Carmel-by-the-Sea Emergency Operations Plan

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Acknowledgements

Carmel-by-the-Sea is susceptible to a range of emergency situations. However, it has limited resources compared to larger cities on the Monterey Peninsula or within Monterey County. Consequently, the City depends on external response partners and volunteer organizations to aid in mitigation efforts during major disasters. The mutual aid response partners will vary based on the severity of the emergency and its impact on our community.

Foreword

The Carmel-by-the-Sea Emergency Operations Plan (EOP) follows the principles of the National Incident Management System (NIMS), and the Standardized Emergency Management System (SEMS) used in California. NIMS and SEMS, both based on the Incident Command System (ICS), are fundamental to this plan. It offers organizational and policy guidance for emergencies, serves as a training reference for City employees, and includes standardized checklists and forms. All City officials and employees are encouraged to familiarize themselves with this plan.

The Carmel-by-the-Sea Emergency Operations Plan (EOP) approved by the Carmel-by-the-Sea City Council, originally took effect on December 2, 2008, and was updated in February 2024.

Promulgation

Preserving life, property, the environment, and the economy is a duty of local, state, and federal governments. While no plan can prevent all loss or damage, effective plans executed by trained personnel can minimize these losses.

Carmel-by-the-Sea has prepared this Emergency Operations Plan (EOP) to ensure the most effective and efficient allocation of resources for the maximum benefit and protection of the civilian population during times of emergency.

This Emergency Operations Plan establishes an emergency organization, assigns responsibilities, specifies policies and general procedures, and provides for the coordination of planning efforts among the respective staff. It will be periodically reviewed, exercised, and revised as necessary to accommodate changing conditions and needs.

This document is Carmel-by-the-Sea's updated Emergency Operations Plan, superseding all earlier editions. It provides guidelines for employees and assisting agencies on preparation, protection, mitigation, response, and recovery in cases of emergencies or disasters.

The Mayor and City Council fully support this Emergency Operations Plan and urge all officials, employees, and residents to contribute to Carmel-by-the-Sea's community emergency efforts. This most recent update to the EOP became effective on **October 7, 2025**, when approved by the Mayor and City Council of the Carmel-by-the-Sea.

_____ _____

Mayor Date

_____ _____

City Administrator Date

_____ _____

Director of Public Safety Date

Carmel-by-the-Sea Council Adoption Approval

[Insert City Council Resolution once document is approved]

Annual Review - Record of Changes

The Carmel-by-the-Sea Office of Emergency Services (OES), with input from key stakeholders and partners, maintains and updates this Emergency Operations Plan (EOP) annually. Revisions are made in collaboration with local jurisdictions and planning partners to ensure accuracy. If immediate changes are needed due to trainings, exercises, or incidents, OES will review and implement the necessary updates. All changes will be recorded on the table below.

VERSION	DATE	NAME/ORGANIZATION	CHANGE DESCRIPTION
2009v1.1	12/7/2009		Pg. 6,44,,45
2011v1.1	6/1/2011		Various
2013v1.1	6/4/2013		Various
2015v1.1	6/1/2015	Chip Rerig, City Administrator	Various
2017v1.1	6/1/2017	Chip Rerig, City Administrator	Various
2019v1.1	6/1/2019	Chip Rerig, City Administrator	Various
2021v1.1	6/1/2021	Paul Tomasi, Chief of Police	Various
2024v1.1	1/9/2024	Paul Tomasi, Chief of Police	Various
2025v1.1	6/1/2025	Paul Tomasi, Chief of Police Todd Trayer, Commander Thomas Uretsky, Emergency Action Planning (EAP) Safety Consultants.	Complete document reconstruction, new fonts, graphics repagination and organization of plans, position descriptions, checklists and resources. EOP is divided into three sperate folders for ease of operations.

Record of Distribution

This is a list of individuals and organizations that receive a copy of the EOP. The record of distribution can be used to provide evidence that tasked individuals and agencies have had the opportunity to read and understand their responsibilities. To that end, copies should be numbered, and show the date of transmittal. The record of distribution also serves as a convenient checklist for distributing later revisions to the plan.

DATE	NAME / TITLE	DEPARTMENT	# OF COPIES

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Executive Summary

The City of Carmel-by-the-Sea Emergency Operations Plan (EOP) is an all-hazards document describing the municipal incident management organization, compliance with relevant legal statutes, other relevant guidelines, whole community engagement, continuity of government focus, and critical components of the incident management structure. The incident management system is a component-based system designed to be scaled up and components activated as necessary to reflect the incident/event's escalation from routine incident(s) to emergency, disaster, or catastrophe affecting residents and visitors of Carmel-by-the-Sea. This EOP is not intended to address specific emergency responses, scenarios, hazards, or threats. Functional and hazard specific annexes to this EOP will outline specific activities for response organizations.

This Emergency Operations Plan accomplishes the following:

- Establishes a jurisdictional incident management organization which will coordinate and support on-scene responses including maintenance of situational awareness, facilitation of effective communication between operation centers at various levels of government, maintain continuity of government, and interaction with public information sources.
- Establishes the overall operational concepts associated with the management of incidents, emergencies, crises, disasters, and catastrophes in the City of Carmel-by-the-Sea and operational area levels.
- Provides a flexible platform for planning and response to all hazards, incidents, events, and emergencies believed to be important to Carmel-by-the-Sea. It is applicable to a wide variety of anticipated incident events including earthquakes, wildland fires, floods, and public health issues.

This EOP continues the Carmel-by-the-Sea's compliance with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the Incident Command System (ICS), and the National Response Framework (NRF). It facilitates multi-agency and multi-jurisdictional coordination during emergency operations, public information functions, and resource management.

This Emergency Operations Plan serves as the legal and conceptual framework for incident management to be utilized by Carmel-by-the-Sea and its various departments within municipal government. There are a number of separately published annexes that support this EOP. These supporting annexes further describe the operational or functional response to particular threats and hazards and the basic considerations, actions, and responsibilities of specific emergency response and management disciplines or functions.

Intent and Policy

The intent and policy governing the Carmel-by-the-Sea Emergency Operations Plan (CEOP) is to ensure that all major emergency and disaster operations undertaken by the City of Carmel-by-the-Sea are conducted in a coordinated and integrated manner consistent with the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS).

The City of Carmel-by-the-Sea will comply with NIMS and SEMS in all emergency management operations, including those involving federal, state, county, local, tribal, private sector, and non-governmental agencies. The City Council has approved this revised emergency plan, incorporating relevant Monterey County Operational Area plans for effective use during emergencies.

Mitigation Plan Requirement

All California municipalities are required to develop a Local Hazard Mitigation Plan. This plan must be submitted via the Governor's Office of Emergency Services to the Federal Emergency Management Agency (FEMA) for approval. Carmel-by-the-Sea was a participant in the development of the County of Monterey Multi-Jurisdictional Hazard Mitigation Plan (MJHMP). This plan fulfills the requirement for the Carmel-by-the-Sea Local Hazard Mitigation Plan; the Carmel-by-the-Sea element of this plan was adopted by Council action on October 2, 2007, and became effective on that date.

Mission

The mission of the City of Carmel-by-the-Sea is to safeguard and preserve the lives and property of its residents throughout all stages of emergency management and disaster situations affecting the city. This includes ensuring a comprehensive and coordinated response. Additionally, this mission involves providing accurate, coordinated, complete, timely, understandable, responsive, and appropriate disaster-related information and instructions to all elements of the city government and to the residents of Carmel-by-the-Sea.
The mission of the Emergency Operations Center (EOC) is to:

- Minimize injury and loss of life.
- Minimize property damage and adverse economic impact.
- Minimize adverse environmental impact.
- Provide for the immediate needs of disaster victims.
- Acquire and assess emergency information and disseminate essential intelligence.
- Provide timely and accurate information to the public regarding emergency actions.
- Establish resource coordination and management operations.
- In conjunction with other county, state and federal agencies, oversee the disaster recovery process throughout the impacted areas.

Purpose

This Plan outlines response, recovery, mitigation, preparedness, and prevention guidelines for operations before and during all natural, technological, and man-made major emergencies or disasters that could impact the City of Carmel-by-the-Sea. The purpose of the Emergency Operations Plan (EOP) is to delineate the organization, responsibilities, and doctrine under which the City will manage and prepare for disaster operations.

The City's Emergency Operations Plan serves as a comprehensive, authoritative source of guidance and procedures for the City to prepare for, respond to, and manage significant or catastrophic natural or man-made threats, crises, incidents, or events necessitating a coordinated response. This EOP is designed to comply with the California State Emergency Plan for managing responses to multi-agency and multi-jurisdictional incidents. It is also aligned with federal, state, and local partners' emergency plans and guidance documents. Best practices and lessons learned have been incorporated into this plan where feasible, identified through reviews of after-action reports from recent large-scale national disasters, incidents, and events, including Stafford Act and non-Stafford Act incidents and events.

This EOP aims to foster collaboration and consistency among our emergency response partners and their specific plans, procedures, functions, and capabilities. As such, the EOP is adaptable for use in all incident types and will support short-term recovery activities.

In the event of an emergency or disaster, the primary responsibility of the City of Carmel-by-the-Sea is to maximize public safety, minimize property and environmental damage, and ensure government continuity. To achieve these objectives all jurisdictions within the Monterey County Operational Area (OA) operate under SEMS, NIMS, and ICS, which are utilized to manage and control response operations.

Proponent

The City Administrator serves as the Emergency Services Director, with the Director of Public Safety or Chief of Police as the Assistant. The Emergency Services Director develops emergency plans and manages overall emergency services as assigned by the City Council. Departmental Directors/Chiefs must ensure their teams are familiar with this content and that all EOC positions are filled with experienced personnel. The responsibilities and powers of the Emergency Services Director and Assistant are detailed in City Code 2.64.050 and subsequent sections, and are treated equally for plan implementation.

Plan Administration

Emergency Services Director and Plan Development

The Emergency Services Director or their designee is tasked with developing this plan, which ensures the effective mobilization of all City resources, both public and private, to address any local emergency, regional catastrophic event, or other significant crisis. The plan outlines the organization, powers, duties, services, and staff of the emergency organization. The revised plan becomes effective upon adoption by a City Council Resolution.

Emergency Management Advisory Committee

The Emergency Services Director is authorized to convene an Emergency Management Advisory Committee at their discretion. The Emergency Management Advisory Committee will be composed of members of the City Staff with expertise in emergency management matters. At the discretion the Emergency Services Director, representatives of civic, business, labor, veterans, professional, or other organizations having an official emergency responsibility, or specific expertise, may be invited to participate in the committee's deliberations.

Emergency Management Advisory Committee Duties

The Emergency Management Advisory Committee is dedicated to supporting the City's disaster preparedness, response, recovery, and mitigation initiatives. This includes engaging in training exercises and providing counsel to the Emergency Services Director on matters pertaining to emergency management. These endeavors aim to enhance the efficiency and effectiveness of emergency operations. The Committee convenes at the discretion of the Emergency Services Director.

Additionally, this workgroup is committed to increasing public preparedness through outreach efforts and the development of educational materials. Activities may include disaster skills training sessions, attendance at community events, and hosting forums to disseminate resources and best practices for community educators. Furthermore, they assist Community Emergency Response Team (CERT) groups by offering training sessions and providing necessary materials. The membership comprises professionals from the fields of public education, communication, and emergency management.

Plan Reproduction

This plan is the sole property of the City of Carmel-by-the-Sea. As such, it may be copied in part or as a whole by employees of the City for use in preparation for and during an actual major emergency or disaster. This plan may not be reproduced or copied by agencies or jurisdiction outside the City of Carmel-by-the-Sea. Segments of this plan, or redacted versions relevant to public information and guidance, may be posted on the city website or social media.

Policies and Plan Employment

The operational elements of this plan will be employed in the event of a major emergency incident or disaster.

- To accomplish the stated mission and purpose, the City of Carmel-by-the-Sea will employ the applicable elements of emergency management as a participant in the Monterey County Operational Area (OA).
- To facilitate emergency management, the Carmel-by-the-Sea Emergency Operations Center (EOC) will be activated.

The following policies are applicable to plan activation:

- The Carmel-by-the-Sea Emergency Operations Plan becomes operational upon the activation of the Carmel-by-the-Sea Emergency Operations Center (EOC).
- The plan may be activated by the City Council (if in session), the City Administrator, or the Director of Public Safety/Chief of Police, or a designated Alternate Emergency Services Director. (See City Code 2.64.060.)
- The plan will be activated upon declaration of a "Local State of Emergency" by the City Council (if in session) or upon issuance of a declaration by the Emergency Services Director, or by declaration of a "Local State of Emergency" by Monterey County, or by declaration of "State of Emergency" either as declared by the Governor as defined in the California Emergency Services Act, or a "State of War Emergency" is declared by the President of the United States. (See City Code 2.64.060.)
- Routine, non-disaster emergencies stemming from 9-1-1 calls and other forms of notification will be handled in accordance with the protocols developed and employed by the Carmel-by-the-Sea Director of Public Safety/Chief of Police, the Monterey Fire Chief, the Carmel-by-the-Sea Public Works Director, and the Monterey County Emergency Medical Services Agency.
- The plan will be automatically activated on receipt of an attack warning or the observation of an act of war or terrorist attack.

This plan has been prepared in accordance with NFPA 1600 Standard on Disaster/Emergency Management and Business Continuity Programs 2013 Edition, published by the National Fire Protection Association, the National Incident Management System (NIMS) and Standardized Emergency Management System (SEMS). The National Fire Protection Association standard promotes a common understanding of the fundamentals of planning and decision making to help entities examine all hazards and produce an integrated, coordinated, and synchronized program for disaster/emergency management and business continuity.

Supporting Plans and Documents

Additional plans and procedures that are developed in support of this Emergency Operations Plan such as mutual aid plans, mitigation plans, city department standard operating procedures (SOP's) and any related procedures are incorporated by reference and are maintained separate from this base plan. Some of these supporting plans may be appended to the end of this plan as deemed appropriate.



Functional Support Annexes

Once the Carmel-by-the-Sea Office of Emergency Services planning team identifies and prioritizes potential threats and hazards, as well as assesses the associated risks and vulnerabilities, they proceed to develop essential operational functions. These operational functions are then transformed into specific functional annexes that focus on critical operational tasks for the City and outline the courses of action designed to implement them.

While the basic plan outlines the overall strategy and concept of operations for the City's crisis response, functional annexes detail the implementation of that strategy tailored to Carmel's specific requirements. Additionally, functional annexes rely on departmental plans and standard operating procedures (SOPs) to carry out the tasks specified in the annex. Functional Support and Hazard-Specific Annexes for Monterey County and those specific to the City of Carmel-by-the-Sea offer particular procedures or support functions for distinct events as an extension of the Emergency Operations Plan.

Standard Operating Procedures (SOPs)

Each department within the City of Carmel-by-the-Sea is required to maintain standard operating procedures for the purpose of tactical direction. SOPs provide the purpose, authorities, duration, and details for the preferred method of performing a single function or a number of interrelated functions in a uniform manner. When developing SOPs Carmel-by-the-Sea departments should also take into consideration how many activities delineated within the EOP interact with, support, or require support from other departments or agencies.

Standard Operating Procedures must also ensure inclusionary planning for vulnerable people, including those with disabilities and others with access and functional needs. Where supporting plans are inconsistent with the general principles described in the City of Carmel-by-the-Sea's Emergency Operations Plan (EOP), the EOP will supersede supporting plans.

Situation and Assumptions

The City of Carmel-by-the-Sea's Office of Emergency Services will be aware of significant emergency conditions as they arise. These conditions will trigger a response consistent with the respective responsibilities and roles defined either by the Emergency Operations Plan (EOP), or other legal and policy frameworks. The City may be constrained in their response by the level of training, readiness activities, and interagency coordination undertaken prior to or during the incident.

This section outlines the City's current situation and assumptions about potential impacts on operations and management during the plan's tenure.

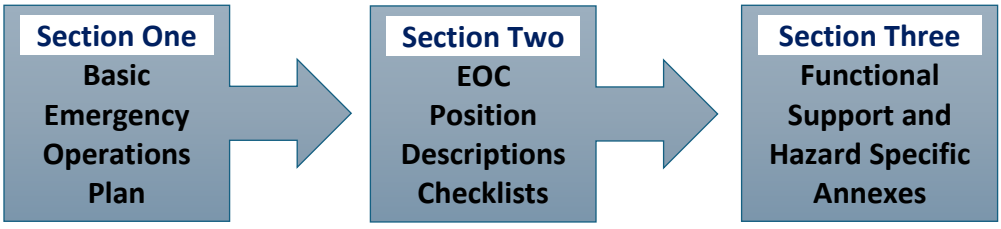
- The City of Carmel-by-the-Sea is situated on the Monterey Peninsula, a scenic area on the Central Coast of California. The City has developed the majority of its land area. Additional expansion is unlikely, but programmed enhancement of existing developed areas and structures will likely continue.
- The Monterey Fire Department is contractually responsible for overseeing and managing the City's fire and paramedic services, a practice that is anticipated to continue. The dispatching of fire units will remain under the jurisdiction of the Monterey County Emergency Communications Department, unless any unexpected changes arise.
- The City of Monterey Fire Department may contract to provide services for other Peninsula fire service agencies in the future. Any such consolidation is likely to have a minimal impact on the implementation of this plan.
- City services may be consolidated or contracted with other municipalities to reduce costs.
- The City of Carmel-by-the-Sea will continue to be an active and supporting member of the Monterey County Operational Area Authority (OA).
- In a major emergency or disaster, City resources may be overwhelmed. To maintain effective operations, assistance from the Monterey County Operational Area or higher authority may be needed.
- Routine emergencies resulting from 9-1-1 calls and other forms of notification will continue to be managed in accordance with the protocols established by the Carmel-by-the-Sea Director of Public Safety/Chief of Police, the Monterey Fire Chief, the Carmel-by-the-Sea Public Works Director, and the Monterey County Emergency Medical Services Agency. Any minor adjustments necessary to address evolving operational priorities and needs will be implemented by the relevant agencies as required.
- Future management of major emergencies may adopt a regional approach, potentially involving a Regional or Peninsula Emergency Operations Center with collaborative staffing. An Integrated Emergency Operations Plan could support this regional model.
- The Carmel-by-the-Sea Fire Ambulance (CFA) organization serves as an essential emergency response resource for the City and is expected to remain so in the future. This capability will continue to operate in coordination with the Monterey Fire Department paramedic minimum staffing. The City in doing so will maintain its 1797.201 rights which are essential for operating an ambulance service in compliance with state regulations.

- Incidents may require temporary shelter facilities and food service operations for displaced populations or to support the rest and feeding needs of first responders and City staff providing services during the emergency.
- Continued growth in the local Monterey Peninsula area may lead to increased traffic congestion on highways adjacent to the City of Carmel-by-the-Sea. Such congestion could hinder response efforts during a major emergency or disaster situation.
- Environmental restrictions can challenge emergency management, requiring better inter-agency coordination.
- Special events will continue to enhance the atmosphere of the City and may expand in both number and scope.
- Emergency managers and staff from the City of Carmel-by-the-Sea will continue to participate in strategic planning in the development of the Local Hazard Mitigation Plan incorporation with the Monterey County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) as required by FEMA.
- City staff will continue to mitigate any action items that develop from the Threat Hazard Identification Risk Assessment (THIRA) or mitigation action items from the Community Wildfire Protection Plan (CWPP).
- Carmel-by-the-Sea will comply with the Americans with Disabilities Act (ADA), which requires that emergency procedures enable people with disabilities to evacuate and participate in all emergency and disaster-related programs together with their service animals.

Emergency Plan Structure

The format and structure of this Emergency Operations Plan is broken down into three Sections.

1. The Basic Plan, which describes the purpose, scope, situations and assumptions, hazard analysis, concept of operations, plan management, and authorities of the City departments and agencies in response to an emergency or disaster.
2. Emergency Operations Center positions descriptions and checklists for the Incident Management Team (IMT) which follow the Incident Command System (ICS).
3. Functional Support and Hazard Specific Annexes.



Hazard/Vulnerabilities Analysis Overview

A hazard represents an event or physical condition that has the potential to cause fatalities, injuries, property damage, infrastructure damage, agricultural losses, damage to the environment, interruption of business, or other types of harm or loss. Vulnerability indicates the level of exposure of human life and property damage from natural and man-made hazards.

This segment of the Emergency Operations Plan (EOP) presents a series of jurisdiction-specific risk assessments based on the Monterey County Operational Area (OA) Hazard Mitigation Plan. In compliance with 44 CFR § 201.6(a)(4), The Monterey County Multi-Jurisdictional Hazard Mitigation Plan (MJHMP) geographically covers the entire area of Monterey County and has multiple participating jurisdictions including Carmel-by-the-Sea.

In March of 2022, emergency planning personnel from the City of Carmel-by the Sea collaborated with the County of Monterey in the development and integration of Carmel's Local Hazard Mitigation Plan into the Monterey County Multi-Jurisdictional Hazard Mitigation Plan. The City of Carmel-by-the-Sea's Planning Team used the same risk assessment process as the Monterey County Steering Committee.

The hazard profiles in Volume 1 of the Monterey County Multi-Jurisdictional Hazard Mitigation Plan discuss overall impacts to the County and describes the hazards, as well as their extent, magnitude/severity, previous occurrences, and the likelihood of future occurrences. Hazard vulnerability specific to City of Carmel-by-the-Sea is included in Volume 2, Annex B of the Monterey County Plan.

The City planning team performed an inventory and analysis of existing capabilities, plans, programs, and policies that enhance its ability to implement mitigation strategies.
These Mitigation Strategies are detailed in the Monterey County Multi-Jurisdictional Hazard Mitigation Plan and included:

- Planning and Regulatory Capability.
- Administrative and Technical Capability.
- Fiscal Capability.
- Education and Outreach Capability.
- National Flood Insurance Program (NFIP) Compliance.

The National Flood Insurance Program (NFIP) compliance refers to the City of Carmel-by-the-Sea's adherence to regulations and standards required to participate in the NFIP and receive flood insurance coverage. Essentially, it ensures that communities are actively managing their flood risk and protecting property and lives.

The table on the subsequent page presents the outcomes of the hazard risk ranking exercise conducted by the City of Carmel-by-the-Sea's Planning Team. High, moderate, and substantial risk factors are further detailed in this Emergency Operations Plan for the purpose of awareness and future mitigation planning.

Threat Hazard Identification Risk Assessment (THIRA)

Hazard	Geographic Extent	Likelihood of Occurrence	Magnitude Severity	Impact	Total out of 16	Degree of Risk
Agricultural Emergencies	1.2	1.2	1.3	1.4	5.2	Slight
Coastal Erosion	3.0	2.8	2.7	3	11.5	Substantial
Coastal Flooding	2.4	2.7	2.0	2.3	9.4	Moderate
Cyber-Attack	2.9	2.6	3.0	3.3	11.8	Substantial
Dam Failure	1.3	1.1	1.1	1.4	5	Slight
Drought & Water Shortage	3.6	3.7	3.1	3.1	13.5	High
Earthquake	3.4	2.8	3.4	3.6	13.2	High
Epidemic	3.4	2.9	3.3	3.7	13.3	High
Extreme Cold/Freeze	1.8	1.8	2.1	2.1	7.8	Possible
Extreme Heat	2.2	2.0	2.0	2.3	8.6	Moderate
Flash Flood	2.0	2.0	2.2	2.4	8.7	Moderate
Hazardous Materials Incident	2.6	2.1	2.1	2.6	9.3	Moderate
Invasive Species	3.0	2.7	2.6	2.3	10.6	Substantial
Levee Failure	1.6	1.3	1.7	1.6	6.1	Possible
Localized Stormwater Flooding	3.0	2.7	2.9	2.9	11.5	Substantial
Mass Migration	1.3	1.3	1.6	1.6	5.8	Slight
Pandemic	3.4	3.0	3.8	3.8	13.9	High
Riverine Flooding	2.0	2.1	2.0	2	8.1	Moderate
Sea Level Rise	2.8	3.1	2.6	3	11.5	Substantial
Severe Winter Storms	2.9	2.8	2.5	2.6	10.8	Substantial
Slope Failure	2.5	2.5	2.4	2.5	9.9	Moderate
Targeted Violence	2.0	2.5	2.5	2.7	9.7	Moderate
Terrorism	2.2	1.0	3.0	3.3	9.5	Moderate
Tsunami	2.8	2.5	2.9	3	11.1	Substantial
Utility Interruption/PSPS	3.5	3.5	3.0	3.3	13.3	High
Water Contamination	3.0	2.3	3.3	3.0	11.6	Substantial
Wildfire	3.8	3.1	3.4	3.8	14	High
Windstorms	3.4	3.4	3.0	3.1	12.9	High

Moderate to High risk factors are described in more detail in the Monterey County Multi-Jurisdictional Hazard Mitigation Plan Volume 2, Annex B.

