

City of Morro Bay  
Multi-Hazard Emergency Response Plan

PART 1  
BASIC PLAN

Developed by

Morro Bay Fire Department  
Jeffrey F. Jones, Fire Chief

October 2003

Revised  
January 2008

## PREFACE

The purpose of the City of Morro Bay Multi-hazard Emergency Response Plan is to prescribe the City's policies and concepts for responding to any and all emergencies that could affect the health, safety, and property of the public within the city limits. The plan covers all emergencies and it is broken down into the following types of major events:

- EARTHQUAKE
- HAZARDOUS MATERIAL
- MULTI-CASUALTY
- STORM/FLOOD
- WILDLAND - MAJOR FIRE
- CIVIL DISTURBANCE -TERRORISM
- NUCLEAR POWER PLANT
- TSUNAMI

### PLAN ADOPTION

This is the official City of Morro Bay Multi-hazard Emergency Response Plan for responding to various emergencies causing damage in the City of Morro Bay. The Plan's responsibilities and authorities are effective as indicated below.

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Janice Peters, Mayor

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Andrea Lueker, Interim City Manager

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Date

CITY OF MORRO BAY  
MULTI-HAZARD EMERGENCY RESPONSE PLAN

DISTRIBUTION LIST

City Locations

City Manager	Emergency Operations Center
City Clerk	Fire Department
Public Services Department	Police Department
Harbor Department	Recreation & Parks Department

Libraries

Morro Bay Library

County Agencies

SLO County Office of Emergency Services

State Agencies

California Office of Emergency Services, Region I





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## SECTION I - INTRODUCTION

### A. PURPOSE

The purpose of the City of Morro Bay Multi-hazard Emergency Response Plan (MERP) is to prescribe the City's policies and concepts for responding to major emergencies that could affect the health, safety, and property of the public within the city limits. In specific annexes the plan covers the City's response in more detail to the following types of emergencies:

- EARTHQUAKE
- HAZARDOUS MATERIAL
- MULTI-CASUALTY
- STORM-FLOOD
- WILDLAND-MAJOR FIRE
- CIVIL DISTURBANCE-TERRORISM
- NUCLEAR POWER PLANT
- TSUNAMI

### B. OBJECTIVES

The objectives of this Plan are to:

- Protect the public and property in the City.
- Establish official City policy for response to emergencies utilizing the National Incident Management System (NIMS) integrated with the Standard Emergency Management System (SEMS) and the Incident Command System (ICS).
- Identify authorities and assign responsibilities for planning and response activities.
- Identify the scope of potential hazards that form a basis for planning
- Identify other jurisdictions and organizations with which planning and emergency response activities should be coordinated.
- Establish the City Emergency Organization, which will manage emergency response.
- Establish the City's policy for providing emergency information to the public.
- Outline preplanned response actions that will be taken by City emergency personnel to mitigate the emergency's effects.
- Describe the resources available to support emergency response activities.
- Establish responsibilities for the maintenance of the overall City emergency preparedness program.

### C. PLAN ORGANIZATION

The City's emergency preparedness program consists of three parts: Part 1 - Basic Plan; Part 2 - hazard-specific annexes (which cover each type of emergency listed in Section A); and, Part 3 Support Materials containing resource and reference materials and a recovery plan for the City.

An abstract of each part is provided below:

1. PART 1 – Basic Plan

Part 1 serves as an overview for elements of response that are common to all types of emergencies. Objectives and policy for the City are established in this section and therefore this portion of the plan requires the approval of the City Council.

2. PART 2 - Hazard-Specific Annexes

Part 2 contains hazard-specific plans including the Standard Operating Procedures that are used to implement the concepts and policies set forth in this plan. This portion of the plan is tactical in nature and therefore changes are frequent. This part of the plan is maintained independent of Parts 1 and 3. Part 2 does not require the approval of the City Council. The annexes contained in Part 2 are as follows:

- Annex A - Earthquake
- Annex B - Hazardous Material
- Annex C - Multi-Casualty
- Annex D - Storm-Flood
- Annex E. Wildland-Major Fire
- Annex F. Civil Disturbance-Terrorism
- Annex H. Nuclear Power Plant
- Annex G. Tsunami

Each Annex covers the planning elements specific to the type of emergency addressed. The Disaster Management Guides, contained in each annex, provide direction to emergency workers in the implementation of the concepts and policies applicable to each type of emergency. They give guidance on how, when, and by whom emergency actions are performed and give information and references necessary to support emergency workers in their tasks.

