highways 68 and 101, Internet EDIS. **TENS-Alert Monterey County**; to appropriately selected geographic 9-1-1 database landline telephones and registered wireless devices in the English and Spanish languages and text and TTY formats. **Monterey County 2-1-1**

**Call Center;** Alerts, warnings and notifications to the public being disseminated by all methods will include instructions to dial 2-1-1 to receive up-to-date emergency/disaster specific information. **Internet/websites;** Disaster specific information will be posted on the Monterey County website [www.co.monterey.ca.us](http://www.co.monterey.ca.us) .

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## 6 Recovery Operations

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Recovery efforts are a shared responsibility of our “whole community” as identified in National Preparedness Goal and Presidential Policy Directive 8: National Preparedness. At the core of the recovery operations is the preparedness and planning implemented by Monterey County and its stakeholders. Building reliant, redundant local supports networks that include both private, public, and volunteers organizations will ensure that those partnerships and relationships will work effectively for greater long term stability of our County.

The National Disaster Recovery Framework (2011) provides federal guidance in how best to restore, redevelop and revitalize the social, economic, natural and environmental components of communities. This holistic approach to recovery involves bringing all stakeholders together in a problem solving; synergistic efforts where the complex needs of the entire community are recognized. It is not a top down government driven effort. The Core Team is Monterey County with state and federal assets in support.

The Whole Community Approach:

Numerous factors contribute to the resilience of communities and effect emergency management outcomes after a disaster. Three principles that represent the foundation for establishing a Whole Community approach to emergency management are: understanding and meeting the actual needs of the community, engaging and empowering all parts of the community and strengthening what works well in communities on a daily basis. These principles applies throughout all phases of emergency management are even more critical during the recovery process.

### 6.1 Recovery Target Capabilities - Phases of Recovery

The phases of recovery or “recovery continuum” as FEMA refers to them, offer a process of interdependent and often concurrent activities that seek to progressively advance a community toward a successful recovery. However, decisions made and priorities set early in the recovery process by a community have a cascading effect on the nature and speed of the recovery progress. **Figure 6-2** illustrates how recovery can be divided into three operational phases, all which overlap to some extent: short term/immediate needs; intermediate; and long term recovery. In each phase, several key items should be addressed by either the EOC or Recovery Team.

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### **6.1.1 Immediate/Initial Phase**

Recovery operations begin concurrently with or shortly after the commencement of response operations. Short-term recovery activities occur within 90 days of the incident, but may continue beyond that point. Short-term recovery includes actions required to:

- Stabilize the situation
- Assessing damage
- Removing debris
- Restoring utilities such as water and power services
- Restoring basic transportation services and routes
- Providing temporary housing
- Restore essential services
- Restore government services

### **Damage Assessment**

The safety and operability of routes, facilities, equipment, and vehicles is a factor in the establishment of government service. Damage assessments are used to determine if routes, facilities, equipment, and vehicles are safe and operational. On notification of an emergency, Incident Commanders should attempt to determine the extent of damage. Local Damage Assessment Teams investigate, identify, and reviews the impact of the emergency on levels of service, outside agency requests for County services, impact on various County departments, and the feasibility of performing normal government operations in the affected facilities. The Planning and Intelligence Section Chief and the Operations Section Chief ultimately reviews any assessments and incorporates them into the situation report for the EOC Director and REOC. This initial assessment will serve as the foundation for further emergency declaration threshold information.

Within 4 hours of an emergency declaration or within 8 hours of an undeclared emergency-related event, the Incident Commander should prepare a Damage Assessment Report, which includes, but is not limited to:

- Date and time reported
  - Name of person placing initial alert
  - Time of arrival at disaster site (estimated or actual)
  - General description of the disaster damage
  - Number of homes, businesses, public infrastructure damaged
  - Degree of damage
  - Develop Public and Individual assistance strategy based on local state federal thresholds.
  - Estimate of availability of internal resources to meet external requirements
  - Internal resources already committed to external demands and operations
-

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The preparation of the Disaster Assessment Report helps the Incident Commander and the EOC begin developing strategic plans for restoring community and economic functions