The following information provides supplementary details on threats, vulnerabilities, and resources, complementing the data found within the local hazard mitigation plan. The Local Hazard Mitigation Plan, the Monterey County Multi-Jurisdictional Mitigation Plan, and the Community Wildfire Protection Plan contain additional, specific risk factors and action plans for the prevention, response, mitigation, and recovery from anticipated threats.

Wildland & Urban Fires:

In August 2023, wildfires in Maui, Hawaii led to evacuations and at least 102 fatalities. Dry, gusty conditions from nearby high-pressure areas and Hurricane Dora contributed to the spread. The Palisades Fire began on January 7, 2025, in Los Angeles County's Santa Monica Mountains. It affected Pacific Palisades, Topanga, and Malibu, burning 23,707 acres, killing 12 people, and destroying 6,837 structures before being contained on January 31.
Additionally, the Colorado Fire in 2022, the Willow Fire in 2021 and the Dolan Fire in 2020 all in nearby Ventana wilderness have caused significant concerns for all Peninsula residents and business.

Although it is challenging to link individual fire events directly to climate change, the risk of wildfires increases as a result of climate change due to higher temperatures extending fire seasons, creating drier fuels, and reducing forest health. With the increased frequency and intensity of wildfires in California, community wildfire planning becomes increasingly crucial to prepare for and adapt to wildfires. Community Wildfire Protection Plans (CWPPs) serve as a tool to mitigate the severity and impact of wildfires and enhance community resilience.

Community Wildfire Protection Plan (CWPP)

In November 2023, the Monterey Fire Department led the development of a Community Wildfire Protection Plan (CWPP) for the incorporated cities of Monterey, Pacific Grove and Carmel-by-the-Sea with planners from DUDEK Associates. The CWPP outlines the area's physical characteristics, wildfire hazards, assets at risk, strategies for reducing wildfire risk, vegetation/fuel management projects, and action items to mitigate wildfire danger. The CWPP is a detailed and comprehensive Plan that is vital to future planning and resource management for Carmel-by-the-Sea.

Climate Change:

Climate change boosts the frequency, duration, and intensity of natural hazards like wildfires, extreme heat, drought, storms, heavy precipitation, and sea level rise. Communities are currently experiencing these impacts. These trends will likely persist for decades, introducing new risks to state and local governments and complicating their mitigation plans. They also uniquely threaten the nation's most vulnerable populations by worsening disaster impacts on already underserved and socially vulnerable groups. In July 2021 a Climate Change Vulnerability Assessment was conducted to characterize climate hazards that will impact the community and City assets in Carmel-by-the-Sea, The Vulnerability Assessment aims to provide focus on the City's adaptation planning efforts. Climate change results in three important changes to the global climate system:

- Increasing temperatures.
- Rising sea levels.
- Changing precipitation patterns.

Rising Sea Levels:

Rising sea levels will affect flooding and liquefaction risks. Low-lying areas not currently affected by regular tides may become submerged. Additionally, temporary coastal flooding events may occur more frequently and extend further inland. Stormwater flooding might also increase as higher sea levels reduce stormwater drainage capacity. Higher sea levels can raise the groundwater table, making soils more prone to liquefaction during an earthquake and potentially affecting potable groundwater supplies in the future.

U.S. coastlines are projected to see an average sea level rise of .5 to 1 foot above today's levels. Specific amounts will vary regionally, influenced by local factors like land height and ocean conditions. The National Oceanic and Atmospheric Administration (NOAA) projects that by 2030, relative sea level rise will be 0.37 feet along the Carmel coastline.

Winter Storm/Extreme Weather:

The Monterey Peninsula experiences damage from winter storms between November and April. Typically, the coastline and nearby areas are significantly affected, leading to potential severe damage from high winds and heavy rains within the City. Trees may fall due to winter storms or extreme weather, posing a substantial risk to the City in terms of property destruction, threats to life, and disruption of essential services and transportation, potentially resulting in a multifaceted emergency situation. The City has encountered this threat multiple times in the past and should consider it seriously.

Flooding:

The effects of flooding on the City of Carmel-by-the-Sea will normally be generated from two sources, flooding of the Carmel River which has the capacity to inundate the Carmel Regional Water Pollution District sewage plant located south of the City adjacent to the Carmel River, and localized flooding of streets and areas due to heavy rainfall and/or poor drainage from the urbanized watershed to the east and north of the City. With the exception of the sewage treatment ponds which provide sewage treatment for the City, the City is situated well above the 100-year flood plain. Flooding of the sewage plant could force it to be shut down, thus impacting the City.

Levee Failure and Resultant Flooding: In the event of a levee failure and subsequent flooding, the unincorporated area of Mission Fields, located directly east of the City's southeastern boundary, may be affected. Notably, in March 1995, Mission Fields experienced damage to 220 residences and a complete evacuation of all residents. The primary impact on the City would involve disrupted transportation to and from the southeastern sections. Additionally, City resources may need to be allocated for mutual aid assistance in this region.

Stormwater Flooding: Stormwater flooding occurs in Carmel-by-the-Sea during high precipitation events when rainfall runoff collects in areas that were once natural waterways but are now part of the City's combined sewer and stormwater collection system. Consequently, some low-lying areas tend to collect stormwater. This can result in ponding on roadways, storm drain overflows, and heavy runoff on paved areas. Accumulated stormwater on surfaces and backups from the combined sewer stormwater system may enter nearby structures, causing property damage. The risk of stormwater flooding could increase in the future due to more intense precipitation events and sea level rise.

Earthquake:

The San Andreas Fault lies approximately twenty-five miles to the east of the City. While this segment of the fault is relatively less active than other segments, it does have the potential of generating very strong earthquakes of magnitude 7.0 or greater that could cause structural damage and injuries within the City. In 1989, The Monterey Peninsula experienced the Mw 6.9 Loma Prieta Earthquake.

The 1989 quake was centered near Loma Prieta peak in the Santa Cruz Mountains, approximately 40 miles north of Monterey The quake lasted only 15 seconds, but resulted in severe shaking in the San Francisco and Monterey Bay regions.

Tsunami:

A tsunami is a seismically generated series of sea waves that can produce major coastal damage. Although an extremely infrequent occurrence, tsunamis, often mistakenly called "tidal waves," have caused damage in Crescent City, Santa Cruz, and in Moss Landing during recent events. Carmel Beach would be the primary area affected by a tsunami. Tsunami inundation is the maximum horizontal distance reached by tsunami waves on shore. Runup is the maximum height and distance of tsunami-related water inundation on shore. Runup is measured vertically from a reference sea level, such as mean sea level. Inundation is measured horizontally from the mean sea level position at the water's edge. The Monterey County Operational Area Tsunami Incident Response Plan (TIRP) provides specific incident related guidance for this type of event as well as detailed runup and inundation maps (See Functional Support Annex-E Beach Closure, Evacuation, and Tsunami Plan for functional guidance.)

High Surf Conditions/Coastal Flooding:

The combination of high tides, large swells, and high winds can produce high surf conditions and flooding of the Carmel Beach. These conditions could pose a severe threat to life and property within that area of the City and could destroy beach access points/routes. Additionally, the unincorporated coastline areas southward of the City and around Carmel Point and areas adjacent to the Carmel River Lagoon could be impacted during high surf conditions. City agencies could be requested to provide mutual aid to adjacent unincorporated areas during these conditions. (See Functional Support Annex-E Carmel Beach Closure, Evacuation, and Tsunami Plan for functional guidance.)

Drought:

California's Mediterranean climate is typified by dry summers followed by long, wet winters, thus making the state particularly susceptible to drought and flooding. The potential of increased fire danger will be prevalent, and the likelihood of a negative impact on the hospitality industry will exist. Drought conditions may persist for extended periods of time depending on the severity of climatic conditions, and preparations and precautions should be undertaken accordingly.

The ability to predict when droughts will occur, which involves forecasting precipitation weeks to months in advance, is currently limited. Enhancing long-range weather modeling capabilities is an area requiring further research. Drought conditions necessitate that the City's efforts align with those of the Monterey Peninsula Water Management District, Monterey County, the State of California, California American Water Company, and other relevant agencies. As a result, dissemination of drought-related public information and other pertinent actions must be coordinated with these agencies to ensure consistency and continuity. In some instances, the City may choose to allow these agencies to lead public information efforts and follow their guidance.

During declared drought conditions, the City's mitigation efforts will be focused on, but not limited to, the following areas:

- Conservation of water, both within City facilities and grounds, and by citizens.
- Close monitoring of fire prone or high fuel areas, including Pescadero Canyon and Mission Trails Park.
- Disseminating and publicizing water conservation information as provided by the Monterey Peninsula Water Management District and California American Water Company.
- Publicizing and promoting vegetation clearance around structures in accordance with the Community Wildfire Protection Plan (CWPP).

Essential Services/Transportation/Utilities Disruption:

The Monterey Peninsula is vulnerable to disruptions in essential services due to limited major transportation routes. Emergencies have the potential to interrupt vehicular traffic, thereby affecting the delivery of utilities, emergency medical transportation, and other critical services. The City has previously encountered instances of disruptions in electrical and natural gas services, underscoring the need for preparedness.

- **Potable Water Contamination/Disruption:** The City is serviced by the California American Water Company water system. A remote possibility exists of contamination and/or disruption due to a variety of manufactured or natural causes.
- **Transportation Disruption:** It is conceivable that in certain types of emergencies, key transportation arteries into and out of the City could be disrupted or closed. An event of this nature could require circuitous routing through either surrounding unincorporated areas of Monterey County, or Pebble Beach, causing delays both in general travel and emergency response.
- **Electrical Power/Natural Gas Service/Sewer Service Disruption:** Disruption of electrical and natural gas service has and could result from winter storms, high winds, human error, fallen trees or limbs, vehicular accidents, vandalism, system failure, Public Safety Power Shutoffs (PSPS), and other causes.

A Public Safety Power Shutoff (PSPS) event in the Monterey Peninsula, like any PSPS event, is a measure to prevent wildfires by temporarily turning off power in high-risk areas during severe weather conditions. PSPS events are triggered by specific weather conditions, like high winds and dry vegetation, which create a high wildfire risk. The duration of a PSPS event can vary, depending on the severity and duration of the weather conditions and the time it takes for PG&E to inspect power lines after the weather has cleared.

The City receives electrical power service from Pacific Gas & Electric (PG&E). Due to portions of this service being above ground, the system is particularly susceptible to severe weather and winter storms. Extended disruptions can create sub-emergency situations where homes cannot be heated, meals cannot be prepared, and businesses are unable to operate. A major disruption of the grid or the local distribution system could result in an extended power outage. Natural gas distribution to the City is managed by a single pipeline as the sole source.

Hazardous Materials Incident:

Hazardous materials have properties that make them potentially dangerous and harmful both to human health and to the environment. An accidental hazardous material release can occur wherever hazardous materials are manufactured, stored, transported, or used. Depending on the substance involved, the release may affect nearby populations and may contaminate critical or sensitive environmental areas. The universe of hazardous materials is large and diverse. Hazardous substances can be in liquid, solid, or gas form, and can include toxic chemicals, radioactive materials, infectious substances, and wastes.

Should a hazardous material incident occur, field operations will be governed by the Monterey County Health Department Emergency Response. The Hazardous Materials Management Service (HMMS), comprising members of an Emergency Response Team (ERT), collaborates with local fire and police agencies, California Highway Patrol, Cal-Trans, U.S. Coast Guard, and National Marine Sanctuary personnel.

The ERT provides 24/7 emergency response to incidents necessitating Health Department oversight, including:

- Hazardous materials releases and spills
- Environmental crimes
- Bioterrorism
- Illegal Drug Laboratories
- Sewage spills
- Food poisoning incidents

Evacuation:

Any incident could result in the need to evacuate residences or businesses of the City of Carmel-by-the-Sea in order to preserve life or prevent injuries. In order to ensure effectiveness and maintain civil order, evacuations must be well planned and efficiently executed. For the purpose of this plan, a situation in which evacuation or other actions are deemed necessary to protect the citizens of Carmel-by-the-Sea, the following three defined categories will be applicable.

- **Evacuation Advisory (Precautionary):** No immediate threat exists, however prudent emergency management dictates removal of persons from a specific area, or evacuation of specific vulnerable portions of the community as a precautionary measure.
- **Evacuation Warning (Mandatory):** A threat is present or impending and requires that all persons and livestock living in a specific area be evacuated from the scene for their protection without delay. This type of evacuation is mandatory.
- **Shelter-in-Place:**
  Shelter-in-Place may be implemented when there is a threat that makes it safe for citizens to remain within their residences or places of employment. It requires individuals to have sufficient supplies of food, water, medicines, and cooking fuels such as propane. Those who do not meet these self-sufficiency requirements may need to evacuate. Instructions for Shelter-In-Place must be clear, precise, and communicated through all available channels.

Evacuation Authority: The Emergency Services Director is authorized to direct evacuations in all situations. In the absence of the Emergency Services Director, this authority will be assumed by the Director of Public Safety/Chief of Police. In the event that an immediate, localized evacuation is deemed warranted on the fire ground or at a crime scene, an on-scene fire service or law enforcement Incident Commander may direct an evacuation. (See Functional Support Annex-F General City Evacuation for additional information.)

Pandemic/Public Health Hazards:

Because pandemics are recurring events, it is not a question of whether there will be another pandemic: the question is when the next pandemic will occur and how severe it will be. The Monterey County Health Department has the necessary infrastructure, resources, and expertise to address public health emergencies and to coordinate effectively with the California Department of Health.

Public health hazards are addressed in Chapter 13 of the County of Monterey's Multi-Jurisdictional Hazard Mitigation Plan. Additionally, the Carmel-by-the-Sea Pandemic Influenza Incident Response Plan (CPIIRP) outlines specific actions and responsibilities for the city in the event of a pandemic occurrence.

Terrorism/General:

Terrorism is defined in the Code of Federal Regulations as "the unlawful use of force and violence against persons or property to intimidate or coerce a government, the civilian population, or any segment thereof, in furtherance of political or social objectives" (28 CFR, Section 0.85). The FBI categorizes two types of terrorism in the US:

- Domestic terrorism involves groups or individuals without foreign direction whose terrorist activities, including the use of Weapons of Mass Production (WMDs), are directed at the government or population. The FBI, the primary response agency for domestic terrorism, coordinates domestic preparedness programs and activities to limit domestic terrorism.
- International terrorism involves groups or individuals whose terrorist activities are foreign-based and/or directed by countries or groups outside the United States, or whose activities transcend national boundaries.

Terrorism Chemical/Biological/Radiological/Nuclear/Explosive (CBRNE): Carmel-by-the-Sea, though not a typical high-value target for terrorists, is a popular tourist spot with a busy business district that could be vulnerable. Neighboring areas might attract high-value targets, leading to emergencies that necessitate immediate federal or state assistance via DHS protocols. Initially, explosive events follow Public Safety and Fire Department protocols, while biological, radiological, chemical, or nuclear incidents adhere to DHS and Monterey County Health Department plans. Terrorism is classified as a Human-Caused Hazard in the Monterey County Hazard Mitigation Plan, Chapter 12, prompting a multi-jurisdictional response.

Active Shooter:

All public and private buildings in the City of Carmel-by-the-Sea are physically susceptible to a violence event such as an Active Shooter/Attacker. Schools, churches, large event venues, and workplaces have been locations of previous targeted violence incidents and may be more vulnerable to attack. The 2024 Monterey County Active Attacker/Criminal Mass Casualty Protocol defines Active Shooter/Attacker as, "an incident, normally occurring in a confined and populated area, during which one or more armed suspects are using deadly force in an ongoing manner and where persons have been killed, injured, or are under imminent threat of death or serious bodily harm by such suspects." This type of event typically falls under law enforcement jurisdiction, with support from fire services and emergency medical resources. Depending on the duration of the event, the Carmel Emergency Operations Center (EOC) may not be deployed, and the Police Chief or City Administrator may handle media and public information aspects, allowing the Incident Commander to focus on the tactical situation.

Multi-Casualty Incident (MCI):

A multi-casualty incident is one in which the local medical responders or facilities are tasked beyond their resources. While no figure for actual casualties defines this event, practical experience has indicated that the general number of five major casualties will normally constitute a multi-casualty incident. The Monterey County EMS Multi-Casualty Incident Plan will govern field operations should this event occur. The possibility of an aircraft crash or bus accident, while very remote, is a potential threat to most communities on the Monterey Peninsula. Should this type of incident occur within the City limits, it could result in a Multi-Casualty Incident.

Major Maritime Incident:

Designated in 1992 by NOAA under the authority of the National Marine Sanctuaries Act, Monterey Bay National Marine Sanctuary is a federal marine protected area offshore of California's central coast. Sanctuary staff respond to an average of 11 vessel discharges, groundings, and sinkings each year. Vessel groundings can crush marine habitat and organisms, release hazardous chemicals, and discharge nets, hooks, and other hazards to marine life. Sanctuary staff work with the U.S. Coast Guard, California Department of Fish and Wildlife Office of Spill Prevention and Response, California State Parks, local municipalities, and other agencies to ensure vessel pollution incidents are mitigated and the vessels are completely removed from the sanctuary, whether they are submerged or grounded on the shoreline.

An event such as a vessel grounding or aircraft crash necessitates extensive search and rescue operations, provision of shelter, potential coastline contamination and closure, and management of multiple casualties. Such incidents can occur on the Carmel coastline, involving a multi-jurisdictional response. These incidents are typically coordinated through the Operational Area Coastal Incident Response Plan, with Carmel city services responding as necessary and requested.

Concept of Operations

The Concept of Operations in the emergency management system outlines the sequence and scope of planned responses. It details the division of responsibilities, actions before, during, and after an incident, and the process for requesting resources. The City of Carmel-by-the-Sea's Incident Management Team (IMT) assesses potential threats to life, property, and the environment, subsequently developing city-specific plans and procedures to address these threats. These plans and procedures are designed to coordinate and support emergency response and recovery activities, and they will be tested through exercises and validated by actual response outcomes.

Functional Annexes created by the Monterey County Department of Emergency Management provide detailed Operational Area response protocols, often with greater resources, and are referenced and incorporated into this Emergency Operations Plan. The objective is to sustain a robust incident management organization characterized by strong collaborative relationships among governments, community-based organizations, volunteers, public service agencies, and the private sector. The City of Carmel-by-the-Sea adheres to, and this EOP complies with SEMS, NIMS, and ICS guidelines.

National Response Framework (NRF)

The National Response Framework (NRF) is based upon the premise that incidents are handled at the lowest jurisdictional level. In the vast majority of incidents, state and local resources and interstate mutual aid will provide the first line of emergency response and incident management support. When state resources and capabilities are overwhelmed, Governors may request federal assistance. The NRF provides the framework for federal interaction with state, local, tribal, private sector and non-governmental entities in the context of domestic incident management to ensure timely and effective federal support.

The NRF is the core operational plan for national incident management, and establishes national-level coordinating structures, processes, and protocols that will be incorporated into certain existing federal interagency incident or hazard-specific plans. The NRF does not alter or impede the ability of first responders to carry out their specific authorities or perform their responsibilities.

The NRF and the National Incident Management System (NIMS) are designed to work in tandem to improve the Nation’s incident management capabilities and overall efficiency. Use of NIMS enables local, state, tribal, and federal governments and private-sector and non-governmental organizations (NGOs) to work together effectively and efficiently to prevent, prepare for, respond to, and recover from actual or potential domestic incidents regardless of cause, size, or complexity.

National Incident Management System (NIMS)

NIMS offers a comprehensive approach to incident management for all hazards, integrating best practices into a consistent nationwide method. This applies at all levels and across disciplines.

The system includes five main components: preparedness; communications and information management; resource management; command and management; and ongoing support technologies.

Standardized Emergency Management System (SEMS)

Use of the Standardized Emergency Management System (SEMS) is required by California Government Code Section 8607(a) for managing response to multi-agency and multi-jurisdiction incidents in California. SEMS incorporates the use of the Incident Command System (ICS), the California Master Mutual Aid Agreement, the Operational Area Concept, and multi-agency coordination. Local governments must use SEMS to be eligible for reimbursement of their response-related personnel costs under state disaster assistance programs.

Incident Command System (ICS)

The Incident Command System (ICS) is a key part of SEMS and NIMS, providing a standardized approach to on-scene emergency management. It creates an integrated structure that adapts to the complexity of single or multiple incidents without jurisdictional limits. ICS manages facilities, equipment, personnel, procedures, and communications through a unified organizational structure and standard procedures, as outlined in the ICS Field Operations Guide (ICS 420-1).

Integrating Federal, State, and local Systems

Taken together the NRF, NIMS, SEMS, ICS, and this Emergency Operations Plan (EOP) integrate the capabilities and resources of various governmental jurisdictions, incident management and emergency response disciplines, non-governmental organizations (NGOs), and the private sector into a cohesive, coordinated, and seamless national framework for domestic incident management. It should be understood that field level emergency responders, Emergency Operations Center (EOC) staff, department executives, elected officials, and public information officers all have a vital role in successful comprehensive incident management and make up the Incident Management Enterprise.

Operational Area Membership

The Operational Area is defined by the Emergency Services Act as an intermediate level of the state emergency services organization consisting of a county and all political subdivisions within the county area. Political subdivisions include cities, a city and county, counties, districts, or other local governmental agency, or public agency authorized by law.
The lead agency of the operational area is responsible for:

- Coordinating information, resources and priorities among the local governments within the operational area.
- Coordinating information, resources and priorities between the regional level and the local government level.
- Using multi-agency or inter-agency coordination to facilitate decisions for overall operational area level emergency response activities.

The City of Carmel-by-the-Sea is a participant in the Monterey County Operational Area Authority, established to meet the requirements of SEMS. Depending on the type of disaster or major emergency, the City may have resources allocated at the Local and Field Levels of the NIMS/SEMS organizational structure. The City follows the doctrines and protocols set by the Monterey County Operational Area.

Period of Self-Sufficiency

The concept of self-sufficiency in disasters underscores the necessity for municipalities to be adequately prepared and capable of independently managing emergencies without external aid. This entails assuming responsibility for individual preparedness and promoting the preparedness initiatives among community members. Accordingly, the City of Carmel-by-the-Sea and its community partners strive to assist our residents and businesses in stockpiling supplies, preparing disaster kits, planning for evacuations, and obtaining first aid training. The active participation of citizens in response efforts is essential for mitigating health impacts and enhancing the overall resilience of our community.

During an emergency or disaster, Carmel-by-the-Sea may need to be self-sufficient before external aid and resources become available. The following general planning assumptions will guide the execution of this plan.

- Fire, law, and emergency medical mutual aid resources requested using the protocols established by the Monterey County Fire Chiefs Association, the Monterey County Chief Law Enforcement Officers Association, and the Monterey County Emergency Medical Services Agency are usually received within one hour of the request in case of a major localized emergency affecting the City. In the event of an Operational Area-wide major emergency or disaster where law and fire resources are committed, a longer response time is likely.
- Aid or resources requested from the Monterey County Operational Area should not be expected within the first twenty-four hours after the event begins. The City should plan to be self-sufficient during this time.
- Aid or resources from the Coastal Region, California Governor's Office of Emergency Services (CalOES), may not be available for the first forty-eight hours after the event begins.
- Aid or resources from the California Governor's Office of Emergency Services (CalOES) and/or the California National Guard may not be available for the first forty-eight to seventy-two hours after the event begins.
- Aid or resources from federal sources, including the Federal Emergency Management Agency (FEMA), may not be available for the first seventy-two to ninety-six hours following the start of the event.
- After an event like an earthquake or wildfire, Carmel-by-the-Sea will need to cover the costs for debris removal, life-saving emergency protective measures, and restoring public infrastructure. FEMA may take several weeks before the reimbursement process can be initiated.