3. PART 3 - Support Materials

Part 3 consists of support materials and references that are stand-alone documents. These materials are maintained independent of Parts 1 and 2. The materials are intended to provide emergency personnel with information and data to support the City's emergency response and recovery efforts. As appropriate, references to the support materials are provided in Parts 1 and 2 of the plan.

Support materials in Part III include:

- City of Morro Bay Special Needs Population List (**Confidential**)
- San Luis Obispo County Emergency Alerting System (EAS) and Sample Messages
- City of Morro Bay Resource List (Vehicles and Equipment)
- City of Morro Bay Phone listing (**Confidential - limited distribution**)
- San Luis Obispo County Resource Directory
- Recovery plan

D. Plan Coordination

Almost all major emergencies result in the response from more than one agency or jurisdiction. Therefore, the City must assure that program development and emergency incident response is coordinated with surrounding jurisdictions.

The following is a sample listing of jurisdictions where plan development and response coordination is required:

- Federal Emergency Management Agency (FEMA)
- California Office of Emergency Services
- San Luis Obispo County Office of Emergency Services
- San Luis Obispo County Fire Department
- San Luis Obispo County Sheriff
- All Cities within San Luis Obispo County

## SECTION II - AUTHORITIES and REFERENCES

### A. Authorities

The following is a list of the authorities used for the development and implementation of this plan.

#### 1. Federal Authorities

- Federal Civil Defense Act of 1950 (PL 920)
- Federal Disaster Relief Act of 1974 (PL 93-288)
- Public Law 84-99
- Homeland Security Presidential Directive (HSPD)-5

#### 2. State Authorities

- California Government Code (Chapter 7, Division 1, Title 2) Section 8550 et. seq. - California Emergency Service Act
- California Government Code (Article 3.7, Chapter 7, Div. 1, Title 2) Sections 8574.7 to 8574.9 - Toxic Disasters.
- California Government Code (Article 11, Chapter 7, Div. 1, Title 2) Section 8615 - Mutual Aid.
- California Hazardous Materials Incident Contingency Plan
- California Health and Safety Code (Div. 1, Part 2, Chapter 8) Section 1158 - Supervision by Local Health Officer During Health Emergencies.
- California Health and Safety Code (Div. 20, Chapter 6.5, Article 2) Sections 25180 - Enforcement of Hazardous Waste Laws, and Section 25185 - Powers of Health Office to enter/inspect.
- California Health and Safety Code (Div. 20, Chapter 7, Sections 25600 to 25610) - Control of Radioactive Contamination of the Environment.
- California Natural Disaster Assistance Act
- California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2454 - Scene Management as amended in Chapter 543 of 1982 Statutes.
- California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2452 - Hazardous Substance Defined.
- California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2453 - Hazardous Spill Notification System
- California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2450 - Hazardous Substances Highway Spill Containment and Abatement Act.
- California Vehicle Code (Article 4, Chapter 2, Div. 2) Section 2451 - Public Health: Legislative Finding.

- City of Morro Bay Municipal Code Chapter 8.08 Disaster Preparedness.
- San Luis Obispo County Code (Ord. No. 1384) Chapter 2.80 - Emergency Organization and Functions
- San Luis Obispo County/Cities Basic Plan for Peacetime Emergencies 1981
- San Luis Obispo County/Cities Basic Plan for Peacetime Emergencies, 1981. Municipal Code Chapter 2.24 Emergency Services, pg. 17-20.

B. REFERENCES

The following is a listing of references used in the development of this emergency plan.