### **6.1.2 Intermediate (Mid Term)-**

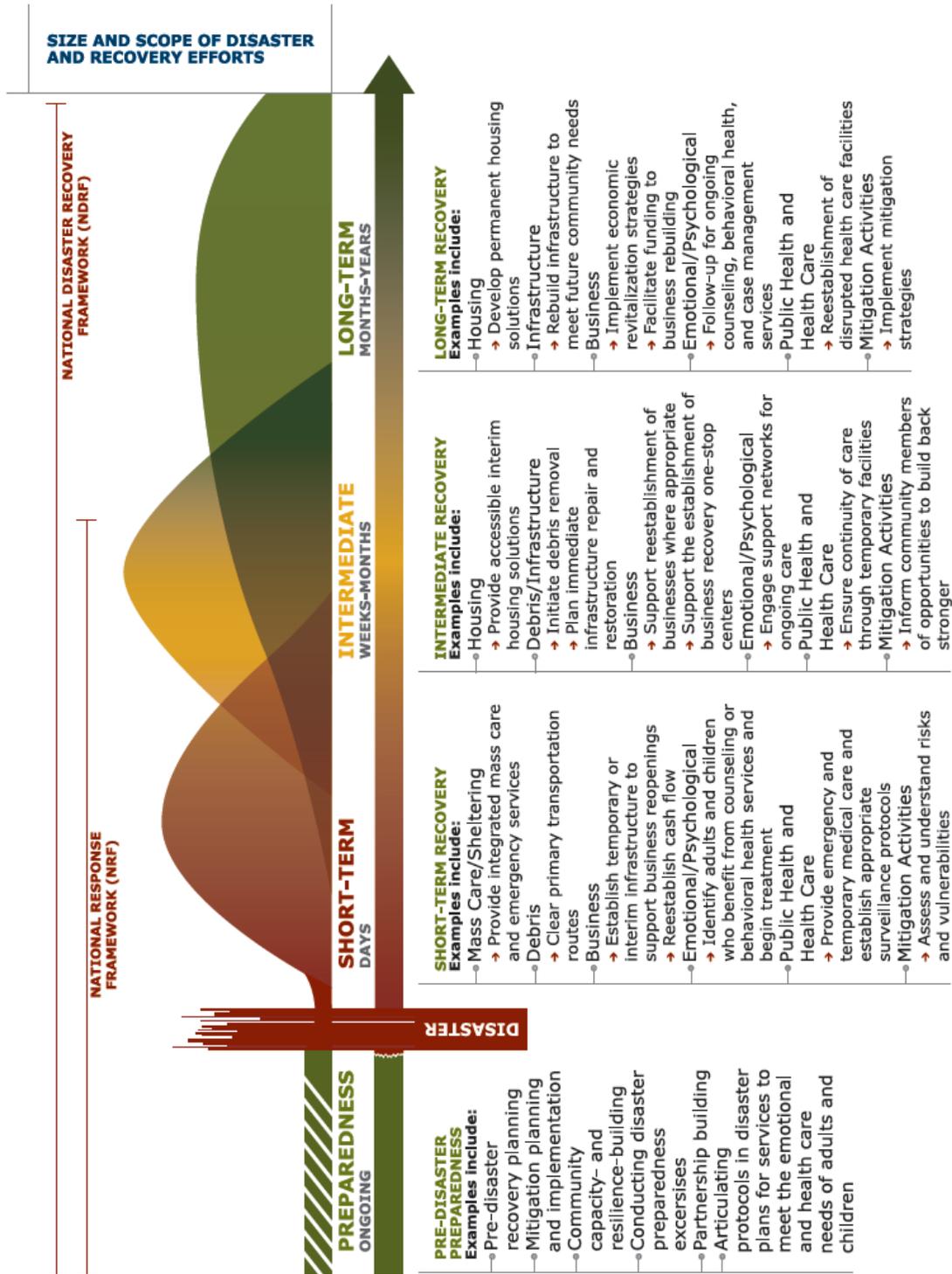
Intermediate or mid-term recovery involves returning individuals, families, critical infrastructure and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

- Restoration of Lifelines ( intermediate/stabilization operations)
- Implement plans for Debris Management
- Direct partners ( utilities, public works, etc.) in the facilitating the restoration of lifelines based on prioritization
- Develop Interim Housing solutions
- Support one-stop recovery centers for both individual and businesses
- Provide support networks for mental and public health efforts
- Integrate priorities with Regional and Statewide efforts