Disaster Management Cycle

The Disaster Management Cycle is a framework that delineates the phases of a disaster. This framework is employed by the City of Carmel-by-the-Sea emergency management organization to prepare for and respond to diverse types of disasters, including natural, technological, and human-made events. It enables professionals to identify potential hazards, evaluate risks, and formulate plans for prevention, mitigation, and response.



Emergency management functions are grouped into the four phases of prevention/mitigation, preparedness, response, and recovery. The grouping of emergency management functions is useful for classifying and conceptualizing activities. While useful for targeting efforts and resources, the phases of emergency management are not distinct - activities in each phase often overlap with other phases. For example, recovery projects often include elements of mitigation (i.e., rebuilding structures using current building codes) and response often includes recovery measures (i.e., immediate debris removal). The phases are also cyclical in nature- lessons learned from an incident are applied in preparedness efforts for future emergencies and major disasters. The following sections provide examples of the types of activities that take place in each phase.

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.

Mitigation: Mitigation activities aim to reduce the likelihood of disaster occurrence or minimize the impact of inevitable disasters. These measures include building codes, updated vulnerability analyses, zoning, and land use management, building use regulations and safety standards, preventive health care, and public education initiatives. The activities are designed to reduce or eliminate risks to individuals or property or to lessen the effects or consequences of an incident. Mitigation measures may be implemented before, during, or after an incident. These measures are often informed by lessons learned from previous incidents.

Preparedness: Preparedness activities are conducted prior to an emergency to develop operational capabilities, implement protective measures, and enhance effective disaster responses. These activities may include emergency and disaster planning, training exercises, and public education. Citizen groups, such as Carmel Prepares, Carmel Residents Association, and Carmel Cares, collaborate with the City of Carmel-by-the-Sea, the Carmel Library, and the Community Emergency Response Team (CERT) to equip our community with the necessary tools, knowledge, and support to remain safe and resilient. Citizen preparedness activities are critical components of this phase and significantly contribute to a community's ability to effectively respond to emergencies.

Response: Activities that address the short-term, direct effects of an incident. Response includes immediate actions to save lives, protect property, and meet basic human needs. Response also includes the execution of emergency operations plans and of mitigation activities designed to limit the loss of life, personal injury, property damage, and other unfavorable outcomes.

The response phase can be further broken down into three types of response—pre-emergency, immediate, and on-going emergency responses.

a) **Pre-Emergency Response (or Crisis Response)** If warning mechanisms exist for a particular hazard, then response actions to emphasize protection of life, property, and environment can be anticipated. Typical pre-emergency and crisis response actions may include:
   - Alerting to necessary agencies, placing critical resources on standby.
   - Warning threatened populations of the emergency and appraising them of safety measures to be implemented.
   - Evacuation of threatened populations to safe areas.
   - Identifying the need for mutual aid.
   - Proclamation of a Local Emergency by local authorities.

b) **Immediate Emergency Response.** During this phase, emphasis is placed on saving lives and property, attempting to establish and maintain control of the situation, and minimizing effects of the disaster. Immediate response is accomplished within the affected area by local government agencies and segments of the private sector. The primary activities are on-scene by first or early responders.

c) **On-Going (or Sustained) Emergency Response.** In addition to continuing preservation of life and property operations, mass care, relocation, public information, situation analysis, status and damage assessment operations may be initiated. Ongoing response usually involves many organizations and the activation of the City of Carmel-by-the-Sea Emergency Operations Center (EOC).

Recovery: At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. Recovery includes both short-term activities intended to return vital life-support systems to operation, and long-term activities designed to return infrastructure systems to pre-disaster conditions. The recovery phase may also include cost recovery activities. The recovery stage focuses on restoring the affected community to a state of normalcy. The major objectives of the recovery period include:

- Reinstatement of family and community integrity.
- Provision of essential public services.
- Restoration of private and public property.
- Identification of residual hazards.
- Preliminary plans to mitigate future hazards.
- Recovery of costs associated with response and recovery efforts.
- Coordination of state and federal public and individual assistance.

Recovery efforts involve collaboration among various stakeholders, referred to as the "whole community" in the National Preparedness Goal and Presidential Policy Directive 8: National Preparedness. The whole community encompasses individuals and families, including those with access and functional needs; businesses; faith-based and community organizations; non-profit groups; schools; media outlets; and all levels of government, including state, local, and federal partners, in emergency preparedness and management.

At the core of recovery operations is the preparedness and planning implemented by the City of Carmel-by-the-Sea and its stakeholders. Building reliant, redundant local support networks that include both private, public, and volunteer organizations will ensure that those partnerships and relationships will work effectively for greater long-term stability of our City.

The National Disaster Recovery Reform Act (2018) The Disaster Recovery Reform Act (DRRA), enacted in 2018, aimed to improve federal disaster preparedness, mitigation, and response by amending the Robert T. Stafford Disaster Relief and Emergency Assistance Act (Stafford Act). The DRRA introduced new funding streams, increased FEMA's accountability, and incentivized communities to build and rebuild more resiliently. The DRRA provides federal guidance in how best to restore, redevelop and revitalize the social, economic, natural, and environmental components of communities.

The Disaster Recovery Reform Act:

- Recognizes the benefits of taking action before a catastrophe occurs, and reforms FEMA and the Stafford Act by ensuring that a percentage of assistance provided in the wake of disasters is invested in pre-disaster hazard mitigation so that states, tribal, and local governments can pre-empt the damage and distress that results from disasters.
- Clarifies what may be eligible for mitigation funding, making sure investments are cost effective and reduce risk.
- Speeds recovery by creating efficiencies in FEMA's programs such as getting structures inspected faster.
- Clarifies federal programs to help expedite assistance for recipients of FEMA aid, resolve issues quickly, and rebuild more efficiently.
- Provides more flexibility in meeting disaster survivors' housing needs.
- Simplifies federal requirements for individuals and state and local governments.
- Helps communities meet the needs of pets in disasters.
- Increases transparency and oversight in the disaster assistance process.

The City of Carmel-by-the-Sea is dedicated to implementing all aspects of the Emergency Management Cycle and enhancing resilience through state and federal assistance programs during significant disasters affecting the City. Further details regarding the recovery phases are available on page 81 of this Emergency Operations Plan.

Organization and Assignment of Responsibilities

The Standardized Emergency Management System (SEMS) classifies five organizational levels: state, regional, operational area, local government, and field response level. Each of these levels is activated as needed in a modular component network style.

State Level (CalOES) The state level of SEMS prioritizes tasks, coordinates state resources for regional requests, and manages mutual aid among regions. It connects the state and federal response systems, requests assistance from other states, and coordinates with FEMA for federal help. The state level operates from the State Operations Center (SOC).

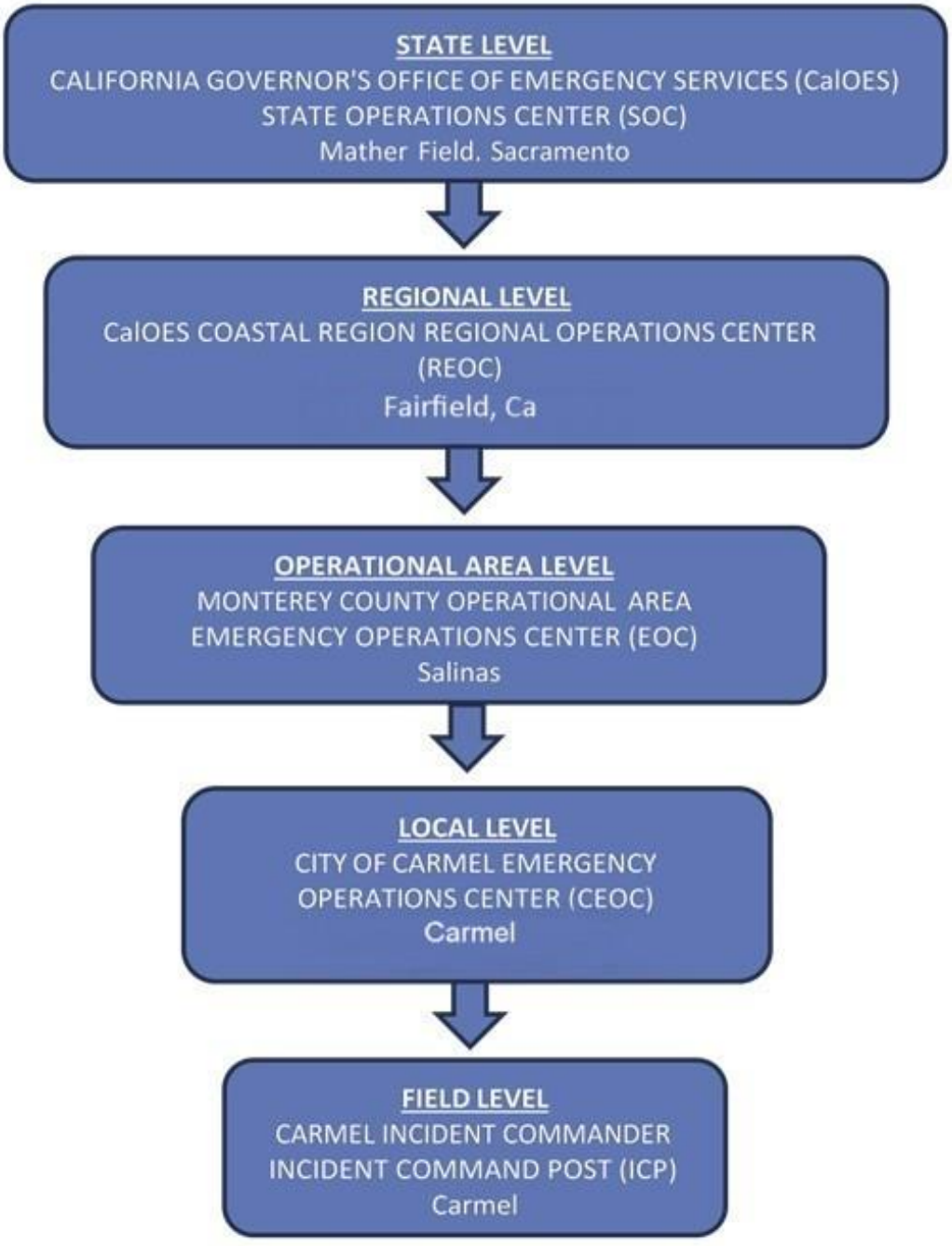
Regional Level (REOC) Operating from the Regional Emergency Operations Center (REOC), the regional level coordinates information and resources among operational areas within a mutual aid region, as well as with the state level. It also manages state agency support for emergency response within the region. California is divided into three administrative regions by Cal OES: Inland, Coastal, and Southern. Carmel-by-the-Sea is in the Coastal Region.

Operational Area (OA) The operational area encompasses Monterey County boundaries and all political subdivisions within it, 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. In accordance with state statute the OA was organized in 1995 with a cooperative agreement (Monterey County Resolution No. 95-480) between the County and all incorporated cities, special districts, and public non-profit corporations desiring to participate in the Operational Area Authority.

Local Level – Carmel-by-the-Sea Emergency Operations Center (EOC) The Emergency Operations Center for the City of Carmel-by-the-Sea, previously located in the basement of the Police Station, has been relocated as of May 2025 to [redacted]While it is not a "turnkey" operations center, each section within the Incident Command structure is represented, with supplies stored at the facility for rapid deployment.

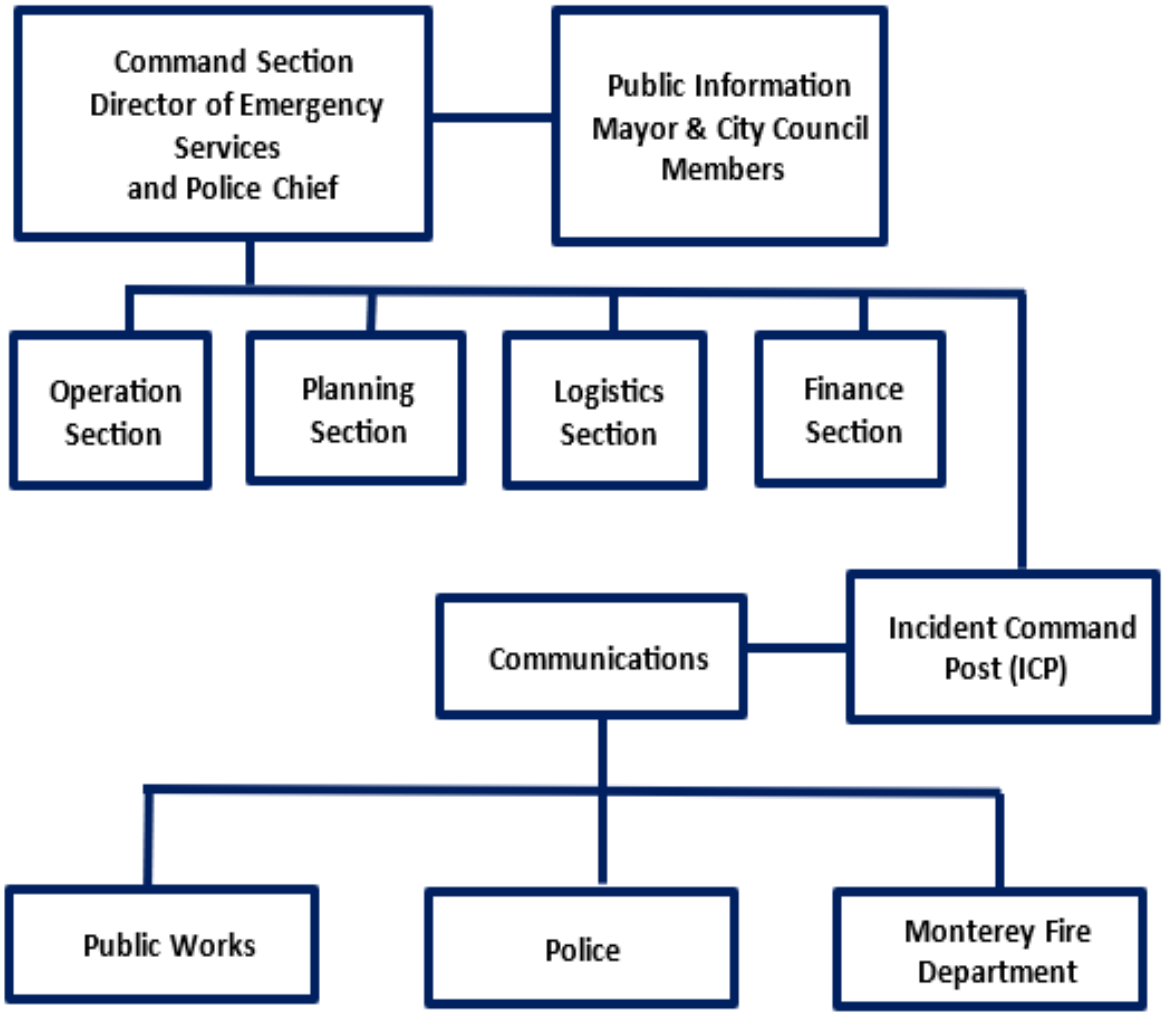
Field Level (ICP) A field-level incident command post (ICP) is the physical location in the field where tactical-level on-scene incident command functions are carried out. It serves as the location for all ground operations, with the Incident Commander and their team executing strategic directives from the Emergency Operations Center (EOC) and overseeing the incident at a tactical level. The ICP is usually situated near the incident site and is central to directing and controlling on-scene response activities. ICPs are activated for incidents requiring immediate, on-the-ground management, such as fires, hazardous material spills, and localized emergencies.

NIMS/SEMS Organizational Structure Diagram



(NIMS) Organizational Chart

The following NIMS/SEMS Organizational Structure Diagram is applicable to the City:



Carmel Emergency Operations Center (EOC) Structure and Policies

The structure of the City of Carmel-by-the-Sea Emergency Operations Center (EOC) is derived from the Incident Command System. The design and organization of the EOC allows for the centralized management of all operational and support components, permitting maximum use of available resources with a framework of supporting strategies and response objectives. The primary purpose of establishing and operating an EOC is to provide a centralized location for the effective management of all emergency response operations. Specifically, the establishment and activation of the EOC facilitates the following activities:

- Unity of command.
- Centralized decision making and command authority.
- Centralized coordination of all emergency functions.
- Centralized management of public information.
- Centralized warning dissemination.
- Centralized resource application.
- Centralized resource support and procurement.
- Information sharing.
- Limited resource management.
- Support of field response operations.
- Receive and disseminate warning information.
- Collect intelligence from, and disseminate information to the various EOC representatives, and, as appropriate, to county, cities/towns, special districts, state, and federal agencies.
- Prepare intelligence/information summaries, situation reports, operational reports, and other reports as needed.
- Maintain general and specific maps, information display boards, and other data pertaining to emergency operations and situational awareness.
- Ensure continuity of government priorities, objectives, and actions are taken.
- Analysis and evaluation of all data pertaining to emergency operations.
- Maintain contact and coordination with local Departmental Operating Centers (DOCs), other local jurisdiction EOCs, and Monterey County Operational Area EOC.
- Provide emergency information and instructions to the public, making official releases to the news media and the scheduling of press conferences, as necessary.
- Develop emergency policies and procedures in collaboration with senior policy advisory executives.

EOC Information Flow

Information flow within the EOC and NIMS/SEMS is standardized. Vertically, it moves between Section Leaders, their personnel and the Emergency Services Director. Horizontally, it flows between Section Chiefs and their personnel.

NIMS/SEMS Information Flow

Information flow within NIMS/SEMS is vertical. The EOC communicates with the Operational Area EOC, which in turn coordinates with the Regional EOC and the State Operational Center. Horizontal coordination between levels is also encouraged. For example, the City of Carmel-by-the-Sea EOC may directly coordinate with the City of Pacific Grove or Monterey EOCs during a shared emergency.

Internal and External EOC Communications

The primary communication tool in the EOC will be landline, cell phones and Incident Management software such as WebEOC or Microsoft Teams©. Each station in the EOC will be equipped with laptops to access their respective incident management files in order to collaborate with other Incident Management Team members and the Monterey County OA.

Incident Management Team (IMT)

The City of Carmel-by-the-Sea Incident Management Team (IMT) supports the management of major incidents within the City of Carmel-by-the-Sea's jurisdiction that require a substantial number of department personnel and/or resources. These incidents can extend into multiple operational periods (12 hours or more) and require a written Incident Action Plan (IAP).

The Incident Management Team (IMT) is composed of trained city employees and volunteers who manage and respond to significant incidents or emergencies. The IMT staffs the Emergency Operations Center to oversee incident management for large-scale or complex situations, and provide guidance, command, control, and coordination for major incidents that cannot be addressed solely at the Incident Command Post or ones that may escalate to a Level 2 or Level 1 situation.

Members of the Incident Management Team (IMT) undertake incident management responsibilities alongside their regular employment duties. Position descriptions and checklists for IMT members (Section Two of this Emergency Operations Plan) are accessible at the Emergency Operations Center once the IMT member reports to their respective duty station.

Mayor and City Council: The Mayor and City Council set the overall policies for emergency management and support the Director of Emergency Services in the execution of their duties. The Mayor and City Council can also serve as an effective means of communication between Carmel-by-the-Sea residents and the IMT. Generally speaking, the political body of the City is an extension of the IMT without having to be in the Emergency Operations Center. The Mayor and Council receive situations status reports from the Director of Emergency Services located in the Command Section of the EOC.

Director of Emergency Services: This role collaborates with the Mayor and City Council to ensure emergency and disaster declarations are properly enacted and documented. The Chief of Police, in the capacity of Assistant Director of Emergency Services, will assign trained and qualified staff to Incident Management Team (IMT) positions as required.

Command Section: The Command Section of the Carmel-by-the-Sea Emergency Operations Center is charged with the overall management of any disaster response and recovery operations for the City of Carmel-by-the-Sea. The Director of Emergency Services (City Administrator) or the Assistant Director of Emergency Services (Chief of Police) lead the Command Section and the IMT. Specific section responsibilities include:

- Establish the appropriate staffing level for the IMT and continuously monitor organizational effectiveness ensuring that appropriate modifications are undertaken as required.
- Exercise overall management responsibility for the coordination between all departments and responders within the City. Ensure that all City agency actions are accomplished within the priorities established.
- Ensure that inter-departmental coordination is accomplished effectively within the EOC and the City.
- Conduct inter-agency liaison and coordination to ensure effective exchange of information and continuity of effort.
- During the course of an EOC activation, conduct regular, periodic meetings with all section chiefs and City supervisors to ensure continuity of internal communications, cohesion of purpose, and achievement of goals and objectives.
- Approve the Incident Action Plan and ensure it is current.

Public Information Officer: The Public Information Officer coordinates the origination and dissemination of all public information for the City. Specific responsibilities include:

- Ensures that the media and the public within the affected area receive complete, accurate, timely, and consistent information about life procedures, public health advisories, relief and assistance programs, and other vital information.
- Coordinates media releases with the Monterey County Operational Area Public Information Officer and other Public Information Officers representing other affected nearby or local jurisdictions and/or agencies.
- Organizes press conferences in conjunction with the Director.
- A designated Public Information Officer will command this section with the assistance of other staff as needed to gather and disseminate essential information.

Operations Section: The section is responsible for coordinating response and recovery operations. Specific section responsibilities include:

- Coordinate field operations directly or through a designated Incident Commander.
- Ensure that operational objectives and assignments identified in the Incident Action Plan are carried out effectively.
- Establish the appropriate level of unit organizations within the Operations Section, continuously monitoring the effectiveness and modifying accordingly, and coordinating all efforts.
- Ensure that the Planning Section is provided with Situation Status Reports on a continuous basis.
- Conduct periodic operations briefings for the IMT as required or requested.

Planning/Intelligence Section: The section is responsible for all operational, strategic, and demobilization planning, disaster intelligence collection, assessment, and processing, report preparation, and incident documentation. Specific section responsibilities include:

- Develops the Incident Action Plan.
- Coordinates with the Monterey County Operational Area EOC Planning Section to ensure that the Operational Area has a clear picture of the situation affecting the City.
- Analyzes all disaster intelligence, assesses the impact on the City, and disseminates this information to all EOC Sections.
- Coordinates the inspection of public and private properties to develop a comprehensive damage assessment.

Logistics Section: The Logistics Section is responsible for establishment and management of the logistics efforts, including providing logistical information to the Director; managing and coordinating the provision, allocation and use of essential resources and services to support emergency operations; and participating in the development of the Action Plan. Specific Section responsibilities include:

- Coordinates the procurement and distribution of disaster supplies and equipment.
- Maintains an accurate inventory of supplies and equipment available to the City.
- Coordinates the assignment and employment of City personnel and emergent volunteers.
- Coordinates the use of facilities needed during a major emergency or disaster.
- Coordinates the procurement and assignment of transportation assets.
- Coordinates the activation and operations of Temporary Assistance Centers (TAC) and public shelters.
- Coordinates the procurement and distribution of foodstuffs and beverages, and other supplies to members of the EOC Staff, disaster service workers, and shelters.

Finance/Administration Section: The Finance/Administration Section is responsible for providing, monitoring, and analyzing all elements of direct financial and administrative support to the EOC Staff. Specific Section responsibilities include:

- Establishes processes to record, track, and analyze the hours worked by all personnel during a major emergency or disaster.
- Manages compensation and claims arising from a major emergency or disaster.
- Tracks costs associated with the activation of the EOC, and ensures cost effectiveness and efficient utilization of all resources.
- Provides direct administrative support to the EOC Staff.

Incident Command Post (ICP)

The Incident Command Post is the primary location for on-scene incident command and management. Staff at the ICP typically includes the Incident Commander, Fire Department Battalion Chief, or other City personnel in order to make the best use of available staff resources.

As mentioned previously in this plan the ICP is typically located at or near the incident site and is the center for management of on-scene and tactical operations. Planning and communications could also be coordinated from this location. Although a less desirable option, incident command can also be located off-site (City offices or Police Department) if there is a need for technical resources not available at the incident scene, or there needs to be coordination of incoming assets and resources prior to escalating to a Level 2 or Level 1 event.

This plan assumes that most emergency responses will be tactical. Its goal is to maintain the Incident Commander's (IC) operational flexibility and command authority without hindrance. Therefore, tactical protocols for fire services, law enforcement, and emergency medical providers will take precedence.