- California Emergency Plan, 1998
- California Emergency Resources Management Plan
- California Fire and Rescue Operations Plan
- California Law Enforcement Mutual Aid Plan
- California Master Mutual Aid Agreement
- California Emergency Medical Services Authority Multi-Causality Incident Guidelines
- City of San Luis Obispo Multi-hazard Emergency Response Plan.
- City of Morro Bay, Fire Department Policies and Procedures Manual.
- City of Morro Bay, Multi-hazard Emergency Response Plan, 2002
- Fire Service Emergency Management Handbook, FEMA 1985.
- FIRESCOPE Field Operations Guide - ICS 420-1
- San Luis Obispo County Basic Plan for Peacetime Emergencies
- San Luis Obispo County Earthquake Emergency Response Plan, San Luis Obispo County Office of Emergency Services, 1986.
- San Luis Obispo County Hazardous Materials Emergency Response Plan, San Luis Obispo County OES, 1985.
- San Luis Obispo County/Cities Nuclear Power Plant Emergency Response Plan, 1990.

## SECTION III - HAZARD OVERVIEW

This section provides a general overview of the potential threat presented by each of the types of emergencies listed in Part 1, Section I. A detailed hazard assessment for each type of emergency is presented in the hazard-specific annexes found in Part 2 of the MERP. Each annex examines the potential effects that could result if an emergency of that type were to occur.

### A. EARTHQUAKE

There are four (4) known seismically active faults that run through San Luis Obispo County. These include the San Andreas Fault, the Nacimiento-Rinconada Fault, the Hosgri Fault, and the San Simeon Fault. The San Andreas Fault capable of an 8.5 magnitude earthquake, is the best known of these four and potentially poses the greatest threat. Increases along this fault between Parkfield and Cholame indicate that we are past due for a 5.5 to 7.4 Richter magnitude earthquake in this area. The 6.3 San Simeon Earthquake of December 2003 damaged the Morro Bay Headquarters fire station and caused two fatalities in Paso Robles.

Potential emergencies or problems that may be triggered as a result of a light-to-heavy damage earthquake impacting the City include: building collapse (particularly un-reinforced masonry structures) causing need for rescue; mass injuries; hazardous materials releases; major fires; utility disruptions; major natural gas leaks; communication disruptions; need for evacuation; command and coordination problems; roadway and transportation system disruptions; and hospital/school disruptions to list a few.

The potential direct and indirect consequences of a major earthquake will severely stress the resources of the City and will require a high level of self-help, coordination and cooperation. Out-of-city assistance from other local, regional, state, federal and private agencies may be delayed by more than 72 hours, depending on the regional severity of the earthquake.

The Fire Department assumes the primary role in the management of an earthquake emergency.

### B. HAZARDOUS MATERIALS

A hazardous material is any substance, natural or man-made, that may be harmful to life or to the environment. A hazardous materials incident is any emergency where these substances are involved. Hazardous materials incidents may occur at fixed facilities, along any air or land transportation

route, and in unpredictable areas relatively inaccessible by ground transportation. The City contains two (2) major transportation arteries, Highway 1 and Highway 41, where thousands of tons of hazardous materials are transported annually through and into densely populated areas of the City. In 2001 an anhydrous ammonia leak at a fixed facility on Beach Street caused the evacuation of over 3,000 people in Morro Bay.

Pesticides and chemicals are stored at numerous sites around the City. Fixed facilities are found mainly in two areas: the Morro Bay Power Plant and the waterfront area. Air transportation of hazardous materials poses a small but still potential hazard. Hazardous waste is occasionally shipped along Highway 1, as an alternate to US 101 to a major dumpsite located in the Kettleman Hills near Highway 5.

The potential for a hazardous materials emergency exists primarily through transportation accidents of surface vehicles. Although the probability for a disastrous hazardous materials incident is low, the probability for extreme risk to life and property is high should such an emergency occur.

The Fire Department assumes the primary role in the management of a Hazardous Materials emergency.

#### C. MULTI- CASUALTY

A multi-casualty incident is one that involves a sufficient number of injured persons to overwhelm the first responding medical resources or an incident with a significant medical hazard to a large population (natural disaster, haz mat, etc) or involves evacuation of a medical facility (hospital, convalescent home, etc).