### **6.1.3 Long Term**

Long-term recovery includes those activities necessary to rebuild and revitalize a community, given the inevitable changes that result from a major disaster. Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstructing public and private facilities and infrastructure
- Planning and rebuilding of housing
- Implementing waivers, zoning changes, and other land use legislation to promote recovery
- Providing long-term assistance to displaced families, including financial support as well as social and health services
- Restoring the local economy
- Integrating mitigation strategies into rebuilding efforts
- Recovering disaster-related costs for infrastructure restoration through Federal grant programs



Source: National Disaster Recovery Framework, FEMA, September 2011

Figure 6-1. Recovery continuum.

## 6.2 Roles and Responsibilities – The Whole Community Approach

### Individuals and Families

It is said that all disasters are local. Recognizing that a disaster resistant community is centered around the individual citizens and families, responsibility for recovery begins with each individuals need to prepare for and manage to the extent possible their own recovery.

- Become educated on the risk exposure in their community and identify measures that can be taken to mitigate potential risks and protection from threats.
- Maintain adequate savings and emergency cash reserves that can be tapped into after a disaster. Maintain adequate insurance coverage for homes, cars, rental property, flood, and earthquake risks.
- Participate in community recovery efforts.

### Private Sector

The Private Sector plays a critical role in establishing public confidence immediately after a disaster event. Maintaining open businesses and providing services to survivors of disaster is crucial to the recovery. Private sector resources form the largest and most accessible basis for the community or region to draw from. The private also must work in its efforts to be prepared

- Maintain adequate cash reserves to maintain continuity of business during sustained closures.
- Educate and train employees to practice business mitigation, hardening of facilities including back-up generator access.
- Mobilize employees and community at large to reopen operations as quickly as possible to provide essential goods and services and instill community confidence.
- Donate goods and services; provide facilities and office space to local government and groups assisting in recovery efforts.

### Non-Profit/ Community Based Sector

These organizations directly supplement where government authority and resources cannot be applied to meet obligations that otherwise cannot be met due to legal limitations of funding, resources and authority. Building relationships with stakeholders in the community is essential. Utilizing alliances or local forums for collaboration will speed the collaboration and efforts needed in the post response phase.

- Provide specific relief aid, recovery resources, and support services to vulnerable and underserved populations

- Provide emotional, spiritual care, case management expertise and training for care givers as well as training to support individuals' implementation of their own disaster recovery plans.
- Provide housing repair and reconstruction services that comply with applicable standards
- Provide advocacy services for disaster affected communities to help with complexities of governmental and other recovery programs.

### **6.3 Recovery Organization**

Responsibility for supporting recovery efforts in Monterey County after a disaster are shared among public, nonprofit, private and each level of government. Recovery for Monterey County is complex in that it relies on resources shared by other counties in the region, like transportation systems and infrastructure, and an employee base that commutes in and out of the county. To facilitate the progressive advancement towards recovery, all levels of government must effectively coordinate and prioritize activities and funding.

As previously described, the emphasis of local, State, and Federal activities shifts from response to relief and short-term recovery as the requirements to save lives, protect property, and protect public health and safety diminishes. During this phase, Monterey County transition recovery planning out of the Advanced Planning Unit of the EOC to an Operational Area Recovery Task Force.

#### **6.3.1 Operational Area Recovery Task Force**

To facilitate the integration of recovery efforts in the Operational Area and promote the effective use of available resources, the County establishes an Operational Area recovery Task Force. The Operational Area Recovery Task Force should consist of members of the community, the private sector, NGOs, local governments, special districts, and State and Federal agencies with roles in supporting recovery in the Operational Area. To meet the long term community recovery efforts, the EOC will transition to this long term recovery team. The team leader will be appointed by the Director of Emergency Services and will serve for a minimum of 1 year. Several county departments serving roles in the OA EOC will also transition with the Recovery Team although personnel assigned may change based on the specifics effects of the disaster. Included in the Recovery Task Force should be:

- Resource Management Agency
  - Planning
  - Public Works
- Economic Development
- Social Services

- 
- Public Information
  - Donation/Volunteer Management
  - Finance
  - Non-government Organizations and Community Leadership

The Recovery Branch ensures that State and Federal support are provided in an efficient and timely manner throughout the recovery process. The Recovery Branch acts as the grantee for federally funded disaster assistance programs, as grantor for the State CDAA program, and coordinates recovery assistance for individuals, businesses and the agricultural community. The Recovery Branch provides technical support to reduce the costs and streamline the process of future recovery efforts. Additionally, the Recovery Branch ensures that proposed recovery projects are reviewed for environmental concerns and that historical preservation activities are considered.