Operational Period and Sustained Staffing

The EOC Staff must support 24-hour operations as needed. Two Incident Management Teams (IMT1) and (IMT2) will be formed. The IMT1 handles activation, while the IMT2 may rest and report for duty 12 hours later. Each team usually works 12-hour shifts, adjusted by the Emergency Services Director based on needs.

Section and Positional Staffing

Approximately twenty-five EOC Staff positions are included in the City of Carmel-by-the-Sea Emergency Operations Center Functional Organizational Diagram. Ideally, the City would have the resources to fill all positions during activation. However, without significant increase, the City will have only sufficient resources to activate key staff positions. The EOC staff duties and functional checklists are included for all positions in Section Two of this Plan. The duties of any unfilled positions will be the responsibility of the next highest filled position within the organization.

Emergency Operations Center Activation Criteria – Should the EOC be activated?

This decision must be based on the emergency event or situation. Key factors that normally trigger the Emergency Operations Center (EOC) activation include:

- Emergency response resources beyond the City's capabilities are required.
- An emergency of a long duration (12 hours or longer).
- Coordination of mutual aid resources.
- Major policy decisions must or may be required.
- An emergency proclamation has been issued.
- Activation of the EOC would be advantageous to the successful management of the scale of the emergency or event.

Once the activation level has been determined.

- Decide whether or not to activate the Emergency Operations Plan and Emergency Operations Center or keep command of the incident with an Incident Command Post (ICP) and closely monitor activities for escalation to next level.
- Activate the Emergency Operations Plan and activate the Primary Emergency Operations Center for all **Level 2 and Level 1** events.
- Determine who on City staff is available and trained to assist in the Emergency Operations Center.
- The activation of the Carmel Emergency Operations Center may be either physical or virtual based on the circumstances and available staffing.
- As long as electricity and telecommunications are functioning, virtual activation might be required in situations where getting together physically is not possible, such as when there is severe flooding, or during a pandemic. The IMT can operate by using a conference bridge to communicate with minimal staffing at the actual EOC.
- Notify the City Administrator, Mayor and City Council of the incident following the Initial Assessment and decision to activate the Plan.



Emergency Operations Center (EOC) Activation and Notification

Initial Assessment Team (IAT)

The Initial Assessment Team (IAT) is comprised of senior members of various departments within the City of Carmel-by-the-Sea who meet at the onset of an emergency to discuss how to respond and actions to be taken. Depending on the severity of the incident, it could be handled locally at an Incident Command Post (ICP) or escalated to be handled in the Emergency Operations Center (EOC) assembled by the Incident Management Team (IMT).

Mobilize members of the City of Carmel-by-the-Sea Incident Assessment Team (IAT):

- Director of Office Emergency Services/City Administrator.
- Assistant Director Office of Emergency Services/Police Chief.
- Fire Coordinator/Monterey Fire Department.
- Public Works Director.
- Other stakeholders mobilized depending on the incident.

Conduct an Initial Assessment Meeting

- This meeting can be used to determine whether this Plan and/or EOC activation is required for an incident.
- This meeting can be used to lead into an Incident Action Planning meeting, if the event has predetermined that it is necessary to activate the Emergency Operations Plan and/or the EOC.

Activation

Emergency system activation occurs when the City of Carmel-by-the-Sea Emergency Operations Center is activated to coordinate a response to an manage a large event, major emergency or disaster.

Authority to Activate Emergency Operations Plan and Carmel EOC:

- Director of Emergency Services/City Administrator.
- Assistant Director Office Emergency Services/Police Chief, or designated alternates.

Deactivation

The deactivation of the Emergency Operations Center (EOC) is initiated by the Director of Emergency Services based on the incident status. This process may be carried out either through a gradual reduction in personnel or in a single instance. EOC responders are required to adhere to the relevant deactivation protocols as instructed by the Director of Emergency Services and outlined in the position-specific checklists for the EOC.

Virtual Emergency Operations Center Protocol

Modern technologies enable emergency response personnel to convene electronically rather than in person. This approach is known as a Virtual Emergency Operations Center (VEOC). Utilizing networks, software, and video conferencing, staff members can exchange information that would typically be shared during face-to-face interactions. The following protocol outlines the procedures for Incident Management Team (IMT) meetings that may be conducted virtually if circumstances prevent the establishment of a physical EOC.

If the Emergency Operations Center is operating virtually or if there are key members who are not physically present in the Emergency Operations Center, the IMT will meet at pre-set intervals via a telephone, group chat, or other selected video meeting platform, to manage the incident and share information. This agenda is to be used for calls held after the initial call.

- The Incident Commander is the leader of the call.
- The Public Information Section Chief is the recorder for the meeting. (If the PI Section Chief is not on the call, a recorder should be selected at the beginning of the meeting.)
- Conduct roll call. Participants should identify themselves and specify which function they represent: Operations, Finance, Planning & Intelligence, Logistics, Communications, or Command.
- The Incident Commander will brief the IMT on the current conditions and facts, then answer any questions.
- Each participant will briefly review the actions taken since last call and answer any questions.
- The Incident Commander will ask the group to review the level of incident and reassess the appropriate activation level.
- The IMT will reassess the worst-case scenario.
- The IMT will determine if the incident is being managed effectively enough to turn over the response to the most suitable city department. If this decision is made, the IMT will disband unless reactivated by the Incident Commander. If the IMT remains active, the remainder of this agenda will be followed.
- The IMT will develop objectives, prioritize response requirements, and assign specific tasks to be completed. The Planning Chief (or the designated recorder) will write the Incident Action Plan, provide to the IMT via email or other means.
- The team will set the operational period (time for the next meeting).
- This process repeats until the issue is resolved and/or the team stands down.

Level of Activation

Activation Levels -- General

Activation levels for emergency and disaster response in the City of Carmel-by-the-Sea are consistent with those of the Monterey County Department of Emergency Management. The Emergency Services Director or Assistant Director will determine activation levels based on specific criteria. Unnecessary positions can be deactivated, while critical positions can be reinforced as needed. The activation level is determined by the magnitude of the emergency. EOC staffing should align with organizational requirements. **Level 1 activation represents the highest level of activation.**

LEVEL 3 –MINIMUM LEVEL (MONITORING)

Level 3 is used for:

- A minor but serious incident that has occurred may require additional coordination of information and resources beyond the field level.
- Often used during the Increased Readiness Phase to prepare for a potential emergency such as an incoming storm.
- Situations which require additional but minimal coordination are needed to support a minor incident or large city function/event.

During a minimal or Level 3 activation:

- The Incident Assessment Team is notified that there is an incident that is being handled in the City by on-duty personnel which may escalate, however it is at an Incident Command Post (ICP) Level at this time.

LEVEL 2 – MODERATE LEVEL (PARTIAL ACTIVATION)

Level 2 is moderate or partial activation. This level is used for:

- Emergencies or planned events that require more than a minimum of staff but would not call for full activation of all organization elements in the EOC.
- Coordination at the incident, Incident Command Post (ICP) or city level is inadequate to address the situation.
- There is a necessary increase from Level 3 Activation.
- There is a need for additional staff to respond to EOC.
- A physical EOC setup is required to better manage the incident.

During a moderate or Level 2 activation:

- One person may fulfill more than one SEMS function.
- SEMS organizational elements will be filled as needed.
- EOC may or may not be activated 24/7.
- Emergency proclamations are likely.

Level 2 staffing should include:

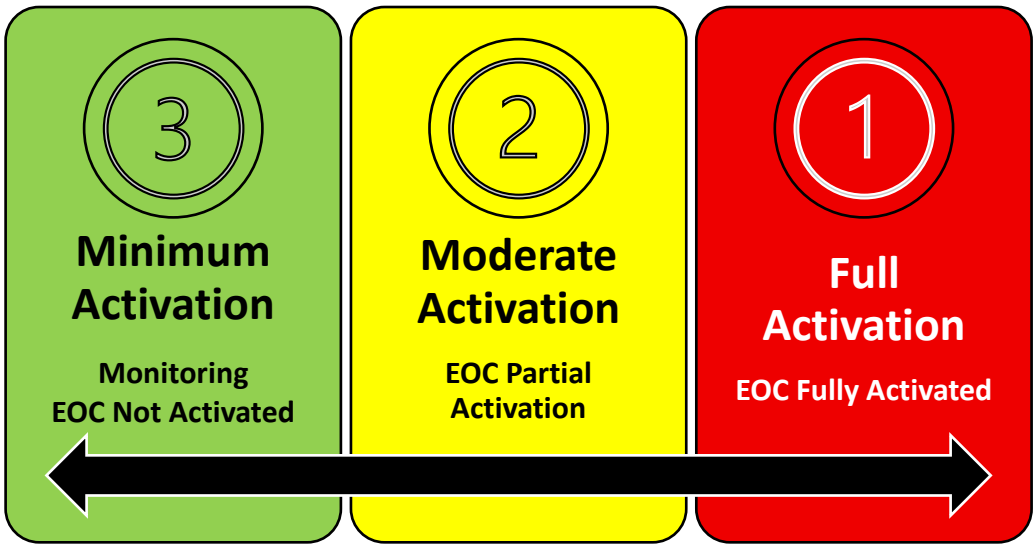
- Command staff, City Administrator and Director of Public Safety/Police Chief.
- General staff, Section Chiefs and additional staff for positions filled as needed.

LEVEL 1 – MAXIMUM LEVEL (FULL ACTIVATION)

Level 1 is a maximum or full activation of the Emergency Operations Center (EOC)
This level is used for:

- Emergency situation(s) is of such magnitude that coordination of the response at the scene(s), Incident Command Post (ICP) or another location is not possible.
- Full multi-agency response coordination is essential.
- The incident draws heavy media attention.
- Requires substantial mutual aid resource coordination.
- During a maximum or full activation:
    - EOC is active 24/7.
    - Full activation of the EOC including full staffing of SEMS organizational units, agency representatives, etc.
    - Emergency proclamations are likely.

With the activation of a Level 1 an incident has occurred that requires a coordinated response of all levels of government and emergency services to save lives and protect property. In a Level 1 activation, the Monterey County Department of Emergency Services notifies the City of Carmel-by-the-Sea IMT of the need for EOC operations; monitors the situation; provides support to field operations; and provides information and Situation Reports (SITREPS) to the IMT.



EOC Functional Plans and Reports

Incident Action Plan (IAP)

The IAP is a written plan that defines the incident objectives and reflects the tactics necessary to manage an incident during an operational period. The EOC staff will formulate an Incident Action Plan (IAP) within two hours of activation. This plan will delineate all goals and objectives to be undertaken during the initial operational period by the primary Incident Management Team (IMT1). Before transitioning to the relief Incident Management Team (IMT2), the Incident Action Plan will be revised to reflect the current circumstances and include the objectives and goals for the second operational period by IMT2. This procedure will continue in succession until the deactivation of the EOC.

In the Incident Action Planning meeting, a briefing is conducted, objectives are set, and the operational period is defined. The IAT meeting is initiated with a status update and additional IAT meetings are conducted after each operational period ends. Preparation of the IAP will be the responsibility of the Planning Section Chief, assisted by the other Section Chiefs. Essential elements in any Incident Action Plan include:

- **Strategic objectives.** Answer the question, "What are we expected to achieve?" Think of this as a to-do list. Objectives should be high level, prioritized, and consistent with City policy and state law.
- **Assignments to accomplish the objectives.** Answer the question, "Who will do what, when, and where?" Assignments include staff assignments necessary to perform the required functions to meet the objectives.
- **Operational period.** Determine the operational period (when the next meeting will occur). If the situation is quite intense, the first operational period may be short – one to two hours. Objectives are written for this time frame, and a briefing occurs at the conclusion of the operational period.

Objectives will focus on seven key areas:

1) People.
2) Facilities and infrastructure.
3) Power and Information technology (IT).
4) Mission-critical functions at risk.
5) Communications.
6) Finance.
7) Answering the question: What do you need from senior city staff? Are there strategic policy issues for the City Administrator, Mayor or Council to address? Are there specific jobs you can ask city staff to do?

The objectives should be written using strong action verbs.

- Action verbs are observable and better communicate the intent of what is to be attempted. Use words such as *plan, write, conduct, produce, apply, revise, contrast, install, select, assemble, compare, investigate, develop, etc*.

Objectives should be written using the SMART guideline:

- **S**pecific – Is the objective **S**pecific, with a key result?
- **M**easurable – Can you **M**easure whether you are meeting the objective or not?
- **A**chievable – Are you able to **A**chieve the objective?
- **R**ealistic – Is it **R**ealistic to achieve the objective?
- **T**ime – Is there an identified **T**ime for the objective?

The plan should be written in simple, understandable terms, utilizing bullet point construction. All objectives pertinent to the current emergency situation should be addressed.

IAP Periodicity: Personnel managing the incident develop an Incident Action Plan (IAP) for each operational period. The IAP is the vehicle by which leaders on an incident communicate their expectations and provide clear guidance to those managing the incident. The plan can be modified and/or updated as deemed necessary during the operational period to address emergent factors and considerations, changes in priorities, or other issues as needed.

IAP Distribution: The Incident Action Plan (IAP) will be disseminated to all members of the Emergency Operations Center (EOC) staff. Further distribution will be at the discretion of the Emergency Services Director. Internal networks, email, and other electronic delivery methods will be primarily employed for distribution.

Initial Damage Estimate (IDE): An Initial Damage Estimate will be submitted to the Monterey County Operational Area EOC upon the assessment of damages within the City. Follow-up reports will be submitted as necessary to update the overall situation.

- **IDE Periodicity:** A good rule-of-thumb is to create an updated IDE whenever significant changes occur.
- **IDE Distribution:** The IDE will be distributed to the Monterey County Operational Area EOC and all members of the EOC Staff via email or a shared Incident Management Software such as WebEOC or Microsoft Teams©. Copies of the IDE will be disseminated to the Mayor and City Council by whatever means they designate.

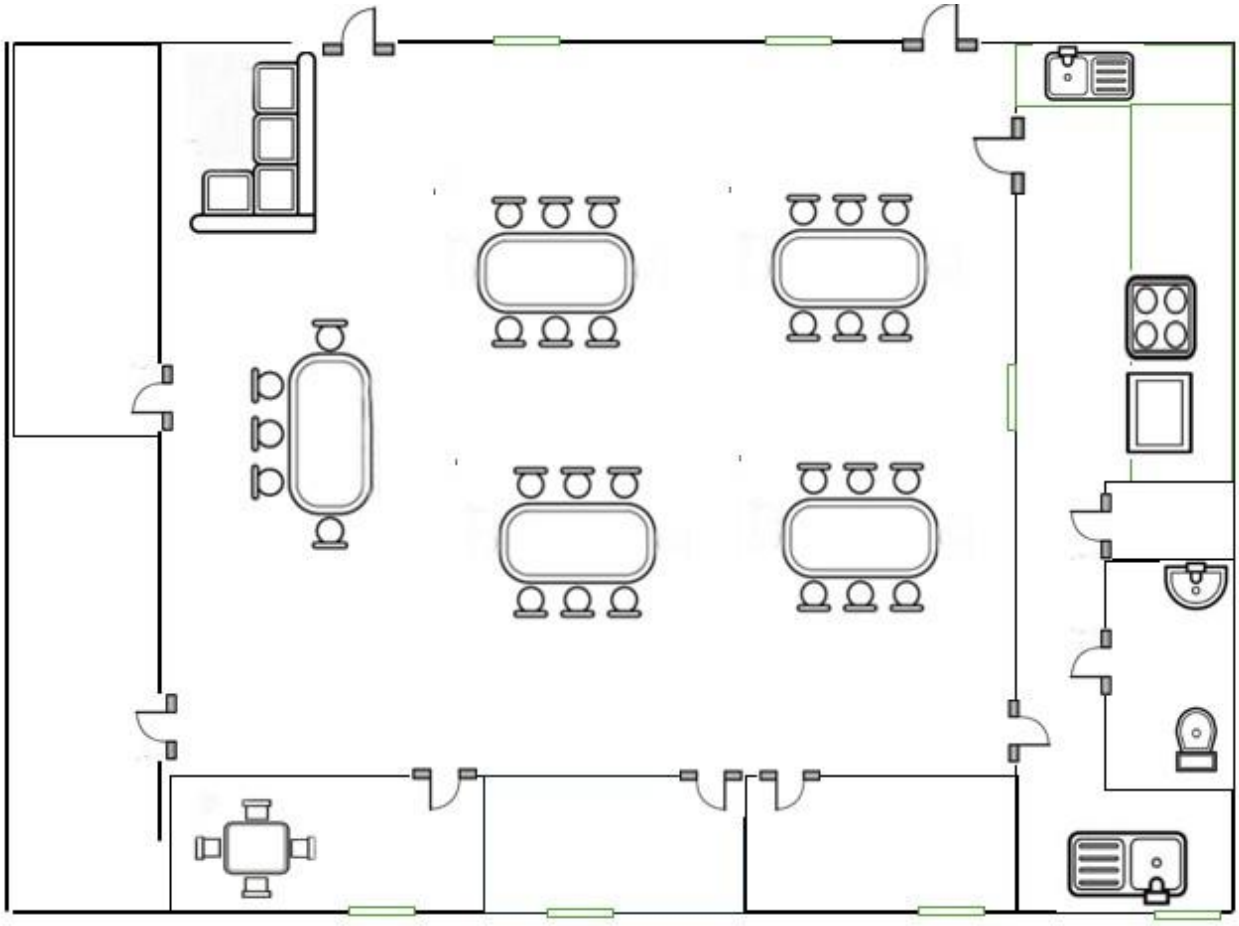
Situation Report (SITREP): A Situation Report will be submitted to the Monterey County Operational Area EOC on a periodic basis or upon request after the commencement of the EOC activation. The SITREP should contain sufficient detail to enable the upper levels of the emergency management structure to gain a full picture of the status of the City and of ongoing emergency response actions.

- **SITREP Periodicity:** A good rule-of-thumb is to create an updated SITREP whenever significant changes occur.
- **SITREP Distribution:** The SITREP will be distributed to the Monterey County Operational Area EOC and all members of the EOC Staff via email or a shared Incident Management Software such as WebEOC or Microsoft Teams©. Copies of the SITREP will be disseminated to the Mayor and City Council by whatever means they designate.

Emergency Operations Center (EOC) and Support Facilities Locations

The City of Carmel-by-the-Sea has established a flexible EOC system using multi-use facilities. This relies on the City's ability to promptly activate primary, alternate, and backup sites. In doing so the City assesses the physical features of primary and alternate EOC facilities, including site, structure, accessibility, and capacity.

- **Primary EOC:** The primary EOC is situated [redacted] This location is accessible within the guidelines of the Americans with Disabilities Act (ADA), contains sufficient electrical and network outlets, and has approximately seven hundred square feet of conference workspace, three individual office spaces, portable tables, a whiteboard, a screen, kitchen facilities, and a restroom. EOC section supplies are stored in an adjacent storage room. An emergency generator is on site to provide backup power if needed.



Prospective Layout of Primary Emergency Operations Center

- **Alternate EOC:** If the primary EOC cannot be used, the Alternate EOC can be established at the Carmel-by-the-Sea Fire Station on Sixth Avenue between Mission and San Carlos Streets. The Engine Bay and Administrative Office will serve as the EOC, with other areas used if needed. This site has an emergency power generator.



- **Backup EOC:** If the primary and alternate EOCs are inoperable, the Emergency Services Director will set up a Backup or Field EOC. The Public Works Department Offices at Junipero Street and Fourth Avenue are likely to be used, but other commercial, school, or temporary facilities may be options. These facilities may lack emergency power generators; however portable generators can be provided by Public Works personnel.

- **Virtual EOC:** If a catastrophic emergency or disaster makes the above locations unavailable or inoperable, the Emergency Services Director will choose the site for the EOC, or work virtually with the Incident Management Team.

Incident Command Logs, Forms and Documentation: All FEMA/Incident Command forms utilized in the Emergency Operations Center (EOC) are accessible through the incident management software used in the EOC and are available at each Section workstation.

Public Safety Answering Point (PSAP): Public Safety Answering Points handle 9-1-1 calls for specific jurisdictions and/or areas. The City operates its own PSAP located in the Police Department and handles 9-1-1 calls originating within the City's boundaries. Law enforcement assets are dispatched directly by dispatchers located in the PSAP, while fire and medical related calls are transferred to Fire Command operated by the Monterey County Emergency Communications Department and located in Salinas for dispatch.

Mobile Public Safety Answering Point (Mobile PSAP): In 2017, the City acquired a Mobile PSAP to ensure continuous Primary PSAP operations if the Police Station becomes unusable. The Mobile PSAP location is determined by the Chief of Police, aiming for seamless transfer of operations. Assistance from AT&T may be required.

The Monterey Fire apparatus and Carmel-by-the-Sea Ambulance staffed by Monterey Fire Department paramedics supporting the City are dispatched by Fire Command. During a major emergency or disaster when the EOC is activated, fire service, law enforcement, public works, and forestry resources are dispatched by members of the EOC Staff or by the PSAP.

- In the event of communications disruption, the Monterey County Emergency Communications Center can assume Carmel-by-the-Sea's PSAP function upon initiation of the transfer switch by the Monterey County Emergency Communications Center.
- Additionally, PSAP has the option to switch incoming calls to the Fire Department and to conduct public safety functions from that facility if required.
- Since the City operates its own PSAP, it is necessary that it be prepared to record and log incoming telephone calls during a major emergency or disaster in order to ensure prompt and effective responsive actions. To accomplish this purpose, the following forms will be utilized:
  1) **All Hazard Incident Report Card** - Used to record all hazard reports during all major emergencies/disasters except storms.
  2) **Storm Incident Report Card** - Used to record all hazard reports during storm related emergencies.
  3) **Phone Message Report Card** - Used to record all telephonic messages during all major emergencies/disasters including storms.
- Forms will be completed with all pertinent information by the Call Taker and routed to the appropriate Section Chief.
- Forms will be serialized and recorded on the appropriate EOC status board. Forms on which action has been completed will be filed and retained.

Temporary Assistance Center (TAC): The Harrison Memorial Library, located on the corner of Ocean Ave. and Lincoln St. and/or the Park Branch Library, located at the corner of Mission St. and 6th Ave., serve as Temporary Assistance Centers (TAC) for Carmel-by-the-Sea. These public facilities act as an evacuation point for evacuees, assess the need for shelter evacuation, provides light snacks and beverages, and share public information about the current situation. Representatives from various agencies staff the TAC including:

- City government/staff.
- Monterey Bay Area Chapter of the American Red Cross (ARC).
- An EOC Assistant Public Information Officer.
- CERT member/volunteer as assigned/available.
- Service Club representatives as available.

General Preparation Responsibilities Applicable to All City Employees

While specific preparation responsibilities can vary by employee role, some general preparedness responsibilities applicable to all city employees:

- Ensure the general emergency preparedness of family and/or dependents.
- Provide family members with the name and contact information of the City's Family Emergency Liaison Coordinator.

Organization and Assignment of Responsibilities

City officials and staff share responsibility for the planning necessary to minimize losses and provide relief from disasters. This shared responsibility includes activities to ensure mitigation, preparedness, response, and recovery. Planning activities should provide for ongoing programs that prevent loss of life and property damage, and establish response and recovery capabilities to restore normalcy to municipal operations within the shortest possible time.

Operational plans will achieve specific objectives related to the goals of emergency planning. The designation of responsibilities is based on the unique capabilities of each City department. The following is the assignment of emergency functions to positions and departments of the City of Carmel-by-the-Sea in addition to their normal duties. The function applies to all parts of the EOP when a specific part is not designated. Each department is responsible for developing and maintaining its own Standard Operating Procedures (SOPs), which must address the responsibilities outlined below.

City Administrator (Emergency Services Director)
Director of Public Safety/Chief of Police (Assistant Emergency Services Director)

The Emergency Service Director plays a crucial role as the chief executive, coordinating emergency response efforts, and ensuring public safety. They are responsible for developing contingency plans, mobilizing resources, and working with other agencies to manage the crisis. Responsibilities include:

- Leads the city's emergency response efforts, often acting as the key advisor to the mayor and council.
- Ensure effective communication and coordination among various city departments, volunteer organizations, and other relevant agencies.
- Facilitates relationships and responsibilities, ensuring that all stakeholders understand their roles and responsibilities during the emergency.
- Oversees the development, implementation, and maintenance of the city's emergency management plan.
- Conduct vulnerability assessments and risk assessments to identify potential hazards and develop mitigation strategies.
- Ensure that city departments have the necessary plans and procedures in place to respond to emergencies.
- Manages disaster response or crisis management activities, including ordering evacuations, opening public shelters, and implementing needs programs.
- Coordinate with county, state, and federal emergency management officials to ensure a coordinated response.
- The city manager plays a role in the recovery process, coordinating needed services, repairing damaged assets, and providing essential services.
- Work to mitigate future risks by reviewing and updating the city's emergency management plan and related procedures.
- Manages the city's budget, including allocating resources for emergency response and recovery efforts.