Given the travel routes through the city, the modes of public transportation available (vehicle and vessel) and the fact that the City is located below the normal flight path of the commercial aviation system, a distinct possibility for a large transportation accident exists within the City Limits.

Additionally, the Harbor Festival and other large public events, along with the seasonal dangerous surf conditions at the Harbor entrance dictate the need for a Multi-casualty Plan.

As indicated in the plan, the responsibility for managing the event will be dictated by where and why the event has occurred; however, quite typically these events are managed under a Unified Command with the Fire Department in a lead role.

#### D. STORM - FLOOD

Rainfall and inclement weather are primarily seasonal phenomena in the City, roughly corresponding to the November through March winter rainfall season associated with Mediterranean climate of the central coast of California.

Several creek drainage systems, including Chorro Creek, the Morro/Little Morro Creek convergence, No-Name Creek, Alva Paul Creek, Toro Creek, and San Bernardo Creek flow into and/or near the City. Chorro Creek is the largest and runs along the southern boundary of the City near two mobile home parks. Morro Creek runs parallel to Highway 41. Little Morro Creek runs parallel to Little Morro Creek Road and combines with Morro Creek within the City near Main Street. No-Name Creek runs through the City along Island Street. Alva Paul runs through the city along Whidbey and Yerba Buena Streets. Toro Creek runs along the farthest northern boundary of the City. San Bernardo Creek runs under Highway 1 south of the City. As seen in the 1995 Floods, these creeks can present varying hazards during a flood and can block access to and egress from the City.

When rainfall and surface run-off from a storm exceeds a drainage system's capacity to adequately channel and contain the water flooding may occur. Potential flood areas include: the South Bay Boulevard area between Highway 1 and State Park Road; the area between Highway 41/Atascadero Road and Radcliff Avenue; low-lying sections of Island Street and Beachcomber; Highway 1, at the northern City limits; and, Highway 1 south of the City limits. Other problems and hazards associated with flooding and inclement weather include utility disruptions, broken power lines lying on the ground, trees damaged and blown down, and transportation route disruptions.

The Public Services Department assumes the primary role in management of a storm emergency or flood.

#### E. WILDLAND- MAJOR FIRE

The potential for a major fire in the City of Morro Bay always exists. Residential, industrial, commercial, harbor front, and wildland areas all present potential disaster situations. The cause of a disastrous fire within the city may be a major structural fire fanned by ocean or Santa Ana winds or a major wildland/urban interface fire (I-zone fire).

The areas most at risk for a conflagration are the hillside homes of north Morro Bay, structures and vessels located on or adjacent to the waterfront areas of the City, the older businesses lining Morro Bay Boulevard, and the structures in and adjacent to the Morro Bay State Park.

Throughout much of the City, homes and businesses are built closely

together with little defensible space and are located on narrow roads that make access difficult. In addition, the construction used in many of these buildings is wood-frame with wood siding and combustible roofs; a method of building that offers a significant amount of fuel to a wind or topographically driven fire.

The T-Pier fire of 1988 demonstrated the potential for a major structural fire in other areas of the City. The close proximity of vessels, commercial buildings, residential areas, and other structures could promote a conflagration. These factors combined with certain weather and tidal factors pose a significant threat for a major fire in the harbor area of the City of Morro Bay.

The City, located on the western coastal fringe of the Santa Lucia Mountain Range is in a fairly favorable position with respect to the wildland fire threat. However, in 1994 the Highway 41 Fire burned toward the City with amazing speed. While this threat was short lived, the potential does exist for a major wildland fire to burn into the City.

The areas that are at risk from a large-scale wildland fire are, for the most part, located on the edge of the City limits. These "fringe" areas are where there is the most I-zone potential. The neighborhoods bordering the Morro Bay State Park and Black Hill area also possess this potential. Additionally, the lands that adjoin the City are not subject to the rigorous weed abatement programs enforced by the Morro Bay Fire Department.