In support of these responsibilities, the Recovery Branch performs extensive liaison activities with local, State, and Federal agencies; legislators; various volunteer and nonprofit organizations, as well as the general public. The Recovery Branch emphasizes recovery preparedness through the coordination of recovery planning efforts, the development of recovery training programs and the involvement in emergency management exercises and drills.

### **6.3.2 State and Federal Integration**

Both the State and Federal governments provide disaster assistance. Emergency proclamation thresholds and resource requests typically determine the amount of assistance required. When the State and Federal government offer assistance they typically do so through the following assistance programs:

### **6.3.3 Local Assistance Center**

A Local Assistance Center (LAC) is a centralized location where individuals and families can access available disaster assistance programs and services following a disaster. Local, State, and Federal agencies, as well as nonprofit and voluntary organizations, may provide staff at the centers. The Federal Government may open separate assistance centers (FEMA disaster Recovery Centers) through which only the services of Federal programs are offered.

In cooperation with Cal OES Recovery, the County assesses the need for and establishes a Local Assistance Center(s). Cal OES Recovery ensures that an appropriate number of LACs are established, based on assessed needs, and coordinates the participation of State and Federal agencies at the centers. Not all areas affected by an incident require LACs. Cal OES Recovery may provide financial support to the County for the operation of LACs through the California Disaster Assistance Act.

### **6.3.4 Federal Assistance Programs**

The Federal government relies primarily on the following programs to offer assistance to State and local governments.

#### **6.3.4.1 Direct Federal Assistance**

At the request of the State, FEMA coordinates direct Federal assistance to State and local governments Recovery Programs.

Under the Stafford Act, FEMA also coordinates Federal recovery programs, which may include:

- Assistance for individuals and families through the Individual and Household Program, including provision of temporary housing
- Assistance to State and local governments and certain private nonprofit organizations for extraordinary costs related to response, removal of debris, and damage to buildings and infrastructure through the Public Assistance Program
- Assistance to State and local governments through the Hazard Mitigation Grant Program for measures to reduce damage from future disasters. See Recovery Annex for more detailed information on Federal Assistance thresholds, cost share, etc.

#### **6.3.4.2 Other Federal Programs**

Other Federal agencies may implement non-Stafford Act recovery programs, or programs authorized under disaster-specific legislation. For example:

- The Small Business Administration provides low-interest loans for repairs to damaged homes and for damage to businesses.
- The Federal Highway Administration provides funding to State and local governments for the restoration of damaged roads, bridges, and other features that are part of the system of Federal-aid routes.

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## 7 Plan Development and Maintenance

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The EOP is developed under the authority of the County Board of Supervisors. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real events. This section describes the development and maintenance process for keeping the EOP current, relevant, and in compliance with SEMS, NIMS, and other applicable instructions.

### 7.1 Development and Maintenance Responsibilities

The Emergency Services Manager, under the general direction of the County Administrative Officer, is charged with the preparation, revision, and implementation of the EOP. Each County department/agency tasked with functional responsibility, is responsible for developing and maintaining their portions of the EOP, which include functional annexes.

### 7.2 Development Process

The initial development and the development on new material follow basic guidelines for strategic planning. The Emergency Services Director initiates the process, which engages the support of County departments, partnering agencies, and entities with relevant EOC responsibilities. OES combines the contributions of the stakeholders and other subject matter experts to develop the draft EOP. The stakeholders review the draft EOP and provide comments to OES. OES addresses the comments, editing the draft EOP as necessary, and produces the final EOP. Stakeholder involvement is key to developing a comprehensive EOP that is useful, applicable, and supported by all County departments/ agencies and local governments in the Operational Area. The Operational Area Coordinating Council has final review and if approval makes recommendation to the Board of Supervisors for adoption.