- Oversee personnel matters, ensuring that city employees are adequately trained and prepared for emergency situations.
- Responsible for activating the Emergency Operations Center (EOC) and managing its operations.
- Verify that all EOC positions are allocated to suitable and qualified staff.
- Brief the Mayor, City Council, Department Directors, and appropriate City employees if there is advance warning of an impending disaster situation.
- Draft a local "Declaration of Local State of Emergency" for the Mayor's signature and for transmission to the Monterey County Operational Area EOC and the California Governor's Office of Emergency Services.
- Coordinate any pre-activation public information press releases and/or warning bulletins with the appropriate department heads.
- Appoint a Family Emergency Liaison Coordinator to act as the contact for City employees' families when workers are deployed or cannot communicate during emergencies or extended operations.

Mayor

The Mayor's primary role is to ensure the safety and well-being of residents. They can declare a local emergency, assume control of the city's response, and take necessary actions to protect the community. This includes coordinating with emergency services, law enforcement, and other relevant authorities, as well as communicating with the public and requesting state or federal assistance if needed. Responsibilities include:

- The authority to issue a declaration of a local emergency.
- Suspending the provision of any City Ordinance prescribing the procedures for conduct of City business if strict compliance with the provision prevents, hinders, or delays necessary actions in coping with the emergency.
- Issuance of orders for evacuation.
- Invoking the provisions of any mutual aid agreement entered into by the City.
- Securing funding for emergencies and emergency management.
- An order requiring any or all business establishments to close and remain closed until further order.
- An order closing to the public any or all public places, including streets, public ways, schools, parks, beaches, and public buildings.

Role of the City Council

City Council members play a crucial role in supporting the city's response, often acting as a liaison between the mayor, city administration, and the public. They can provide policy direction, offer information to the public, and contribute to the recovery efforts. Additionally, the Council may review potential or threatened litigation and provide general direction to the City Administrator in such matters. Responsibilities include:

- Review and approve the declaration of an emergency proclamation and meet regularly to review the emergency situation and determine whether to continue or terminate it.
- Serve as a liaison with other city, county, state, and/or federal government representatives and with public or community organizations.

- Receive information and assistance from the Director of Emergency Services to assist with public information outreach.
- Conduct public meetings to determine public needs and identify current or future city actions related to the disaster.
- Enact legislation to authorize payment for emergency services, approving grants or loans, or levying taxes for disaster recovery.
- Establish executive-level policies and pass important resolutions for the management of the emergency.
- Work as a liaison, in cooperation with the Public Information Officer, to connect with residents and other community groups during the recovery period.
- Participate in recovery and reconstruction decisions, ensuring the needs of the community are addressed. Visit impacted areas, shelters, and other temporary facilities to identify problems and special issues.
- Participate in long-term planning and decision-making related to the rebuilding of infrastructure and the return of essential services.
- Participate in emergency response training as required by state & federal law.

Fire Chief (City of Monterey)

The Fire Chief acts as the operational leader, overseeing and coordinating all fire department activities, including fire suppression, rescue, and emergency medical services. They ensure the safety of both the public and their personnel, manage resources, and collaborate with other emergency services. Additionally, they play a crucial role in establishing incident command and managing the scene. This includes coordinating with other emergency responders like police and ambulance services, and communicating with the public and media. Responsibilities include:

- Oversees all aspects of the fire department, including fire suppression, rescue, and emergency medical services.
- Develop and implement policies, procedures, and training programs to ensure compliance with safety standards.
- Serve as the incident commander during major emergencies, making strategic decisions about how to respond, allocate resources, and coordinate with other responders.
- Coordinate with other agencies and stakeholders to ensure effective resolution.
- Develop procedures for checking the condition of critical City Fire Department facilities and equipment.
- Pre-position resources and equipment as required.

Public Works Director

The Public Works Director plays a crucial role in coordinating and executing infrastructure-related responses, from clearing roads to restoring essential services like water and utilities. They are responsible for assessing damage, developing response plans, and ensuring that public works resources are effectively deployed.

The Public Works Director also works closely with other emergency responders and government agencies to ensure a coordinated and effective response. Responsibilities include:

- Lead the assessment of damage to roads, utilities, and other infrastructure. Coordinate repairs and restoration efforts, working with contractors and utility companies to ensure swift and efficient recovery.
- Organize and oversee debris removal operations, clearing the way for emergency services and residents.
- Works with utility companies to prioritize restoration efforts and ensure that these services are back up and running as quickly as possible.
- Manages traffic flow, clears roads, and bridges, and facilitates access for emergency responders and essential personnel.
- Work with other emergency management agencies, including law enforcement, fire departments, and FEMA, to coordinate disaster response efforts and ensure effective communication with the public.
- Participate in emergency planning and preparedness, ensuring that their department is equipped to respond effectively to future disasters.
- Participate in long-term recovery efforts, working to rebuild infrastructure and address ongoing needs.
- Pre-position resources and equipment as required.
- Maintain cordoning/access limiting equipment as required.
- Develop procedures for initiating:
    - Flood prevention measures including sandbagging.
    - Hazardous waste removal and disposal operations.
    - Request for public works and building inspectors mutual aid response.

Community Planning and Building Inspector

The Community Development Director and Building Inspector play a crucial role in managing and coordinating activities following an emergency. This includes developing and implementing plans for hazard mitigation, managing the department's budget, and working with other agencies to respond to emergencies. They also oversee activities like planning, building inspections, and code enforcement. Responsibilities include:

- Lead and coordinate the Community Development Department's response to emergencies, ensuring that all necessary services and resources are available.
- Implement hazard mitigation plans, including local hazard mitigation plans, community wildfire protection plans, and emergency management plans.
- Manage the department's budget, including allocating resources effectively during emergencies.
- Ensuring public safety by evaluating damaged structures, assessing the potential for collapse or further damage, and determining if buildings are safe for occupancy.
- Work with other government agencies, community organizations, and the public to coordinate emergency response efforts.
- Assess the structural soundness of buildings following an earthquake, fire, flood, or other disasters.

- Look for potential hazards like structural damage, weakened foundations, or compromised electrical or plumbing systems.
- Determine if a building is safe for occupancy, identifying buildings that may need to be evacuated or restricted for safety reasons.
- Issue emergency orders for buildings that pose an immediate threat to life or safety.
- Participate in rapid assessments of damaged buildings in the aftermath of a disaster.
- Conduct more in-depth evaluations of buildings to determine their suitability for occupancy after a disaster.
- Enforce building and zoning codes, which can help prevent future emergencies or mitigate the impact of disasters.
- Participate in educational programs and outreach efforts to raise awareness about disaster preparedness and building safety.
- Coordinate assistance and supplies, and request state or federal assistance if needed.
- Serve as the floodplain manager, responsible for implementing floodplain regulations, updating flood maps, and administering the National Flood Insurance Program.
- Provide oversight for code compliance, ensuring that buildings and developments meet safety standards.

Assistant City Administrator

The Assistant City Administrator plays a vital role in supporting the City Administrator and coordinating city-wide response efforts. This may involve assisting with incident management, coordinating communication with the public and other agencies, and overseeing the execution of emergency plans. Responsibilities include:

- Provide administrative and operational support to the City Administrator, acting as a strategic partner and leader in emergency response efforts.
- Assist with the day-to-day operations of the City, including public safety agencies and the Office of Emergency Management.
- Assist in the administration and implementation of the City's Emergency Operations Plan, serving as a liaison to public safety agency partners.
- Provide communication support for the Mayor and Council, including preparing replies to constituent inquiries on the emergency response efforts.
- Help develop and implement strategic communication plans, including outreach materials and content, to keep the public informed during emergencies.
- Assist with incident management, coordinating with various departments and agencies to ensure a smooth and effective response.
- Assist with developing and coordinating training programs for city staff and community members on emergency preparedness and response.
- Assist with community outreach programs to educate residents about emergency preparedness and response measures.
- Assist with the submittal process for federal and state reimbursement claims related to emergency operations.
- Develop procedures for the procurement of goods and services during an emergency to sustain operations.

Administrative Services Director

The Administrative Services Director plays a crucial role in managing the financial aspects of the disaster or emergency, ensuring financial stability and compliance while providing support to the overall response effort. They handle financial records, monitor costs, manage cash flow, and ensure accurate accounting and reporting, often working within the Emergency Operations Center (EOC). Responsibilities include:

- Maintaining accurate records of all financial transactions related to the emergency response, including expenditures, reimbursements, and payroll.
- Monitoring and analyzing costs associated with the emergency, identifying potential areas for cost reduction or efficiency improvements.
- Managing cash flow, ensuring adequate funds are available for essential activities and preventing potential financial disruptions.
- Overseeing procurement processes, including negotiating contracts and ensuring compliance with procurement regulations.
- Working closely with other sections of the EOC, such as Logistics and Operations, to ensure effective coordination and communication.
- Implementing and maintaining a disaster accounting system to track financial activity during the emergency.
- Assisting in identifying and securing additional funding sources to support the response efforts.
- Develop and maintain the processes and procedures for submitting workman compensation claims.

City Attorney/Legal Officer

In the context of an Emergency Operations Center (EOC), the City Attorney or a legal officer would provide legal advice and support to the EOC team. This could include advising on legal issues related to emergency management, responding to legal questions arising from the emergency, and ensuring compliance with relevant laws and regulations. Responsibilities include:

- **Public Safety:** Legal issues related to law enforcement, public safety, and response efforts.
- **Emergency Powers:** Legal considerations regarding the exercise of emergency powers by the city.
- **Resource Allocation:** Advice on the legal implications of allocating resources during an emergency.
- **Data Privacy:** Legal aspects of data collection, sharing, and protection during the emergency.
- **Contract Law:** Guidance on contracts and agreements related to emergency response.

Activation -- General

The period of time from the initial awareness of the emergency situation or disaster until the EOC is fully activated and functioning will be challenging for all concerned, as well as critical to the success of the overall emergency response. The challenge will be compounded if the activation occurs during non-working hours or without warning. The keys to ensuring the timely and effective activation of the EOC are:

- Pre-event planning and notification of City personnel in the case of a forecast emergency.
- Maintaining an accurate and current notification system for contacting City personnel.
- Timely notification of City personnel in the event of a simultaneous emergency.
- Training and proficiency of EOC Staff members.
- The personal (home/family) preparedness of EOC Staff members.
- The use of the position duty descriptions and checklists contained in this plan.
- Completion of pre-activation responsibilities by designated supervisors.

EOC Activation Responsibilities and Employee Check-In Procedures

When activating the EOC, City Hall personnel utilize a phone tree system, or the Director of Emergency Management or their delegate will promptly notify all affected staff with pre-programmed information on the Alert Monterey County System (Genasys). Additionally, City Hall personnel will telephone the following departments to inform all concerned that the EOC has been activated. Basic activation information will be provided to:

- Library - Main Branch.
- Library - Park Branch.
- Community Services Department.
- Community Planning and Building Department.
- Public Works Department.
- Information Systems Manager.

Disaster Service Workers

One of the highest responsibilities for all public employees is to assist in preserving the life and property of the residents of Carmel-by-the-Sea. All City employees are designated as Disaster Service Workers (DSWs) by State Law (CA Gov. Code, §3101). When the Mayor and/or City Administrator declare a local emergency, any City employee may be deployed as a DSW. During emergencies such as fires, floods, earthquakes, or public health crises, non-essential staff may be reassigned to support response efforts.

During disaster operations, standard procedures may not apply. Emergency operations planning has outlined the tasks that need to be carried out during a disaster. Many City employees will maintain their primary roles but will report to different supervisors and follow a different organizational command structure. Emergency operations will be managed by the City's Emergency Operations Center (EOC). Other City employees may perform tasks that differ from their regular assignments.

City employees who have an assigned position in the Emergency Operations Center will immediately respond to the EOC, sign-in, and be prepared to commence EOC operations. City employees without an assigned EOC staff position should check in at the Police Department. Keep in mind that City locations or facilities may be unsafe and uninhabitable; therefore, the above reporting location may change. If a pre-designated site is unavailable, information will be provided at the site directing you to the new location. Employees will only be dismissed from work when authorized by the Emergency Services Director or their designee.

After assessing the welfare of their family and the safety of their surroundings, all employees are expected to be ready to report to their assigned disaster response roles when notified. To ensure readiness, staff should make their families aware of this responsibility and should have personal and home disaster preparedness plans in place, ready to activate.

If an emergency occurs during normal working hours, employees should immediately report to their supervisor. On-site employees may be required to remain at work beyond their normal working hours to support the City's response. Employees not on site should, as soon as they are able after ensuring the safety of their family, contact their designated supervisor or EOC to determine whether and when they will be needed and what their assignment will be.

If an emergency occurs after business hours employees are expected to contact their supervisor by phone, email, or as prescribed in department-specific protocols as soon as possible and be ready to report to work. Employees should also monitor their personal cell phones for instructions by voice, text, or both for reporting directives from the EOC.

City employees identified by their department as essential staff may have specific response and reporting policies they should understand and adhere to. During an emergency, shifts typically last 12 hours. The initial shift, scheduled by EOC staff, may start at any time after the onset of the incident. If an employee is not called to work the first shift, they may be called to report for any subsequent shift.



Crisis Communications and Public Information

The City of Carmel-by-the-Sea utilizes redundant modes of communication to ensure situational awareness is maintained. The City will notify other levels of government of natural, or human caused emergencies that affect the City in accordance with existing laws, protocols, or when operational area, state and/or federal assistance is requested or anticipated.

Through collaboration with our local partners, we utilize various communication channels to maintain contact with other government levels. This approach ensures the City can promptly respond to evolving emergencies.

Public Information Officer

Information for the public is disseminated through several mechanisms under the control and advice of the Public Information Officer (PIO). The PIO reports to the Director of Emergency Services (City Administrator) and advises leadership on all public information matters relating to the management of the incident.

The PIO handles inquiries from the media, the public, elected officials, emergency public information and warnings, rumor monitoring and response, traditional and social 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 Public Information Officer will use standard Carmel Emergency Bulletins and Carmel Warning Bulletins to disseminate disaster or emergency information. These bulletins will be shared with the media and all levels of the City's organization to keep both residents and City employees informed (See Functional Support Annex-C for Sample Press releases, Bulletins, and Warnings).

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 of the City of Carmel-by-the-Sea response efforts. These messages are reviewed by the PIO to correct inaccuracies and to maintain consistency in messaging. Approval of the messages is in most cases granted to the City Administrator or Police Chief with claiming responsibility for the release of the message. The City Attorney should review all outgoing messaging that relates to public policy, or other legal matters.

Joint Information System (JIS)

The Joint Information System (JIS) provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging across multiple jurisdictions and/or disciplines with non-governmental organizations and the private sector. It includes the plans, protocols, procedures, and structures used to provide public information.

Joint Information Center (JIC)

The Joint Information Center (JIC) is:

- A central location that facilitates operation of the Joint Information System.
- A location where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions.

JICs may be established at various levels of government or at incident sites or can be components of Multiagency Coordination (MAC) Systems (e.g., MAC Groups or EOCs). A single JIC location is preferable, but the system is flexible and adaptable enough to accommodate virtual or multiple JIC locations, as required.

Emergency Operations Center (EOC) Communication Systems

The City of Carmel-by-the-Sea Emergency Operations Center (EOC) has various communication methods for sharing situational awareness, resource status, intelligence and data, and alert notifications. The communication tools are regularly reviewed and updated in line with technological advancements. Current communication resources in the EOC include, but are not limited to:

- Land-line based phones.
- Cell phones.
- Fax machines.
- Internet enabled computers.
- Emergency Alert System (EAS).
- Radio systems.
    - Public safety frequencies (i.e., law, fire, EMS).
    - Government frequencies (department/agency radios).
    - Low band frequencies (EOC to EOC radios).

Public Alerting and Notifications

A public alert is a communication intended to attract public attention to an unusual situation and motivate individual awareness. The measure of an effective alert message is the extent to which the intended audience becomes attentive and searches for additional information.

A public warning is a communication intended to persuade members of the public to take one or more protective actions in order to reduce losses or harm. The measure of an effective public warning message is the extent to which the intended audience receives the message and takes protective action and/or heeds the guidance.

It is an inherent responsibility of local government organizations and officials to keep the public informed about natural, human-caused, and technological disasters in addition to what actions they need to take to protect themselves and their families. Depending on how the local area governments have organized and coordinated the local area alert and warning system, the local government responsibility can be inclusive of city, special district, county, and multi-county jurisdictions.

Functional Support Annex-C has detailed information regarding Public Alerting utilized by the City. Responsibilities include:

- Activate appropriate warning systems to alert the public and government officials of an emergency situation and provide appropriate instructions.
- Monitor situation status, incident forecast information, and public response to the alerts and warnings to determine the need to clarify issues and distribute new/updated warnings.
- Discontinue warnings when they are no longer required.

These actions could include but are not limited to:

- Evacuation orders (Including evacuation routes, shelter information, etc.)
- Locations of points of distribution/dispensing (for food, water, medicine, etc.)
- Direction to move to higher ground.
- Hazardous materials incidents.
- Red Flag warnings.
- Weather alerts.
- Lockdown/Shelter-in-place guidance.

The above scenarios may trigger the Operational Area Alerting Authority to send out an alert using one or more of their alerting tools. Operational Areas are responsible for:

- Coordinating with all jurisdictions within an Operational Area and adjacent Operational Areas as needed to effectively manage an incident and prepare and warn the public.
- Coordinating training, testing, and exercising of county-wide alerting and warning systems.
- Incorporating alert and warning systems into Operational Area standard procedures and protocols.
- Utilization of IPAWS as a component of the county-wide alert and warning plan.

Emergency Alert System (EAS). Alert Monterey County is the official emergency alert and warning system for the County of Monterey and its municipal jurisdictions, including the City of Carmel-by-the-Sea. This system delivers critical public safety information to the public from the local government and public safety officials.

The Alert Monterey County is managed by the County of Monterey Department of Emergency Management and administered by Public Safety Answering Points, law enforcement, fire, public health, and emergency management agencies.

County Communications staff are available 24/7 to assist the local jurisdictions in creating and sending public messages, as needed. Additionally, the public can opt-in/register through a web portal to directly receive Alert Monterey County alerts and notifications on any number of pathways of their choosing.

Emergency Siren

In the event of an emergency, the Fire Department employs a siren situated on its roof as an alert system. This siren, originally an Air Raid siren previously used to call volunteer firefighters, now serves as a community-wide notification method. Activation of the siren should be synchronized with other communication channels to ensure thorough dissemination of emergency information throughout the City.

Wireless Emergency Alert System

The Warning Alert and Response Network (WARN) Act established WEA (Wireless Emergency Alert) in 2008 and it became operational in 2012. WEA is a public safety system that allows anyone with a cellular connected device, or compatible mobile device to receive geographically targeted, text-like messages alerting them of imminent threats to safety in their area. Authorized public safety officials send WEA alerts through FEMA's Integrated Public Alert and Warning System (IPAWS) to wireless carriers, which then push the alerts to compatible cellular mobile devices in the affected area. Monterey County Department of Emergency Management (DEM) and County Communications are certified WEA administrators and can issue wireless alerts on behalf of the City of Carmel-by-the-Sea.

Integrated Public Alert and Warning System (IPAWS)

The Integrated Public Alert and Warning System (IPAWS) is an internet-based capability (commonly embedded in the Mass Notification Alerting software) federal, state, and local authorities can use to issue critical public alerts and notifications. IPAWS delivers alerts simultaneously through multiple communications devices reaching as many people as possible to save lives and protect property. These communication pathways include EAS (described above) and Wireless Emergency Alerts (WEA). IPAWS is administered by FEMA. Monterey County Department of Emergency Services is credentialed to access IPAWS via Alert Monterey County.

National Weather Service Radio (NOAA)

The National Weather Service All-Hazards Emergency Message Collection System (Haz Collect) is an "All Hazards" radio network, making it a single source for comprehensive weather and emergency information.

In conjunction with federal, state, and local emergency managers and other public officials, NWR also broadcasts/conveys warning and post- event information for all types of non-weather hazards – including natural (such as earthquakes), environmental (such as chemical releases or oil spills), and public safety (such as civil emergency messages or 9-1-1 telephone outages). The Monterey area radio frequency for NOAA Weather Radio is. 162.550

Social Media

Social media serves as an effective tool for communicating with populations affected by disasters or emergencies and for monitoring the community's status and well-being during such times. Utilizing various formats and technologies, the Emergency Operations Center (EOC) disseminates validated and useful information about city conditions, available services, and ways to access further information via social media.

The Public Information Officer is committed to employing all available social media channels. This rapidly evolving communication medium requires continuous assessment to ensure its efficacy. All members of the EOC Staff should be aware of the potential of this means of communication, and provide the Public Information Officer with any information that can facilitate its effective use.

Detailed information on radio communications, call signs for the Emergency Operations Center, and telephone numbers for officials in Carmel-by-the-Sea and Monterey County, as well as access to local media, social media resources, and contact information for other emergency service agencies, can be found in Functional Support Annex-B.

Communication with Vulnerable Populations

Communication with individuals with disabilities must be as effective as communication with others. Access and functional needs encompass a wide range of requirements that individuals may have during emergencies. This can include people with physical disabilities, sensory impairments, cognitive limitations, language barriers, or other conditions that affect their ability to receive and understand emergency information. It is crucial to recognize that these individuals may require additional support and accommodations to effectively navigate emergency situations and make informed decisions.

To address the need for effective communication for individuals requiring additional assistance, the City has established the Carmel Safety Aid Program (CSAP). This Public awareness and education campaign is tailored for people with access and functional needs (AFN), and is crucial for enhancing disaster preparedness in the City. The program assists community members in supporting family and friends with specific needs such as developmental disabilities, mental health issues, memory care, and autism.

Public Awareness and Education

The response of the public to any emergency is influenced by their understanding of the nature of the emergency, potential hazards, and awareness of actions for those with access and functional needs should take to enhance their chances of survival and recovery. Additionally, individuals responsible for the care of the elderly, children, or pets require an enhanced understanding of how disaster preparedness specifically applies to their situation. This involves a comprehensive approach that includes risk communication, building essential skills, and fostering community engagement. These efforts should focus on ensuring individuals with disabilities, older adults, and others with specific needs understand potential risks, develop personalized plans, and have the necessary resources to respond effectively during disasters.

Sensitive Information

Prior to sharing of any information, it will be reviewed and vetted by following proper EOC procedures/protocols. The Director of Emergency Services, or their designee, will approve situation reports before they are disseminated. When the EOC is not activated the lead emergency response agency will approve and disseminate information.

Emergency Operation Plans such as this include sensitive details regarding the deployment, mobilization, and tactical operations of the City of Carmel-by-the-Sea for emergency responses. While most of this plan is available for public examination, certain sensitive parts containing information about vulnerabilities, resource allocation, and operational procedures that, if widely available, could be misused or exploited.

Personal information or data with significant security implications for emergency responders from both Monterey County and the City of Carmel-by-the-Sea have been separated into attachments exempt from public disclosure according to the California Public Records Act (CPRA) §6254. However, summary documents, general information, and key aspects of this EOP are accessible to the public, along with resources for emergency preparedness.

Disaster Declaration

Activating emergency disaster aid requires a "Declaration of Local State of Emergency." This formal proclamation defines the emergency and notifies the Monterey County Department of Emergency Management and the California Governor's Office of Emergency Services. The following individuals can proclaim a local emergency:

- As requested by the Emergency Services Director (City Administrator) or the Assistant Emergency Services Director when the City Council is in session (See City Code 2.64.060).
- The Mayor or the Emergency Services Director (City Administrator) when the City Council is not in session (See City Code 2.54.060).
- Whenever a local emergency is proclaimed by the Mayor or the Emergency Services Director, the City Council shall take action to ratify the proclamation within seven days or the proclamation shall have no further force or effect (See City Code 2.64.060).
- The Assistant Emergency Services Director (Director of Public Safety/Chief of Police) in the absence of the Mayor or the Emergency Services Director (City Administrator).