### 7.3 Revision and Maintenance Process

The plan may be modified as a result of post-emergency analyses and/or post-exercise critiques. The plan may also be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency management operations change. Additionally, a review of the EOP is conducted annually to ensure the plan elements are valid, current, and remain in compliance with SEMS, NIMS, and other instructions. Sections of the EOP that have specific names, addresses, phone numbers, etc., are updated as often as necessary.

Like the development process, each responsible department/agency reviews and updates its portion of the EOP and/or modifies its SOP as required based on deficiencies identified during exercises or real events. All revisions to the EOP are

documented in the Record of Changes at the front of the plan. The County departments that have assigned responsibilities under this plan are obligated to inform the Emergency Services Director when organizational or operational changes that could affect this plan are imminent or suddenly occur. Changes to the plan are published and distributed to relevant organizations and tracked using the record of change table at the beginning of this document.

## Appendices

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**APPENDIX A:  
GLOSSARY**

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## Acronyms and Abbreviations

AAR	After-Action Report
AFN	access and functional needs
Cal OES	California Office of Emergency Services
Cal EMSA	California Emergency Medical Services Authority
CAO	County Administrative Officer
CFR	Code of Federal Regulations
CCR	California Code of Regulations
CONOPS	Concept of Operations
CONPLAN	San Francisco Bay Area Catastrophic Earthquake Readiness Response: Concept of Operations Plan
County	Monterey County
COOP	Monterey County Continuity of Operations Plan
DOC	Department Operations Center
DOT	U.S. Department of Transportation
DSW	Disaster Service Worker
EAS	Emergency Alert System
EMMA	Emergency Management Mutual Aid (State)
EOC	Monterey County Emergency Operations Center
EOP	Monterey County Emergency Operations Plan
EPA	U.S. Environmental Protection Agency
ESF #14	Emergency Support Function #14, Long-Term Recovery
FEMA	Federal Emergency Management Agency
HSPD	Homeland Security Presidential Directive
IAP	Incident Action Plan
ICS	Incident Command System
IMT	Incident Management Team (State or Federal)
IPAWS	Integrated Public Alert Warning System
IT	Information technology
JIC	Joint Information Center

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JIS	Joint Information System
LAC	Local Assistance Center
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement
NGO	nongovernmental organization
NIMS	National Incident Management System
OA	Operational Area (County)
OES	Monterey County Office of Emergency Services
PIO	Public Information Officer
RECP	San Francisco Bay Area Regional Emergency Coordination Plan
REOC	Regional Emergency Operations Center
SEMS	State of California Standardized Emergency Management System
SOC	State Operations Center
SOP	Standard Operating Procedure
TENS	Telephone Emergency Notification System (AlertMontereyCounty)
TEW	Training
USAR	Urban Search and Rescue (team)
WEA	Wireless Emergency Alert

**APPENDIX B:  
REGULATIONS, GUIDANCE, AND REFERENCES**

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## **Regulations, Guidance, and References**

- APTA (American Public Transportation Association), 2001. Checklists for Emergency Response Planning and System Security, December.
- Army Corps of Engineers Flood Fighting (Public Law 84-99).
- Cal OES (California Office of Emergency Services), 1999a. Emergency Planning Guide, January.
- Cal OES (California Office of Emergency Services), 1999b. SEMS Guidance for Special Districts, July.
- Cal OES (California Office of Emergency Services), 2006. SEMS Emergency Guidance, Parts I and II, September: particularly Part 1—System Description, Section C—Local Government Level; and Part II—Planning and Developing SEMS, Section B—Local Government Level.
- Cal OES (California Office of Emergency Services), 2007b. SEMS Emergency Guidance, Part III (Maintenance System Section only), July.
- Cal OES (California Office of Emergency Services), 2009. Foundation for the Standardized Emergency Management System, July.
- California Code of Regulations, Title 19.
- California Department of Water Resource Flood Control (California Water Code, Section 128).
- California Disaster and Civil Defense Master Mutual Aid Agreement.
- California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).
- California Fire and Rescue Emergency Plan.
- California Health and Safety Code, Division 20, Chapter 6.95, Section 25503.5.
- California Law Enforcement Mutual Aid Plan.
- California State Emergency Plan, reviewed for NIMS Compliance, September 2005.
- County of Monterey Resolution No. 05-231, Resolution of the Monterey Board of Supervisors adopting NIMS and enhanced by SEMS (September 13, 2005).
- County of Monterey Resolution No. 93-129, Resolution Adopting the Master Disaster and Emergency Management Plan for the County of Monterey (April 13, 1993).