Concurrent with the proclamation of the local emergency, a request that the County declare a local emergency to include the City of Carmel-by-the-Sea will be issued.

Should the County elect to declare a local emergency, it will normally request that the State of California declare the County as a disaster area. Should conditions warrant and the Governor concurs in the declaration, they may request that the President declare that a statewide disaster exists. Different aid and assistance programs are initiated at various levels of declaration. Promptly declaring a local disaster is crucial. Scripted samples of Disaster Declarations can be found in Functional Support Annex-D.

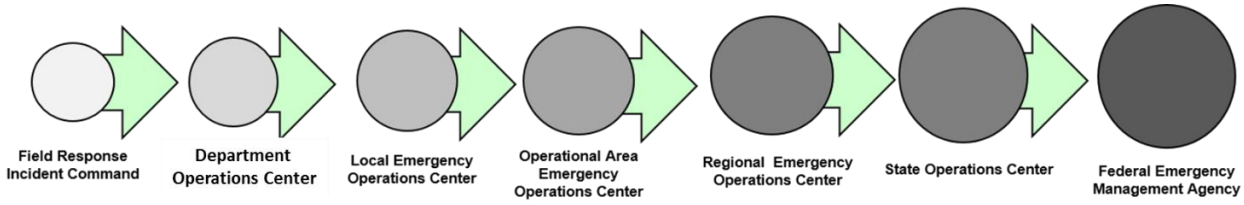
Direction, Control, and Coordination

The direction, control, and coordination section of this plan describes the organizational structure of the city when response activities are necessary. Response coordination also includes joint efforts with additional agencies as needed. The direction and control of local emergency preparations has been centralized to enable the City to:

- Effectively cooperate with local, state and federal agencies.
- Cope with and guard against conditions which may result in extreme peril to life and property.
- Make City resources available to meet the needs of the public during a local emergency.
- Enhance efforts to assist local emergency response organizations and authorities of the state and federal governments in the accomplishment of emergency services so that maximum protection of life and property will be provided to the community.

The emergency response is managed under the Standardized Emergency Management System (SEMS), which provides a flexible, adaptable, and scalable organizational structure to address all types of hazards, regardless of their scale and complexity. The Carmel-by-the-Sea Emergency Operations Center (EOC) is activated to support field operations and maintain government continuity when an incident poses a threat to government services, requires resources beyond the capacity of Carmel, or exceeds the resources available within our jurisdiction.

When the Carmel-by-the-Sea Emergency Operations Center (EOC) is activated in support of field operations, communications are established between the Carmel field response and the EOC. In the case that an event impacts multiple jurisdictions, each local government's EOC will establish communication with the Operational Area (OA). The OA EOC will, in turn, communicate with the state via the Regional Emergency Operations Center (REOC).



Direction and Control Interface

An Emergency Operations Center (EOC) provides centralized coordination and control for emergency responses, acting as a hub for information, decision-making, and resource allocation. It's responsible for strategic direction, policy development, and coordinating with other agencies, while leaving tactical field decisions to on-site teams.

Personnel tasked with field-level emergency response will employ the Incident Command System (ICS) to oversee and manage on-scene operations. The on-site Incident Commander (IC) at the Incident Command Post (ICP) will be responsible for the tactical management of responding resources. Incident Commanders may report to the Monterey County Communications Center, which is responsible for dispatching resources among various incidents and coordinating with the local Emergency Operations Center (EOC).

Unified Command

During multiple-incident situations within the county, an area command may be established to provide for the Incident Command Post at separate locations. Unified Command is an application of ICS and may be established at the field response level when more than one agency has jurisdictional responsibilities. Agencies work together through the designated members of the Unified Command to establish their designated ICs at a single ICP. Under Unified Command, entities develop a common set of objectives and strategies which provides the basis for a single Incident Action Plan.

Operational Area Coordination and Communication

As outlined in the City of Carmel-by-the-Sea and Monterey County OA Emergency Operations Plan, coordination and communication should be established between an activated local EOC and the Monterey County OA EOC. Common communications modalities to the jurisdictions from the Operational Area EOC, and to agencies not represented in that EOC include, but are not limited to, landline telephone, fax, cell phone, satellite phone, computer networks, amateur radio, and fire-com and local law enforcement and public works radios.

Emergency Operations Center (EOC) Notification

The City of Carmel-by-the-Sea maintains a roster of designated Emergency Operations Center (EOC) staff or Incident Management Team (IMT) members and will notify these individuals to report to the EOC as required. The EOC responders list will be activated by the Director of Emergency Services or their designee, who will determine which EOC positions need to be staffed and request reports accordingly. The Incident Management Team may consist of:

- Employees from City of Carmel-by-the-Sea departments and contract agencies with appropriate authority and expertise.
- Representatives from outside agencies including:
    - Special districts.
    - Other government agencies.
    - Volunteer organizations.
    - Private sector organizations.

Coordination With Other Levels of Government

In the event of an emergency, effective coordination among various levels of government (local, state, federal) is paramount for an efficient and successful response. This coordination is typically facilitated through established frameworks such as the National Response Framework and Emergency Support Functions (ESFs). ESFs, as detailed in the emergency operations plan, categorize specific functions (e.g., transportation, public safety, health services) that provide support to the City during declared disasters and emergencies.

This coordination also involves special districts, private non-profit organizations, and volunteer agencies within the City's geographical boundaries that may play an emergency response role during a crisis or disaster. The objective is to ensure the preservation of essential functions and constitutional authority, while enabling the sharing of resources and expertise to effectively address the emergency.

Coordination With Special Districts

In an emergency, coordinating with special districts is essential for an effective response. Special districts—such as those responsible for water, sanitation, or fire protection—are defined as local governments within the Standardized Emergency Management System (SEMS). These entities often possess specialized resources and expertise that are critical during disasters. Effective coordination necessitates clear communication, established protocols, and a mutual understanding of roles and responsibilities. The relationships among special districts, neighboring cities, the county, and the Operational Area (OA) can be intricate due to overlapping boundaries and the number of special districts involved. It is imperative to establish clear communication channels and protocols between the City and any special districts within our jurisdiction capable of providing assistance during an emergency. This may involve designating representatives at the Emergency Operations Center (EOC) and establishing direct lines of communication.

Coordination With Non-Profit and Volunteer Organizations

The City of Carmel-by-the-Sea acknowledges the significant contributions and resources offered through partnerships with Non-Governmental Organizations (NGOs) and recognizes the value of organizations providing voluntary services within the community. Consequently, the City is committed to fostering relationships with Private Non-Profit (PNP) organizations to build a comprehensive and well-trained volunteer base capable of supporting emergency response operations. The City's Emergency Operations Center (EOC) will typically serve as the central coordination point for response activities involving numerous PNPs and volunteer groups.

Mutual Aid

The foundation of California's emergency planning and response is a statewide mutual aid system which is designed to ensure adequate resources, facilities and other support is provided to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation. The basis for the system is the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA).

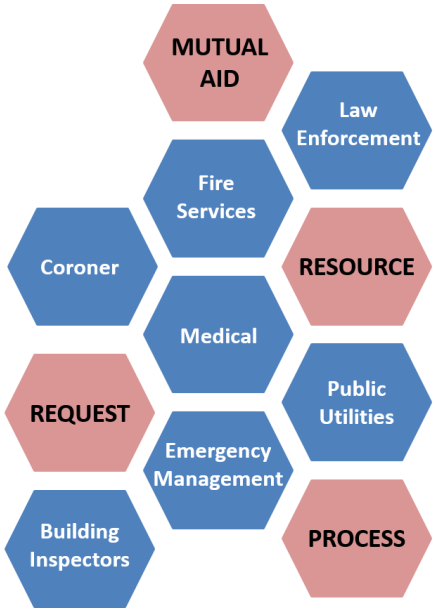
The MMAA was developed in 1950 and has been adopted by the state, all 58 counties, and most incorporated cities in the state. The agreement creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state. State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of the local jurisdiction to negotiate, coordinate, and prepare mutual-aid agreements.

Mutual Aid Systems

A statewide mutual-aid system, operating within the framework of the MMAA, facilitates the mobilization of resources to and from emergency response agencies, local governments, operational areas, and state regions. Its purpose is to provide requesting agencies with sufficient resources. Emergency mutual-aid response and recovery activities are typically conducted at the request and under the direction of the affected local government.

The statewide mutual aid system encompasses various discipline-specific mutual aid frameworks, including those for fire rescue and law enforcement. The implementation of SEMS/NIMS does not modify the established mutual aid systems. These frameworks operate through local government, operational areas, regional, and state levels, in accordance with SEMS/NIMS guidelines.

Fire agencies in Monterey County have agreed to a countywide mutual-aid arrangement to ensure that firefighting resources and personnel are available for wildland/urban interface fires. If these resources are insufficient, fire resources from across the state can be requested under the Master Mutual Aid Agreement (MMAA). Requested mutual aid resources will be provided and utilized according to the MMAA. During a declared emergency, mutual aid will be coordinated at the local government, Operational Area (OA), or mutual aid regional level. The City of Carmel-by-the-Sea must make mutual aid requests through the OA Emergency Operations Center (EOC) for resources not covered under the MMAA.



During and following an incident, the coordination of resources is critical when there are multiple requests for similar resources or when resources are scarce. It is anticipated that a Mutual Aid MAC Group will be established to coordinate mutual aid resources. The primary function of the Multiagency Coordination System (MACS) is to coordinate activities above the field level (or incident level).

Volunteer and Private Sector Agencies in Mutual Aid

Volunteer and private sector organizations may collaborate in the mutual aid system alongside governmental entities. For instance, the disaster medical mutual aid system significantly depends on the participation of private sector entities for medical and health resources. Additionally, volunteer organizations such as the American Red Cross and the Salvation Army play a critical role in the statewide emergency response by addressing the needs of disaster victims. These volunteer agencies coordinate volunteers and other resources through their established systems. When volunteer and private sector organizations identify resource requirements that surpass their internal capacities, they may need to request assistance through the mutual aid system.

It is essential for volunteer agencies significantly involved in emergency response efforts to have representation within the City of Carmel-by-the-Sea Emergency Operations Center.

Mutual Aid agreements can be established at any stage - before, during, or after incidents. These agreements may involve various levels of government, non-governmental organizations, and the private sector.

Special Mutual Aid Considerations For Terrorism Incidents

Special considerations for mutual aid agreements in the context of terrorism incidents include needs assessments to identify resource gaps, resource typing to quickly locate needed equipment, and the importance of interagency communication and planning for prevention and mitigation. Terrorism-related incidents often require specialized resources and a coordinated response, necessitating robust mutual aid agreements that extend beyond traditional disaster response. Monterey County's specific terrorism threat conditions matrix it is part of California's Statewide Terrorism Threat Assessment and follows the National Threat Levels. Monterey County also has a Multi-Jurisdictional Hazard Mitigation Plan that addresses potential hazards, including those of human origin like terrorism

Mutual Aid Authorities, Plans, and Guidance Documents

Mutual-aid assistance may be provided under one or more of the following authorities:

- California Master Mutual Aid Agreement (MMAA)
- California Law Enforcement Mutual Aid Plan
- Coroner Mutual Aid Plan
- California Fire Service and Rescue Mutual Aid Plan
- California Medical Mutual Aid Plan
- Emergency Managers Mutual Aid Plan
- Monterey County Fire Chiefs Association – In County Mutual Aid Plan
- California Statewide Multi-Agency Coordination System Guide

Resource Management

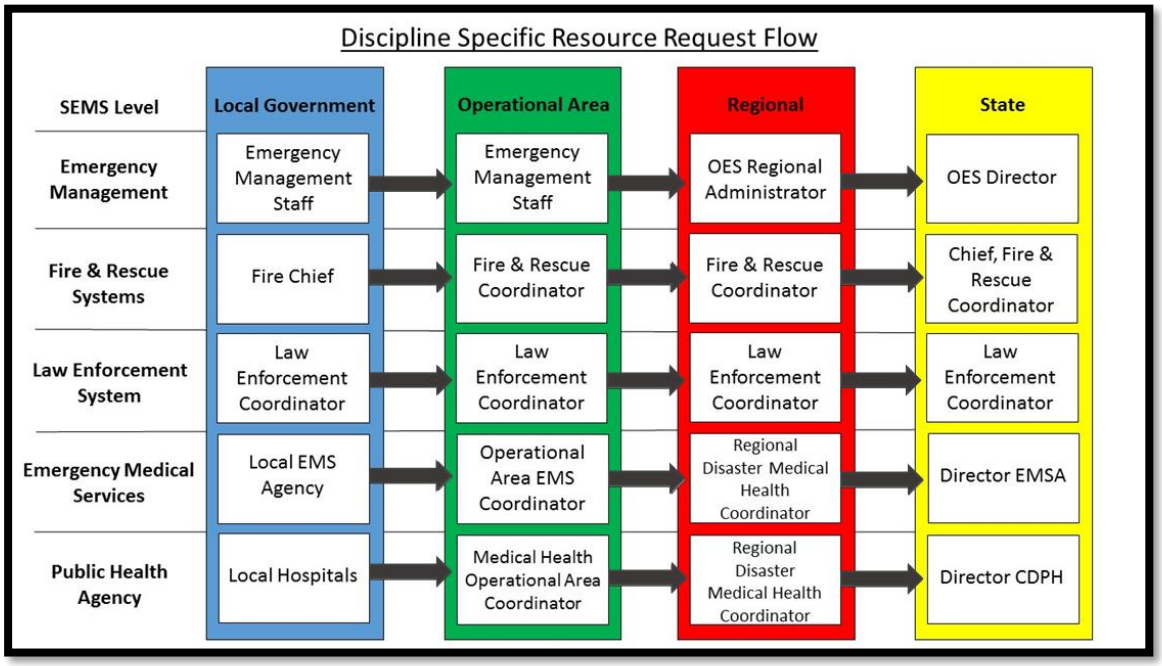
It is the established policy that resource requests for emergency response, disaster repair, and restoration should be initiated by the lowest level of government. When the local resources of the City of Carmel-by-the-Sea are depleted and additional resources are necessary, these requests will adhere to a defined process for ordering, tracking, mobilizing, and demobilizing.

The maintenance of resources is crucial at every stage of resource management. Pre-deployment maintenance ensures both availability and capability. During deployment, ongoing maintenance guarantees continued functionality, such as maintaining adequate fuel supplies. Post-operational inspection and maintenance are essential to ensure future availability.

Integration of Mutual Aid Resources

To receive county, state, and federal resources, coordination should be conducted through the Operational Area EOC and field-level command structures. The discipline-specific OA Mutual Aid Coordinators will oversee tracking requests for equipment, resources, and personnel in accordance with existing mutual aid protocols. Requesting agencies are responsible for reporting the number and status of resources deployed on a mission to the OA EOC on a daily basis. Resource typing of equipment will be handled by individual disciplines—law, fire, EMS, public works, and others—under the guidance issued by Cal OES.

Resources requested through the County EOC will be done following the prescribed county resource requesting process below:



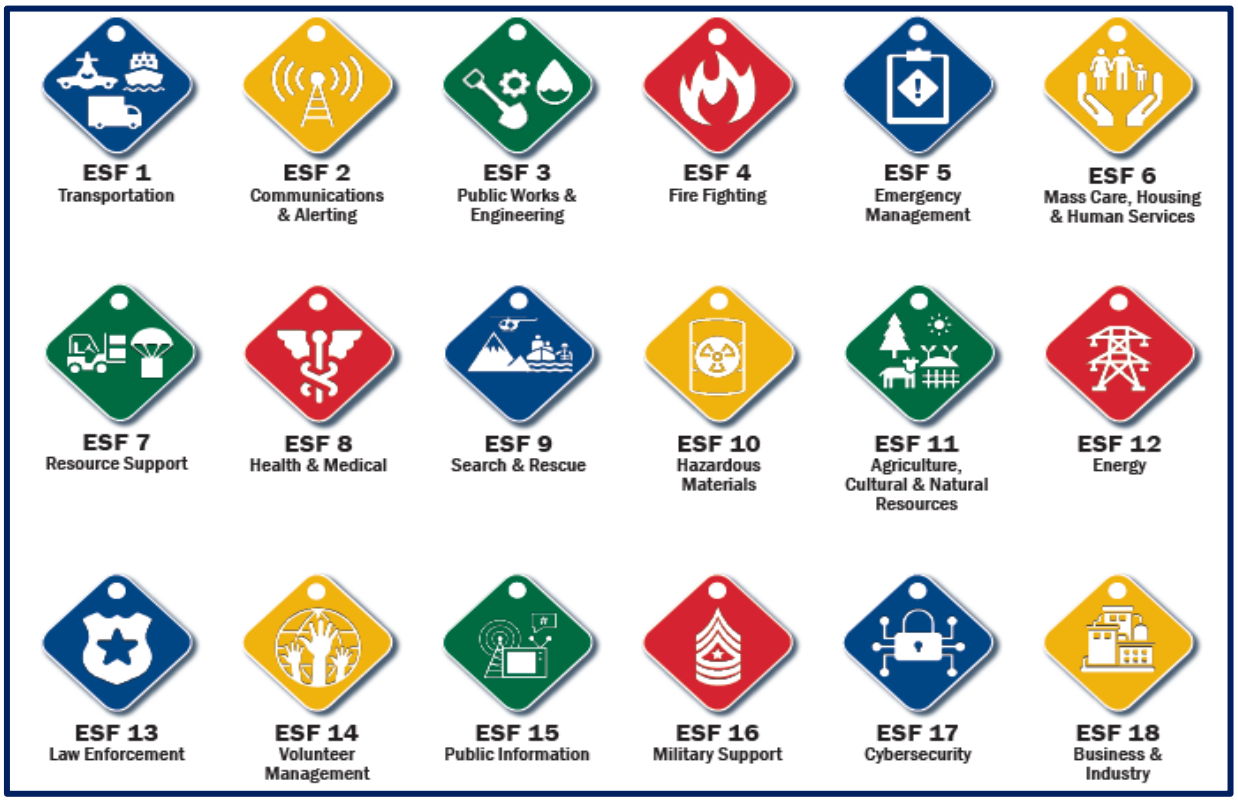
Mutual aid is coordinated by the California Governor's Office of Emergency Services (CalOES) through OES Region II or the Coastal Region (CalOES), and requested through the Monterey County Operational Area or the Local Mutual Aid Coordinator. The following emergency functions are applicable to mutual aid. Where designed, functional coordinators are identified:

- Fire and Rescue Operations. (Monterey County Operational Area Fire and Rescue Coordinator - CalFire Unit Chief, San Benito-Monterey Unit.)
- Law Enforcement and Traffic Control Operations. (Monterey County Operational Area Law Enforcement Coordinator - Monterey County Sheriff)
- Medical Operations. (Medical and Health Operational Area Coordinator (MHOAC) - Monterey County Emergency Medical Services Administrator)
- Public Health Operations. (Medical and Health Operational Area Coordinator (MHOAC) - Monterey County Emergency Medical Services Administrator)
- Coroner Operations. {Monterey County Sheriff/Coroner)
- Explosive Ordnance Disposal. (Monterey County Operational Area Law Enforcement Coordinator - Monterey County Sherriff).
- Care and Shelter Operations. (Mutual Aid Region Care and Shelter Coordinator)
- Movement Operations. {Monterey County Sheriff)
- Construction and Engineering Operations. (Monterey County Director of Public Works)
- Resource and Support Operations. (Monterey County Emergency Operations Center and the Mutual Aid Region Resource Coordinator)
- Radiological Defense. (To be determined by the OA EOC.)

The implementation of mutual aid requires a coordinated approach. It is essential to identify the specific requirements necessary when requesting mutual aid, rather than specifying a particular resource.

Emergency Support Functions (ESFs)

Emergency Support Functions (ESFs) are a structure for coordinating federal support during emergencies and disasters. They group governmental and private sector capabilities to provide resources and services for saving lives, protecting property, and restoring essential services. There are 18 ESFs, each with a specific area of responsibility. The following ESFs are specifically addressed in the Functional Support and Hazard Specific Annexes of this Emergency Operations Plan.



Emergency Support Functions (ESFs) have demonstrated their effectiveness in organizing and managing resources to deliver essential capabilities. The City of Carmel-by-the-Sea acts as a supporting agency for several ESFs and must be prepared to provide a comprehensive range of expertise and services to support response efforts and inform recovery initiatives.

Developed in accordance with the National Response Framework (NRF), these structural protocols are crucial for fostering efficient organization, synchronization, and deployment of resources during emergency situations such as natural disasters, terrorism, or other domestic incidents. They establish a systematic and coordinated approach among governmental agencies, volunteers, and local organizations to ensure timely response, recovery, and mitigation efforts. These predefined roles and responsibilities are designed to optimize collaborative outcomes, reduce confusion during crises, guarantee the prompt delivery of essential aid, safeguard the population, and expedite the restoration of infrastructure and normalcy.

Information Collection, Analysis, and Dissemination

A primary objective of the City of Carmel-by-the-Sea Emergency Operations Center is the timely gathering of accurate, accessible, and consistent information during an emergency and sharing vetted intelligence to ensure coordinated timely emergency response and continuity of government.

Information is collected to gain situational awareness. Information is gained from field-level responders through inspections of infrastructure and facilities, damage assessment surveys to determine the potential for human causalities, and status calls and situation reports from other agencies at all levels of government and other critical service providers.
At a minimum, information should include the following:

- **Essential Element of Information (EEI)** are specific intelligence requirements that the Incident Management Team (IMT) need to understand a situation or event. They are essentially questions that need to be answered to support decision-making. (e.g. boundaries of the disaster area, access points to the disaster area, jurisdictional boundaries).
- **Specific Information Requirement (SIR)** is a term used referring to a need for specific data or details to be gathered, analyzed, or provided. Essentially, it's a tailored request for specific information that is critical for a particular purpose in support of an Essential Element of Information (e.g. traffic control points, safe routes, special permits required to access the disaster area).
- **Proposed Method or Source** A proposed method or source refers to a method or resource that is suggested or recommended for use or decision-making. It's an idea or option that hasn't been definitively adopted yet but is presented for consideration or implementation that could be used to obtain the Specific Information Requirement (e.g. field operation reports, GIS, reconnaissance).

Situational Awareness

Situational awareness refers to the ability to identify, process, and comprehend the critical elements of information about what is going on concerning an incident. During an emergency, the Emergency Operations Center (EOC) convenes briefings on a regular basis. The IMT attends the briefings and provides 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.

WebEOC and Microsoft© Operational Platform

The Monterey County Operational Area (OA) has historically used the WebEOC incident management software. However, it is currently in the process of transitioning to Microsoft Teams and SharePoint as its new platforms for emergency management. The Microsoft software includes functionalities such as centralized communication, information sharing, and task management which provide the OA with a common operating picture, situational awareness, and coordinated information throughout an emergency.

During this transition, the City of Carmel-by-the-Sea Emergency Operations Center (EOC) will maintain communication with the County Operational Area (OA) via email and telephone for incident management. Members of the Carmel Incident Management Team (IMT) who are acquainted with Microsoft Teams may also utilize the County incident management templates.

Emergency Operations Center Situation Status Reports

Status reports are crucial for forming a comprehensive understanding of the evolving emergency and the corresponding response efforts. Once information regarding damages, operational capabilities, and resource status is collected and documented in the Emergency Operations Center (EOC) status report, it is transmitted at regular intervals to the Monterey County Operational Area EOC. Initial reporting for an emergency is expected within the first two hours of the incident and will be updated as requested by the Operational Area or as situations dictate thereafter.

Damage Assessments

The establishment of government services is contingent upon the safety and operability of routes, facilities, equipment, and vehicles. To ensure these criteria are met, damage assessments are conducted to ascertain whether these elements remain safe and functional for use.

Upon receiving an emergency notification, the Incident Commander evaluates the extent of the damage. Damage Assessment Teams examine the effects on services, requests from outside agencies, City departments, and the practicality of continuing normal operations in affected facilities. The Planning Section Chief and Operations Section Chief review these evaluations to develop the Incident Action Plan (IAP).