- County of Monterey Resolution No. 95-480, Resolution Establishing the Monterey County Operational Area (October 24, 1995).
- County of Monterey Resolution No. 95-481, Resolution Establishing the SEMS as the Approved Emergency Management Model for the County (October 24, 1995).
- County of Monterey Resolution, unnumbered, Resolution Adopting the Monterey County Operational Area EOP and Directing the Emergency Services Manager to Implement the Plan (May 4, 1999).
- Department of Homeland Security (DHS), National Incident Management System (December 18, 2008).
- Federal Civil Defense Act of 1950 (Public Law 920, as amended).
- Federal Disaster Relief Act of 1974 (Public Law 93-288).
- FEMA (Federal Emergency Management Agency), 2007. Incident Management Handbook, October 1, 2007.
- FEMA (Federal Emergency Management Agency), 2009. Incident Command System Forms Manual.
- FEMA (Federal Emergency Management Agency), 2010. Development and Maintaining Emergency Operations Plans—Comprehensive Preparedness Guide 101, Version 2.0, November.
- FTA (Federal Transit Administration), 1998. Critical Incident Management Guidelines, July.
- FTA (Federal Transit Administration), 2003. The Public Transportation System Security and Emergency Preparedness Planning Guide, January.
- Governor's Executive Order W-9-91.
- Hazardous Materials Area Plan Regulations (Chapter 4 of Division 2, Title 19, Article 3, Section 2720-2728 of the California Code of Regulations).
- Homeland Security Act of 2002.
- Homeland Security Presidential Directive (HSPD 5, Management of Domestic Incidents.
- Homeland Security Presidential Directive/HSPD 8, National Preparedness.
- Monterey County Code, Chapter 2.68, Emergency Procedures and Organization.
- Natural Disaster Assistance Act.
- NFPA (National Fire Protection Administration), 2007. NFPA 1600: Standard on Disaster/Emergency Management and Business Continuity Programs, 2007.

Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1988.

San Francisco Bay Area Catastrophic Earthquake Readiness Response: Concept of Operations Plan (CONPLAN).

San Francisco Bay Area Regional Emergency Coordination Plan (RECP).

Standardized Emergency Management System (SEMS) Regulations, Chapter 1 of Division 2 of Title 19 of the California Code of Regulations; and California Government Code Section 8607 et sec.

Title 44 Code of Federal Regulations.

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**APPENDIX C:  
CONTACT LISTS**

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**APPENDIX H:  
AFTER-ACTION REPORT FORM**

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## After-Action Report Form

[Exercise Name]

After-Action Report/Improvement Plan

[Date]

The After-Action Report/Improvement Plan (AAR/IP) aligns exercise objectives with preparedness doctrine to include the National Preparedness Goal and related frameworks and guidance. Exercise information required for preparedness reporting and trend analysis is included; users are encouraged to add additional sections as needed to support their own organizational needs.



## 8 Exercise Overview

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<b>Exercise Name</b>	[Insert the formal name of exercise, which should match the name in the document header]
<b>Exercise Dates</b>	[Indicate the start and end dates of the exercise]
<b>Scope</b>	This exercise is a [exercise type], planned for [exercise duration] at [exercise location]. Exercise play is limited to [exercise parameters].
<b>Mission Area(s)</b>	[Prevention, Protection, Mitigation, Response, and/or Recovery]
<b>Core Capabilities</b>	[List the core capabilities being exercised]
<b>Objectives</b>	[List exercise objectives]
<b>Threat or Hazard</b>	[List the threat or hazard (e.g. natural/hurricane, technological/radiological release)]
<b>Scenario</b>	[Insert a brief overview of the exercise scenario, including scenario impacts (2-3 sentences)]
<b>Sponsor</b>	[Insert the name of the sponsor organization, as well as any grant programs being utilized, if applicable]
<b>Participating Organizations</b>	[Insert a brief summary of the total number of participants and participation level (i.e., Federal, State, local, Tribal, non-governmental organizations (NGOs), and/or international agencies). Consider including the full list of participating agencies in Appendix B. Delete Appendix B if not required.]
<b>Point of Contact</b>	[Insert the name, title, agency, address, phone number, and email address of the primary exercise POC (e.g., exercise director or exercise sponsor)]

## 9 Analysis of Core Capabilities

Aligning exercise objectives and core capabilities provides a consistent taxonomy for evaluation that transcends individual exercises to support preparedness reporting and trend analysis. Table 1 includes the exercise objectives, aligned core capabilities, and performance ratings for each core capability as observed during the exercise and determined by the evaluation team.

Objective	Core Capability	Performed without Challenges (P)	Performed with Some Challenges (S)	Performed with Major Challenges (M)	Unable to be Performed (U)
[Objective 1]	[Core capability]				
	[Core capability]				
[Objective 2]	[Core capability]				
[Objective 3]	[Core capability]				
<p><b>Ratings Definitions:</b></p> <ul style="list-style-type: none"> <li>• Performed without Challenges (P): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws.</li> <li>• Performed with Some Challenges (S): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s) and did not negatively impact the performance of other activities. Performance of this activity did not contribute to additional health and/or safety risks for the public or for emergency workers, and it was conducted in accordance with applicable plans, policies, procedures, regulations, and laws. However, opportunities to enhance effectiveness and/or efficiency were identified.</li> <li>• Performed with Major Challenges (M): The targets and critical tasks associated with the core capability were completed in a manner that achieved the objective(s), but some or all of the following were observed: demonstrated performance had a negative impact on the performance of other activities; contributed to additional health and/or safety risks for the public or for emergency workers; and/or was not conducted in accordance with applicable plans, policies, procedures, regulations, and laws.</li> <li>• Unable to be Performed (U): The targets and critical tasks associated with the core capability were not performed in a manner that achieved the objective(s).</li> </ul>					

**Table 1. Summary of Core Capability Performance**

The following sections provide an overview of the performance related to each exercise objective and associated core capability, highlighting strengths and areas for improvement.

## 9.1 [Objective 1]

The strengths and areas for improvement for each core capability aligned to this objective are described in this section.

## 9.2 [Core Capability 1]

### 9.2.1 Strengths

The [full or partial] capability level can be attributed to the following strengths:

*Strength 1:* [Observation statement]

*Strength 2:* [Observation statement]

*Strength 3:* [Observation statement]

### 9.2.2 Areas for Improvement

The following areas require improvement to achieve the full capability level:

*Area for Improvement 1:* [Observation statement. This should clearly state the problem or gap; it should not include a recommendation or corrective action, as those will be documented in the Improvement Plan.]

*Reference:* [List any relevant plans, policies, procedures, regulations, or laws.]

*Analysis:* [Provide a root cause analysis or summary of why the full capability level was not achieved.]

*Area for Improvement 2:* [Observation statement]

*Reference:* [List any relevant plans, policies, procedures, regulations, or laws.]

*Analysis:* [Provide a root cause analysis or summary of why the full capability level was not achieved.]

## 9.3 [Core Capability 2]

### 9.3.1 Strengths

The [full or partial] capability level can be attributed to the following strengths:

*Strength 1:* [Observation statement]

*Strength 2:* [Observation statement]

*Strength 3:* [Observation statement]

---

### 9.3.2 Areas for Improvement

The following areas require improvement to achieve the full capability level:

*Area for Improvement 1:* [Observation statement. This should clearly state the problem or gap; it should not include a recommendation or corrective action, as those will be documented in the Improvement Plan.]

*Reference:* [List any relevant plans, policies, procedures, regulations, or laws.]

*Analysis:* [Provide a root cause analysis or summary of why the full capability level was not achieved.]

# 10 Appendix A: Improvement Plan

This IP has been developed specifically for [Organization or Jurisdiction] as a result of [Exercise Name] conducted on [date of exercise].

Core Capability	Issue/Area for Improvement	Corrective Action	Capability Element[1]	Primary Responsible Organization	Organization POC	Start Date
Core Capability 1: [Capability Name]	1. [Area for Improvement]	[Corrective Action 1]				
		[Corrective Action 2]				
		[Corrective Action 3]				
	2. [Area for Improvement]	[Corrective Action 1]				
		[Corrective Action 2]				

[1] [Capability Elements are: Planning, Organization, Equipment, Training, or Exercise.](#)