The preparation of the Disaster Assessment Report assists the Incident Commander and the Incident Management Team (IMT) in determining the necessity for relocating departments, establishing an alternate processing site, informing the public about alternate site operations, gathering reconstruction data and records, and notifying business resumption teams. Within 4 hours following an emergency proclamation or within 8 hours of an un-proclaimed emergency-related event, the Incident Commander is required to prepare a Damage Assessment Report, which should include, but is not limited to, the following elements:

- 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.

Administrative Practices, Finance, and Logistics

Administrative Practices

Following standard administrative and financial procedures is essential for accurately tracking resources and funding for response and recovery activities. These practices also ensure proper cost accounting for disaster assistance reimbursements.

Finance Considerations

To enhance the capability of the City of Carmel-by-the-Sea to respond to incidents by providing financial support and coordination to incident management operations and coordinating the recovery of costs as allowed by federal and state law, the financial priorities during incident management operations are:

- Preserve life, property, and the environment.
- Provide continuity of financial support to the City of Carmel-by-the-Sea, when appropriate.
- Cooperate with the other sections of the EOC.
- Document the City of Carmel-by-the-Sea costs and recovery of those costs as allowable.
- Maintain a positive image for the City of Carmel-by-the-Sea and its dealings with the public.

The Finance/Administration function will operate under the following policies during a qualifying incident/event as the situation dictates:

- The Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) will be followed.
- All existing City and departmental fiscal operating procedures will be adhered to unless modified by the elected body (e.g., city council/etc.) or the City Administrator.
- For incident/events that render the accounting systems either inaccessible or unusable for any period of time, appropriate personnel will be on an operational period, as determined by the Director of Emergency Services. This may be a period of 12 hours.

The Finance/Administration function's primary responsibility is to maintain to the greatest extent possible the financial systems necessary to keep the City of Carmel-by-the-Sea functioning during an incident or crisis of any size or type. These systems include but are not limited to:

- Payroll.
- Payments.
- Revenue collection.
- Claim processing.
- Cost recovery documentation.

The function also supervises the negotiation and administration of vendor and supply contracts and procedures in collaboration with the incident management procurement functions. The extent and complexity of the incident or crisis will determine the extent to which the Finance/Administration function will mobilize.

The Finance/Administration function supports incidents by preserving all required records for future use and complying with Cal OES and FEMA filing requirements through accurate documentation of actions taken. During a disaster or emergency, the Finance/Administration function will carry out the following responsibilities:

For incidents/events where the City of Carmel-by-the-Sea computer systems and banking are accessible and usable:

- Notify the Incident Management Team and City departments that incident management accounting procedures will be initiated and used for the event.
- Determine (in collaboration with technical staff) the extent to which the City's computer systems are accessible and/or usable.
- Determine if the City's banking institutions can continue handling financial transactions.
- Inform the Incident Management Team and City departments that the payroll and payments processing will be handled on a "business-as-usual" basis except that incident management accounting procedures will be used for incident/event-related costs.
- Disseminate information about the incident management accounting procedures to other EOC sections and departments as necessary.
- Upon proclamation or declaration of a disaster by the state and/or federal governments, coordinate to initiate the recovery process of the City's costs.
- Coordinate with the other EOC sections and departments on the collection and documentation of costs pertaining to the incident/event.
- Coordinate with the state and federal disaster assistance agencies for the required inspections, documentation, audits, and other necessary work in order to recover costs.

In an Emergency Operations Center (EOC), the Finance section operations would shift to manual processes if computer and banking systems are unavailable. This includes coordinating with other units to procure essential resources and manage financial concerns. in addition to the steps initiated above:

- Inform the Incident Management Team and City departments that payroll and payments will be on hold for a short time and that processing will continue on a normal basis as of a specified date.
- Maintain, as best possible, the financial continuity of the City's (payroll, payments and revenue collection).
- Prioritize essential functions like ensuring vendor payments, managing budgets, and supporting emergency response efforts.
- Maintain records using paper-based systems, logs, and forms.
- Perform manual accounting procedures, such as tracking expenditures and reimbursements.
- Maintain paper copies of financial documents, including contracts, invoices, and receipts.
- Thoroughly document all financial transactions and activities using manual record-keeping methods.

Emergency Operations Center (EOC) After Action Reporting (AAR)

An After-Action Report (AAR) compiles information related to operations by all responders including city and external partners for event analysis. AAR's often form the basis of the City's efforts to improve response and recovery processes through the preparation concepts of planning, organizing, equipping, training, exercising and evaluation.

In accordance with SEMS, After Action Reporting is required when any city, county, or region declares a local emergency. When the City and the state declare an emergency under California Code of Regulations, Title 19, §2450 the City is required to submit an AAR within 90 days of the incident period closure. In accordance with the Incident Command System (ICS) structure, the lead agency of an incident at the field level is charged with developing AAR's, as needed, as it relates to field operations.

The Incident Management Team (IMT) will conduct after-action reporting at the local level, related to the response of the City of Carmel-by-the-Sea's Emergency Operations Center (EOC) when an activation meets any of the following criteria:

- An event necessitates EOC Level 2 or Level 1 activation.
- The City declares a local emergency.
- At the discretion of the Director of Emergency Services.

After Action Reporting Procedure

After-action reporting procedures are dependent on the severity of the event and the level of response required. The Director of Emergency Services is responsible for coordination of after-action reports as they relate to EOC response.

At the direction of the Director of Emergency Services, the City of Carmel-by-the-Sea develops and disseminates after-action reports no later than a year after the incident closure. AAR development and dissemination schedules may change depending on SEMS regulation requirements.

The Director of Emergency Services will gather feedback from all responding agencies to determine best practices and areas of improvement based on individual and collective experiences. Based on feedback, the Director of Emergency Services will develop an improvement plan matrix which identify strengths, areas for improvement, corrective actions, responsible agencies, and tract improvement progress. Once the corrective actions have been implemented, they will be evaluated through future drills and exercises. Any corrective actions pertinent to FEMA's Comprehensive Preparedness Guide will be discussed with a Disability and Functional Needs Taskforce and other vulnerable population groups as needed.

After Action Reporting – Drills and Exercises

Following the activation of the City's Emergency Operations Plan (EOP), feedback and lessons learned are expected. Similarly, after conducting an emergency exercise, the planning team, the response team, and community partners (if involved) are likely to provide reflections on the successes and challenges of the practice exercise. This information is essential for strengthening, maintaining, and refining the City's Emergency Operations Plan and planning future training exercises.

Other Operational Considerations and Factors

These considerations and factors are unique to the City of Carmel-by-the-Sea and are likely to be applicable to all types of emergency incidents:

Street Addresses: The City of Carmel-by-the-Sea is unique in that it does not employ street addresses. Locations are determined by their relationships with intersections (i.e. "Eastside of Monte Verde, 3 South of 9th") The absence of addresses has not inhibited prompt and exact responses by the Carmel-by-the-Sea Fire and Police Departments because their personnel are thoroughly familiar with the City. The City has developed a standardized system of dispatching for emergency operations; however this situation could present a challenge to newcomers to the EOC Staff and in mutual aid response from outside jurisdictions.

Persons with Access and Functional Needs: This plan includes residents with special needs, the elderly, the infirmed, handicapped, non-ambulatory, medicine-dependent, those without transportation, and those lacking reliable self-care or language skills. They may need special help during an evacuation or shelter-in-place scenario. The Carmel Safety Aid Program (CSAP) helps identify and support individuals with developmental disabilities, mental health issues, memory care, autism, etc., to ensure their safety during emergencies. The City will work with organizations like the Carmel Foundation to identify these residents. (Note: These individuals may also be called "Vulnerable Populations", "Populations at Risk" or "Special Needs Populations").

Shelters and Shelter Operations: The City of Carmel-by-the-Sea, with the Monterey Bay Area Chapter of the American Red Cross, oversees emergency shelters. Red Cross staff are trained in shelter operations. Agreements with local entities determine which facilities can serve as shelters during emergencies. These designations change over time based on agreements and specific emergencies. For a current list of shelters, contact the Monterey Bay Area Chapter of the American Red Cross. Note: The Temporary Assistance Center (TAC) assists residents temporarily but is not a shelter. (See Functional Support Annex-G, Mass Care and Shelter Plan).

Triage and Pre-Hospital Care: Triage and pre-hospital care are essential components in the majority of major emergencies or disaster situations addressed in this plan. The protocols and procedures for triage and pre-hospital care can be found in the Monterey County Multi-Casualty Incident Plan, issued by the Monterey County Emergency Medical Care Agency of the Monterey County Health Department.

Community Emergency Response Team (CERT): The Carmel by-the-Sea Community Emergency Response Team (CERT) is made up of 30 dedicated volunteers who support the City as well as provide mutual aid to our neighboring communities. All CERT members complete a 21-hour training designed to emphasize hands-on experience taught by FEMA trained personnel. Training includes emergency first aid, light search and rescue, traffic and crowd management along with disaster relief. Designated as a City support group, CERT members participate in on-going training programs, drills, and team meetings in preparation for frequent deployments in support of both the Carmel Police and Fire Departments.

Volunteers in Police Service (VIPS): During emergencies or natural disasters, volunteers can play a vital role in supporting law enforcement efforts. Whether assisting with evacuations, providing first aid, or helping with logistics, volunteers enhance the City's capacity to respond. VIPS in Carmel have assisted in TACs and warming centers, as well as the distribution of essential preparedness information to businesses and residents.

Radio Amateur Civil Emergency Services (RACES)
Amateur radio operators in Monterey County are organized under RACES. They use their own equipment and offer fixed or mobile communication services. RACES volunteers can assist with communications at the Carmel-by-the-Sea EOC as needed.

Urban Search and Rescue (USAR): The need for urban search and rescue resources could accompany many of the major emergencies/disaster situations addressed in this plan. The Monterey County USAR team is made-up of departments from all over the county to assist in search and rescue operations. Urban search and rescue is considered a multi-hazard discipline, as it may be needed for a variety of emergencies or disasters

Environmental Health/HazMat Assessment: Should a situation dictate an environmental health, hazardous materials assessment or response, the services of the Monterey County Environmental Health Division HazMat Team should be requested and utilized. The County has a Hazardous Materials Incident Response Plan, which is Hazard Specific Annex to this Emergency Operations Plan.

Mass Decontamination: During a response to an incident involving chemical, biological, radiological, or nuclear agents, mass decontamination may become necessary. This requirement will be assessed by the Incident Commander or the Emergency Services Director, with input from the Hazardous Material Team. The approach to mass decontamination will vary based on factors such as the type of contaminant, the location, and the resources available for decontamination. All actions will be coordinated in accordance with established protocols from the HazMat Team and Monterey County Environmental Health Division.

Emergent Volunteers: Emergent volunteers are community members who offer their services during an emergency incident, despite not being registered as Disaster Services Workers. Informal voluntary action, which includes individuals and emergent groups, serves as a vital resource and contributes significantly to emergency response capabilities. These volunteers often possess diverse skills and can be invaluable in the management of an emergency situation.

Visitors/Transient Population: The City of Carmel-by-the-Sea is a popular tourist destination. Its distinctive atmosphere and character attract visitors from around the world. With over forty lodging establishments (bed and breakfasts, hotels, inns, and resorts) and more than fifty restaurants in and around the City, it can host a significant number of visitors, particularly during holiday weekends and the summer season. Emergency response operations within the City should consider that a large number of visitors may present specific challenges.

With the influx of visitors to Carmel-by-the-Sea the following factors may be present or considered:

- Public information efforts should be directed towards keeping visitors, as well as citizens and residents informed. This may require unique and inventive ways to reach the transient population.
- Non-English speakers may be encountered.
- Visitors who are unacquainted with some local hazards (earthquakes, high/dangerous surf, and wildland fires) may tend to panic or become unduly concerned if these events occur.
- Visitors unfamiliar with the potential severity of local hazards may tend to underestimate the hazards involved and place themselves at extreme risk.
- Evacuations should be undertaken with an understanding of the potential impact on City businesses. The option of shelter in place should be considered when appropriate.

Continuity of Government (COG): Continuity of Government (COG) is the ability of the City's government to continue to function during a major emergency or disaster. Frequently associated with a pandemic emergency in which a large portion of the City's staff could be assumed to be incapacitated, for the purpose of this plan, the concept of COG will be considerable applicable to all forms of potential major emergencies or disasters.

Continuity of Operations Plan (COOP): Continuity of Operations Plan (COOP) relates to the City's ability to continue to operations during a major emergency or disaster. Again, this function is often associated with a pandemic emergency, but in reality, it could be applicable to any disaster or major emergency. For the purposes of this plan, COOP will be considered to be situationally dependent. Depending on the situation and the extent of impact, the City may elect to suspend non-essential operations and divert personnel, equipment, and resources to essential operations as necessary to sustain vital functions and protect the public. The decisions needed to accomplish these actions will be undertaken as part of the overall emergency response phase effort.

Continuity of Government (COG) ensures that government responsibilities and essential functions are maintained or restored during emergencies. Continuity of Operations Planning (COOP) ensures an organization's essential functions continue during disasters until normal operations resume. While both aim for operational continuity, COOP focuses on organizational functions using methods like alternate sites and safeguarding records, whereas COG addresses the collective performance of government functions through succession and emergency authority. The City of Carmel-by-the-Sea has combined both Continuity of Government and Continuity of Operations into one Continuity Plan which can be reviewed in Functional Annex-I of this Emergency Operations Plan.

Resources Management

Timely procurement and use of various resources are crucial for a successful response to disasters or emergencies. Resources can be obtained from multiple sources during such events, including the following:

Organizational Resources: Organizational resources include human, physical, financial, and intangible resources essential for effective operations and achieving strategic goals. These include resources owned or leased by the City and used in the course of normal business.

Local Resources: These resources are sourced from businesses and firms, such as rental equipment or building materials. The Logistics Section manages procurement based on specific requests and maintains thorough documentation for reimbursement. The Monterey County Department of Emergency Management provides support to the Carmel-by-the-Sea EOC with an interactive Monterey County Emergency Resource Directory (ERD), which lists resources within and outside Monterey County.

Outside Resources: When the City cannot obtain resources locally, they are requested from the Monterey County Operational Area Emergency Operations Center. The center may provide these resources or request them from state or federal sources. The Logistics Section is responsible for requesting and tracking these resources.

Emergent Resources: Emergent resources in disaster situations refer to supplies, equipment, and personnel that rapidly become available to support response efforts following a disaster. These resources are vital in the immediate aftermath, particularly when established infrastructure is compromised. Often provided by individuals or service organizations, these resources typically come to light only after a disaster occurs. Specific authorization and thorough documentation are required to safeguard the City against claims and to ensure compliance with disaster service worker regulations.

Resource Requests: Resource requests submitted to the Operational Area Emergency Operations Center (EOC) are typically utilized during emergency situations to acquire resources such as personnel, equipment, or supplies. When submitting these requests, it is crucial to clearly articulate the necessity for the resource while avoiding unnecessary specificity regarding the resource itself. However, if the resources are sourced from a local business, the request should include precise details. It is important to allow the eventual resource provider sufficient flexibility in fulfilling the resource request.

Resource Management and Prioritization: The concept of single point management will govern resources. The Logistics Section will handle ordering or procuring all resources to prevent duplication or redundancy in requests. Over-ordering resources to ensure availability will be avoided, as this can limit the supply of resources for other jurisdictions.

The application and procurement of resources will adhere to the following hierarchy of priorities:

- **Preservation of Life and Prevention of Injury:** The preservation of life and prevention of injury shall be the primary consideration during major emergencies and disasters. This priority applies equally to both citizens and responders.
- **Preservation/Protection of Property:** The preservation/protection of property will be the secondary consideration during major emergencies/disasters. This priority is equally applicable to public, private, and commercial property.
- **Other Applications of Resources:** All other applications will be of tertiary consideration of the application of resources during a major emergency or disaster.

Special Event Planning: When incorporating emergency preparedness into special event planning, it's crucial to consider potential risks like weather, crowd size, and venue layout. A thorough risk assessment should be conducted to identify vulnerabilities and tailor emergency response strategies. Clear communication plans and coordination with emergency services are vital for effective incident management. Special Events in the City follow the most current Carmel-by-the-Sea Policies and Municipal Code ordinances. Chapter 12.48 of the Municipal Code outlines the guidelines, processes and regulations for special events that will protect public property and provide safety for participants and residents and will strike an appropriate balance between the benefits of organized events and their associated impacts on the community and the environment.

A staff committee evaluates all applications and provides recommendations to the City Administrator. This committee comprises the Assistant Director of Emergency Services, representatives from the fire department and public works, and other individuals relevant to the event. Their recommendations take into account emergency management related to the event, which may encompass various associated issues such as:

- Weather forecasts for the event.
- Size of the event and anticipated attendance.
- Event locations.
- Fire, law enforcement, and emergency medical resources commensurate with event requirements.
- Any existing terrorism threat conditions or warnings.
- Crowd, traffic, and access control.



Demobilization and Post Incident Procedures

Demobilization: Demobilization of the Carmel-by-the-Sea Emergency Operations Center (EOC) involves returning to normal operating conditions after an incident response, including releasing personnel, resources, and deactivating the EOC itself. It's a planned process with specific guidelines to ensure a timely and cost-effective return to routine operations. The demobilization phase is as essential to the success of the emergency response as the initial activation. It is imperative that all actions and expenditures undertaken during the activation are meticulously recorded and that all records are concisely finalized. Most event audits conducted by federal and state agencies responsible for administering disaster relief funding rely heavily on the analysis of records maintained during activation. Experience has shown that valid reimbursable claims are often disallowed due to incomplete or inaccurate records.

An EOC activation can significantly impact the mental and physical well-being of personnel, leading to both short-term and long-term challenges. The stress and trauma associated with disaster response can cause a range of physiological and psychological effects, potentially impacting their ability to function effectively. Critical Incident Stress Debriefing (CISD) is a structured, group-based intervention used to help individuals process and cope with the emotional impact of traumatic events and the utilization of these debriefing resources should be employed as deemed appropriate.

The primary aim of demobilization is to return the City's organization to regular operations. It is essential that all assigned personnel work collaboratively to address every necessary detail before their release. Additionally, the demobilization phase must determine and schedule a Post Incident Review (PIR) of the Emergency Operations Plan (EOP) activation.

Post Incident Review (PIR): A Post-Incident Review (PIR) is a structured process to analyze and learn from incidents. Its goal is to understand what happened, why, and how it was handled to improve incident management and prevent future occurrences. PIRs involve collaboration from EOC staff, field personnel, and possibly outside agencies to review the incident, impact, and response. The Emergency Services Director will conduct the PIR within two weeks of demobilization to assess actions during an emergency and EOC activation, identifying strengths, weaknesses, and corrective actions. Participants should provide honest feedback and recommendations for improving operations and documentation. The Emergency Services Director will compile a Post Incident Review Report (PIRR) with improvement suggestions that may inform a report to the City Council.

Phases of Recovery

The National Disaster Recovery Framework (NDRF) Recovery Continuum highlights that disaster recovery is not a sequential process but an ongoing, interconnected one involving preparedness, response, and recovery. It emphasizes that pre-disaster planning and initial response actions significantly influence the nature, speed, and inclusiveness of long-term recovery efforts. The continuum recognizes that recovery activities are often concurrent and interdependent, progressing a community towards its planned recovery outcomes.

Recovery Activities and Phases:

The NDRF Recovery Continuum encompasses activities throughout the recovery process, including:

- **Pre-Disaster:** Planning, preparedness, mitigation efforts.
- **Immediate Response:** Initial actions to save lives and protect property.
- **Short-Term Recovery:** Immediate needs, such as shelter, food, and medical care.
- **Mid-Term Recovery:** Rebuilding homes, infrastructure, and communities.
- **Long-Term Recovery:** Addressing long-term social, economic, and environmental impacts.

Pre-Disaster Planning

Planning for recovery prior to a disaster response is a critical step towards resilient communities. Community based planning best captures complete area recovery. The NDRF provides guidance for community-level planning for recovery that strengthens continuity and response and speeds up the recovery process. Pre-disaster planning allows for a common platform that guides upcoming recovery decisions and efforts. The guiding principles include:

- Individual & family empowerment
- Leadership & local priority on pre-disaster recovery planning
- Engaged partnerships, unity of effort, coupled with resilience and sustainability. psychological & emotional recovery.

Short term – Immediate Recovery

Short-term recovery operations will begin during the response phase of the emergency. The objectives of short-term recovery are to restore local government to a minimal capacity. The City will coordinate efforts to restore systems and services. Recovery operations include coordinated restoration of essential services, safety & security, food, water, shelter, health and medical, energy, communications, transportation, and hazardous materials. Initial actions revolve around accurate situational awareness and getting a recovery group organized.

Midterm Intermediate Recovery

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. The guiding principles include:

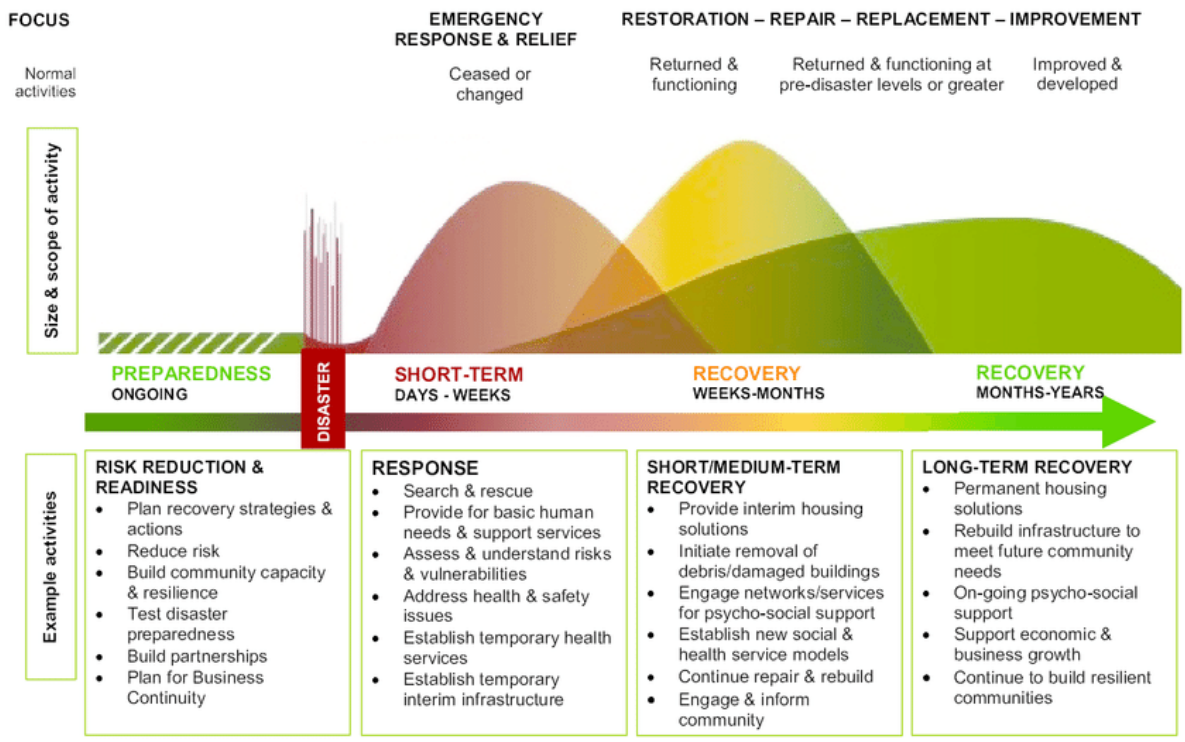
- Restoration of lifelines.
- Implement plans for debris management.

- Direct partners (utilities, public works, etc.) in facilitating the restoration of lifelines based on prioritization.
- Develop interim housing solutions.
- Support one-stop recovery centers for both individuals and businesses.
- Provide support networks for mental and public health efforts.
- Integrate priorities with regional and statewide efforts.

Long-Term Recovery

The primary objective of long-term recovery is to restore facilities to pre-disaster conditions. Long-term recovery includes those activities necessary to rebuild and revitalize the City 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.



Plan Development and Maintenance

Plan Development

This Emergency Operations Plan (EOP) was developed in collaboration with stakeholders throughout the Monterey County Operational Area (OA) using a whole community approach, in compliance with the Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans. Additionally, internal and relevant external nationwide after-action reports from exercises and real-world events, Monterey County and other jurisdictional EOPs, the 2016 draft NIMS Refresh, the Cal OES Emergency Operations Plan Crosswalk for Plan Review, and current incident management best practices. Annexes to the EOP are utilized to supplement essential operational functions for emergency purposes not detailed within the base plan.

Additional plans and procedures that are developed in support of the EOP, such as mutual aid plans, mitigation plans, pandemic plans and City departmental standard operating procedures (SOPs) are incorporated by reference and maintained separate from the base plan. Some of these supporting plans may be appended to the end of the base plan as deemed appropriate.

Plan Maintenance

The Director of Emergency Services is responsible for the development and maintenance of this EOP. Members of the Incident Management Team (IMT) shall conduct an informal review of the Base Plan, as well as Sections Two and Three **annually**. Minor changes will be recorded in the Record of Changes section as needed. The EOP shall be revised upon the occurrence of the following:

- Conditions described in the current plan or sections of the current plan have changed.
- Changes are recommended following an actual event After-Action Report, corrective actions identified through exercises, or implementing best practices.
- Necessary changes or revisions are discovered during the annual EOP review.
- Community and/or risk conditions change.
- New EOP operational and regulatory change guidance is released.

Plan Concurrence

All departments within the City of Carmel-by-the-Sea that have received this Plan are obligated to comply with the tasks and responsibilities detailed in the Emergency Operations Plan, Continuity of Government Plan, and all Functional Support and Hazard Specific Annexes.

Plan Training and Exercise

The City of Carmel-by-the-Sea implements a progressive, multi-year exercise plan designed to develop a series of increasingly complex exercises, with each successive exercise building upon the previous one. Each exercise, regardless of type, is connected to a set of common program priorities and intended to test the relevant capabilities. Additionally, by specifying training requirements during the planning process, the City can address known deficiencies prior to exercising these capabilities. All exercises are conducted by the Emergency Services Director or other subject matter experts. Members of the Carmel-by-the-Sea Incident Management Team (IMT) will endeavor to participate in any training sessions provided.

Minimum Training Requirements for Emergency Operations Center (EOC) Personnel and Incident Management Team (IMT)

Members of the Carmel-by-the-Sea Incident Management Team (IMT) are required to view and complete online training offered by FEMA Emergency Management Institute Independent Study Program, or equivalent as follows:

- IS-100C Introduction to the Incident Command System ICS 100, Introduction to the Incident Command System, introduces the Incident Command System (ICS) and provides the foundation for higher level ICS training. This course describes the history, features and principles, and organizational structure of the Incident Command System. It also explains the relationship between ICS and the National Incident Management System (NIMS).
- IS-200C Basic Incident Command System IS-200C, Basic Incident Command System for Initial Response, reviews the Incident Command System (ICS), provides the context for ICS within initial response, and supports higher level ICS training. This course provides training on, and resources for, personnel who are likely to assume a supervisory position within ICS.
- IS-700B NIMS an introduction to the National Incident Management System. This course offers an overview of the National Incident Management System (NIMS). NIMS defines the coordinated approach for government, NGOs, and the private sector to collaboratively prevent, mitigate, respond to, and recover from disasters. Learners will gain a basic understanding of NIMS concepts, principles, and components.

Emergency Operations Center (EOC) training for city council members is crucial for effective disaster preparedness and response. This training helps elected officials understand their roles in coordinating emergency management efforts and making critical decisions during emergencies. It often includes learning about the EOC's functions, inter-agency coordination, and the importance of developing Incident Action Plans (IAPs).

It is recommended that City Council Members complete basic training regarding the National Incident Management System (NIMS). FEMA courses: IS-700B NIMS An Introduction and IS-100C An Introduction to ICS (both links listed above) provide an excellent overview. The City legislative body including Council Members are also invited to participate in any of the exercises conducted by the Emergency Services Director or their delegated subject matter expert.

Designing and implementing exercises is a fundamental aspect of preparedness training. These exercises are essential for preparedness as they allow the Incident Management Team (IMT) to assess and validate plans and capabilities, as well as identify and address gaps and areas for improvement. They provide a controlled environment in which City staff can test capabilities and become familiar with the roles and responsibilities they may assume during an emergency or disaster.

Presented below is an overview of the various types of progressive exercises:

Seminar – Seminars generally orient participants to, or provide an overview of, authorities, strategies, plans, policies, procedures, protocols, resources, concepts, and ideas. As a discussion-based exercise, seminars can be valuable for the Incident Management Team in developing or making major changes to existing plans or procedures. Seminars can be similarly helpful when attempting to assess or gain awareness of the capabilities of interagency or inter-jurisdictional operations.

Workshop – Although similar to seminars, workshops differ in two important aspects: participant interaction is increased, and the focus is placed on achieving or building a product. Effective workshops entail the broadest attendance by relevant stakeholders.
Products produced from a workshop can include new standard operating procedures (SOPs), emergency operations plans, continuity of operations plans, or mutual aid agreements. To be effective, workshops should have clearly defined objectives, products, or goals, and should focus on a specific issue.

Tabletop Exercise – A tabletop exercise (TTX) is intended to generate discussion of various issues regarding a hypothetical, simulated emergency. TTXs can be used to enhance general awareness, validate plans and procedures, rehearse concepts, and/or assess the types of systems needed to guide the prevention of, protection from, mitigation of, response to, and recovery from a defined incident. Generally, TTXs are aimed at facilitating conceptual understanding, identifying strengths and areas for improvement, and/or achieving changes in perceptions.

During a TTX, participants are encouraged to discuss issues in depth, collaboratively examining areas of concern and solving problems. The effectiveness of a TTX is derived from the energetic involvement of participants and their assessment of recommended revisions to current policies, procedures, and plans.

TTXs can range from basic to complex. In a basic TTX (such as a facilitated discussion), the scenario is presented and remains constant—it describes an emergency and brings discussion participants up to the simulated present time. Participants apply their knowledge and skills to a list of problems presented by the facilitator; problems are discussed as a group; and resolution is reached and documented for later analysis.

In a more advanced TTX, play advances as participants receive pre-scripted messages that alter the original scenario. A facilitator usually introduces problems one at a time in the form of a written message, simulated telephone call, videotape, or other means. Participants discuss the issues raised by each problem, referencing established authorities, plans, and procedures for guidance. Participant decisions are incorporated as the scenario continues to unfold.

During a TTX, all participants should be encouraged to contribute to the discussion and be reminded that they are making decisions in a no-fault environment. Effective TTX facilitation is critical to keeping participants focused on exercise objectives and associated capability targets.

Games – A game is a simulation of operations that often involves two or more teams, usually in a competitive environment, using rules, data, and procedures designed to depict an actual or hypothetical situation. Games explore the consequences of player decisions and actions. They are useful tools for validating plans and procedures or evaluating resource requirements.

During game play, decision-making may be either slow and deliberate or rapid and more stressful, depending on the exercise design and objectives. The open, decision-based format of a game can incorporate "what if" questions that expand exercise benefits. Depending on the game's design, the consequences of player actions can be either pre-scripted or decided dynamically. Identifying critical decision-making points is a major factor in the success of evaluating a game.

Drill – A drill is a coordinated, supervised activity usually employed to validate a specific function or capability in a single agency or organization. Drills are commonly used to provide training on new equipment, validate procedures, or practice and maintain current skills. For example, drills may be appropriate for establishing a community-designated disaster receiving center or shelter. Drills can also be used to determine if plans can be executed as designed, to assess whether more training is required, or to reinforce best practices. A drill is useful as a stand-alone tool, but a series of drills can be used to prepare several organizations to collaborate in a Full-Scale Exercise (FSE).

For every drill, clearly defined plans, procedures, and protocols need to be in place. Personnel need to be familiar with those plans and trained in the processes and procedures to be drilled.

Functional Exercise – A functional exercise in emergency planning is a simulated, real-time scenario that tests and evaluates the City's ability to respond to a specific emergency. It focuses on centralized operations, command and control, and coordination between various departments and agencies without involving actual field deployments or equipment.

Functional Exercises (FEs) are designed to validate and evaluate capabilities, multiple functions and/or sub-functions, or interdependent groups of functions. FEs are typically focused on exercising plans, policies, procedures, and staff members involved in management, direction, command, and control functions. In FEs, events are projected through an exercise scenario with event updates that drive activity typically at the management level. An FE is conducted in a realistic, real-time environment; however, movement of personnel and equipment is usually simulated.

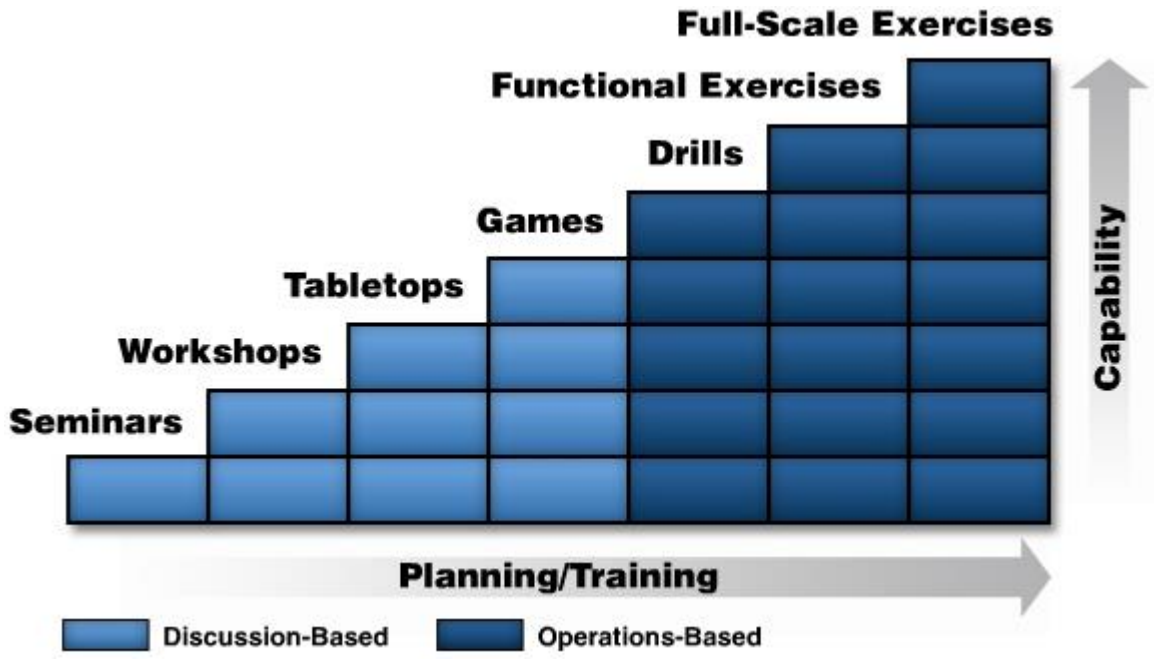
The exercise creates a realistic environment for participants to act out their roles in response to a simulated emergency, often with real-time challenges to encourage decision-making Simulators in a Simulation Cell (SimCell) can inject scenario elements to simulate real events. While the exercise simulates the response, it typically does not involve actual deployment of field response teams or equipment. Examples of functional exercise scenarios:

- Simulating an earthquake and a subsequent mass-casualty incident.
- Testing the coordination between different agencies in a wildfire response.
- Evaluating the effectiveness of a flood response plan.

Full Scale Exercise – A full-scale exercise (FSE) is a complex, operations-based exercise designed to simulate a real-life emergency or incident as closely as possible. It involves multiple agencies, jurisdictions, and disciplines, including both command and control (e.g., Emergency Operations Center) and field response activities (e.g., firefighters responding to a mock incident). Full-scale exercises are considered the most resource-intensive and complex type of exercise, often requiring the actual movement of personnel and resources.

In an FSE, events are projected through an exercise scenario with event updates that drive activity at the operational level. FSEs are usually conducted in a real-time, stressful environment that is intended to mirror a real incident.
Personnel and resources may be mobilized and deployed to the scene, where actions are performed as if a real incident had occurred.

The FSE simulates reality by presenting complex and realistic problems that require critical thinking, rapid problem solving, and effective responses by trained personnel. The level of support needed to conduct an FSE is greater than that needed for other types of exercises. The exercise site for an FSE is usually large, and site logistics require close monitoring.



The type of exercise designed is dependent on what functions need to be tested and what level of player interaction is needed to meet that goal. Choosing the correct type for the purpose and goal of exercise is vital to its success. It will also help to determine the roles that are needed to be filled to effectively execute the exercise.

Authorities, References, Attachments and Annexes

Emergency response, like all governmental action, is based on legal authority. The City of Carmel-by-the-Sea Emergency Operations Plan (EOP), follows federal, state, and local regulations and guidelines. Additionally, best practices and lessons-learned have also been integrated in to this plan where possible; these were identified in the review of after-action reports from recent national large-scale disasters, incidents, and events.

Local

City of Carmel-by-the-Sea Emergency Resources

- City Emergency Preparedness
- Carmel Cares
- Carmel Residents Association

City of Carmel-by-the-Sea Hazard Specific Annexes

- Carmel-by-the-Sea Climate Change Vulnerability Assessment (2021)
- Community Wildfire Protection Plan (CWPP) (ESF#4)

Monterey County Emergency Resource Links

- 2022 Monterey County Multi-Jurisdictional Hazard Mitigation Plan (Volume 1)
- 2022 Monterey County Multi-Jurisdictional Hazard Mitigation Plan (Volume 2)
- Monterey County Emergency Operations Plan
- County of Monterey Department of Emergency Management
- Monterey County Community Resilience Plan
- Department of Emergency Management Strategic Plan
- Fire Safe Council For Monterey County

Monterey County Functional Support Annexes

- Animal Response Plan (ESF#11)
- Care and Shelter Plan (ESF#6)
- Debris Management Plan (ESF#10)
- Disaster Cost Recovery (ESF#14)
- Family Assistance Center Plan (ESF#15)
- Logistics Plan (ESF#7)
- Mass Fatality Plan (ESF#8)
- Mass Evacuation and Transportation Plan (ESF#1)
- Tactical Interoperability Communications Plan (ESF#2)
- Volunteer Management Plan (ESF#7)

Monterey County Hazard Specific Annexes

- Coastal Incident Response Plan (ESF#9)
- Electrical Power Disruption Plan (ESF#12)
- Winter Storm Response Plan (ESF#14)
- Tsunami Incident Response Plan (TIRP) (ESF#14)
- 2024 Monterey County Active Attacker/Criminal Mass Casualty Protocol

State

- Standardized Emergency Management System (Title 19, Division 2, Chapter 1 of the California Code of Regulations
- Standardized Emergency Management System Guidelines
- California Disaster and Civil Defense Master Mutual Aid Agreement
- California Law Enforcement Mutual Aid Plan
- California Fire Service and Rescue Emergency Mutual Aid Plan
- Disaster Service Worker (Title 1, Division 4, Chapter 8 of the Government Code and Section 3211.92 of the Labor Code)

Federal

- Robert T. Stafford Disaster Relief and Emergency Assistance Act (PL 93-288) as amended
- Homeland Security Act of 2002 (PL 107-296)
- Presidential Policy Directive / PPD-8: National Preparedness
- Homeland Security Presidential Directive / HSPD-5: Management of Domestic Incidents
- Individuals with Disabilities in Emergency Preparedness (Executive Order 13347)
- National Incident Management System (2008)
- National Response Framework (2016)
- Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans

Glossary

Acronyms

ADA	Americans with Disabilities Act
CAL FIRE	California Department of Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Services
CERT	Community Emergency Response Team
COG	Continuity of Government
DSW	Disaster Service Worker
EMS	Emergency Medical Services
EAS	Emergency Alert System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FEMA	Federal Emergency Management Agency
ICP	Incident Command Post
ICS	Incident Command System
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
JIS	Joint Information System
MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
MMAA	California Master Mutual Aid Agreement
NRF	National Response Framework
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NWS	National Weather Service
OA	Operational Area
OA EOC	Operational Area Emergency Operations Center
OES	Office of Emergency Services
PIO	Public Information Officer
REOC	Regional Emergency Operations Center
SEMS	Standardized Emergency Management System
SimCell	Simulation Cell
SMS	Short Message Service
SOC	State Operations Center
SOP	Standard Operating Procedures
TTX	Tabletop Exercise
WEA	Wireless Emergency Alert

Definitions

Accessible – A facility is accessible if it has the legally required features and/or qualities that ensure entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

Affected Population – Anyone who has been displaced, injured, or suffered some loss due to a disaster.

American Red Cross (Red Cross) – The Red Cross is a humanitarian organization, led by volunteers, who provide relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It does this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

Americans with Disabilities Act (ADA) – The Americans with Disabilities Act prohibits discrimination against people with disabilities in employment, transportation, public accommodation, communications, and governmental activities. The ADA also establishes requirements for telecommunications relay services.

Annex – An annex is an addition to a document.

Appendix – Appendices provide relevant information already referenced in the guidance. Typically, this includes forms used or other necessary information.

Catastrophe – A series of cascading human-caused/influenced events or incidents with or without a human caused genesis, the adverse effects/consequences of which are potentially, seemingly, or definitively irreversible. A catastrophe may be caused by a disaster, or may be the cause of a disaster, but it may not be either. A catastrophe may be an emergency or cause a state of emergency, or, an emergency or state of emergency may cause a catastrophe, but a catastrophe may not be any of the above.

Civil Unrest – Civil unrest involves a disruption of the typical social order; it can involve a strike or protest, and it can be non-violent or involve violence. Riots and rebellions are both forms of civil unrest.

Crisis – Phenomenon, event, active threat, or trend, with or without specific location, posing seemingly inevitable harm to life, property, environment, organizational performance, reputation, or way of life reasonably or ethically necessitating deliberate urgent intervention. (A crisis may be local, national, or global)

Continuity of Government (COG): The ability of a governmental entity to continue governmental functions while impacted by a major emergency. This term is usually associated with the impact of a pandemic but can be applicable to any emergency situation in which a sizable number of key personnel are debilitated or otherwise unavailable for duty.

Disaster – Any natural event or emergency (hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, etc.), or regardless of cause, any fire, flood, or explosion which the President determines to be of such severity as to warrant major federal disaster assistance.

Disaster Service Worker (DSW) – The Disaster Service Worker program is a state-funded worker's compensation program for government employees and affiliated volunteers who provide services to protect the health and safety, and preserve the lives and property, of the people of California. Government-affiliated volunteers, including members of the public who spontaneously volunteer to assist during a disaster, may be registered as DSWs under California's Disaster Service Worker Volunteer Program.

Emergency – Incident(s) or crisis(es) (air pollution, fire, flood, storm, epidemic, riot, drought, sudden/severe energy shortage, plant or animal infestation or disease, Governor's warning of earthquake/volcanic predictions, and earthquakes, etc.) posing threat to safety of persons, property, or the environment that exceeds an organization's resources/capability.

Emergency Medical Services (EMS) – A service providing out-of-hospital, acute medical care, transport to definitive care, and other medical transport to patients with illnesses and injuries, which prevent the patient from transporting themselves.

Emergency Operations – Actions taken during an emergency to protect life and property, care for the people affected, and restore essential community services.

Emergency Operations Center (EOC) – A site from which government officials coordinate, monitor, and support response activities during an emergency.

Emergency Operations Plan (EOP) – A document that describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Evacuation – Organized and supervised dispersal of people from dangerous or potentially dangerous areas.

Evacuee – All persons removed or moving from areas threatened or struck by a disaster.

Federal Emergency Management Agency (FEMA) – The Federal Emergency Management Agency (FEMA) is the federal agency responsible for coordinating emergency planning, preparedness, risk reduction, response, and recovery. The agency works closely with state and local governments by funding emergency programs and providing technical guidance and training. These coordinated activities at the federal, state, and local levels ensure a broad-based emergency program to insure public safety and protect property.

Flood – A general and temporary condition of inundation of normally dry land areas from overflow of inland or tidal waters, unusual or rapid accumulation or runoff of surface waters, or mudslides/mudflows caused by accumulation of water.

Hazard – Any source of danger or element of risk to people or property.

Hazardous Material – Any substance or material that when involved in an accident and released in sufficient quantities, poses a risk to people's health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.

Incident – The physical manifestation of crisis, event, or occurrence that has adversely affected life, property, or the environment requiring the response of at least one individual.

Incident Command System (ICS) – The Incident Command System (ICS) is a standardized emergency management concept designed to provide an integrated organizational structure for managing emergencies, and to enable coordinated emergency response across jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during emergencies. It is based on proven management tools that contribute to the strength and efficiency of the overall system.

Local Jurisdiction – Local jurisdiction refers to the cities, towns, school districts, and special districts that are encompassed within the geographical borders of the County of Monterey. In the case of unincorporated areas, local jurisdiction refers to the county itself.

Mitigation – Pre-event planning and actions that aim to lessen the occurrence or effects of potential disaster.

Mobilization – The process and procedures used by organizations; federal, state and local for activating, assembling, and transporting resources that have been requested to respond to or support an incident.

Multi-Agency Coordination (MAC) – The participation of government and other organizations involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

Multi-Jurisdiction Incident – An incident where multiple jurisdictions have a statutory responsibility. Under ICS, these incidents will be managed under Unified Command.

Mutual Aid – Is voluntary aid and assistance by the provision of services and facilities, including but not limited to fire, police, medical and health, communication, transportation, and utilities. Mutual aid is intended to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.

Mutual Aid Agreement – Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

Natural Disaster – Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe which causes, or which may cause, substantial damage or injury to civilian property or persons.

National Incident Management System (NIMS) – The National Incident Management System (NIMS) provides a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent nationwide approach to domestic emergency management that is applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS is based on a balance of flexibility and standardization. NIMS is flexible, and allows government and private entities at all levels to work together to manage domestic emergencies, regardless of their cause, size, location, or complexity. NIMS also provides a set of standardized organizational structures.

National Response Framework – The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies—from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. The Framework documents the key response principles, roles, and structures that organize national response. It describes how communities, states, the federal government, and private-sector and non-governmental partners apply these principles for a coordinated, effective national response. And it describes special circumstances where the federal government exercises a larger role, including incidents where federal interests are involved and catastrophic incidents where a state would require significant support. It allows first responders, decision makers, and supporting entities to provide a unified national response.

Non-Governmental Organization (NGO) – An entity with an association that is based on interests of its members, individuals, or institutions, and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the Red Cross.

Office of Emergency Services (OES) – OES is the lead agency in fulfilling the County's responsibility under the California Emergency Services Act and also serves as the Operational Area Coordinator for the County of Monterey under SEMS.

Operational Area (OA) – A geographical area that encompasses all local governments within a county, including the county. The OA serves as the coordination and communications link between the local government and the state. The OA prioritizes resources and coordinates mutual aid among entities within the OA. Each OA is responsible for activating and operating an EOC.

Operational Area Emergency Operations Center (OA EOC) – The physical location at which the coordination of information and resources to support OA activities normally takes place.
Plan – A document that describes the broad, overall jurisdictional response to potential extraordinary emergencies or disasters.

Preparedness – The range of deliberate, critical tasks and activities necessary to build, sustain, and improve operational capability. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and NGOs to identify threats, determine vulnerabilities, and identify required resources.

Recovery – The long-term activities beyond the initial emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

Resources – Personnel and equipment available, for assignment to incidents or to EOCs.

Response – Activities that address the direct effects of an incident; immediate actions to save lives, protect property.

Shelter – Facilities providing safe, sanitary, and secure refuge before, during, and after disaster incidents. (Note: This may also include some facilities that provide immediate necessary safe haven sheltering during an incident but are not capable of ongoing operations once other options are available.) Shelters may include general population shelters, medical needs shelters, or household pet shelters.

Special District – A unit of local government (other than a city or county, with authority or responsibility to own, operate, or maintain a project (e.g., a water district).

Standardized Emergency Management System (SEMS) – The Standardized Emergency Management System (SEMS) is used to manage emergency response in California. SEMS consists of five hierarchical levels: field, local, operational area, regional, and state.

State of Emergency – An eminent impending incident(s) or crisis(es) posing threat to safety of persons, property, or the environment that is/are likely to exceed resources/capability of the proclaiming political jurisdiction, or the existence of an active incident which threatens a population, and the adequacy of local resources is unknown.

Terrorism – The use of or threatened use of criminal violence against civilians or civilian infrastructure to achieve political ends through fear and intimidation.

Threat – Communicated, demonstrated, or inferred intent and potential capability to harm life, property, environment, organizational performance, or way of life.

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