As a result, the potential exists for a major fire that could quickly overrun the capabilities of both the City's and other local government fire departments. Command and coordination of resources, area evacuations/sheltering of those displaced, and reoccupation are major plan components.

The Fire Department assumes the primary role in the management of a Major Fire emergency.

## F. CIVIL DISTURBANCE- TERRORISM

For planning purposes, these two types of events have been combined together. These occurrences are primarily law enforcement responsibilities; however it is difficult to predict how the emergency(s) may impact the community, as they may occur in a variety of forms. Successful outcomes to these occurrences will often require the use of more than one annex of the City Emergency response plan. The plan focus then becomes more related to resource coordination and objectives rather than tactical procedures.

### 1. Civil Disturbance

The spontaneous disruption of normal orderly conduct and activities in urban areas, or outbreak of rioting or violence that is of a large nature is referred to as civil disturbance or disorder. Civil disorder is a demonstration of popular unrest that may manifest itself in acts of violence and destruction against property and human life. Civil disorder can be spurred by specific events, such as large sporting events or criminal trials, or can be the result of long-term disfavor with authority. Civil disorder is usually noted by the fact that normal on-duty police and emergency services personnel cannot adequately deal with the situation until additional resources can be acquired. This is the time frame when civil unrest can grow to large proportions.

The threat to law enforcement and safety personnel can be severe and bold in nature. Securing of essential facilities and services is necessary. Looting and fires can take place as a result of perceived or actual non-intervention by authorities.

High-density event-oriented populations occur at various times throughout the year. They are events that attract large numbers of persons such as; school events, parades, and festivals.

The Harbor Festival can host as many as 20,000 people at a time. Because of the myriad events that are available that weekend, virtually any type of audience can be expected to be in attendance at any one time. The prospect of a large concentration of individuals who are of a mind set to cause a civil disorder is a real possibility.

The threat from the indigenous population is non-existent.

The Police Department assumes the primary role in the management of Civil Disturbance Emergency.

## 2. Terrorism

Terrorism involves a struggle between competing principles and ideologies below the level of conventional war. Principal targets include military personnel and facilities, commercial establishments, government buildings and property, and/or any location large numbers of people congregate.

The effects of terrorist activities can vary significantly, depending on the type, severity, scope, and duration of the activity. Terrorist activities may result in disruption of utility services, property damage, injuries and the loss of lives.

While San Luis Obispo County is a low population area, with generally low population density when compared with major metropolitan areas, the possibility of a terrorist action, which might have an impact on the City, cannot be discounted. Terrorist actions may include biological, chemical, incendiary, explosive, nuclear/radiological, or electronic (such as software system) attacks.

The Police Department assumes the primary role in the management of Terrorism.

#### G. NUCLEAR POWER PLANT

The Diablo Canyon Nuclear Power Plant is operated by the Pacific Gas and Electric Company (PG&E). The plant is located on the San Luis Obispo County coast approximately 10 miles southwest of the City of Morro Bay. The plant consists of two nuclear power generating units. Both units are operational. Each unit is a pressurized water-type reactor having an electric power generating capacity in excess of 1,000 megawatts.

When any nuclear power plant is operated, the potential for a radiological accident exists, though the probability of a serious accident is very low. The principal deterrent to an accident is prevention through conservative design, construction and operation, which assures that the integrity of the reactor system is maintained. Protective systems are installed and are automatically activated to counteract the resulting effects when any part of the reactor system fails. Emergency planning is necessary to assure public safety in the unlikely event that reactor safety systems fail.

The Fire Department assumes the primary role in the management of a nuclear emergency

#### H. TSUNAMI

A tsunami, or seismic sea wave, is a series of waves generated by seismic activity in or near the Pacific Ocean. They may be as far apart as one hour, and up to twenty feet high on this part of the coast. There is no way to determine in advance the amplitude or size of the waves. A small tsunami at one beach can be a giant a few miles away.

Tsunamis have done great damage to communities located on the California coast. A tsunami in 1964 killed 12 people in Crescent City and damaged piers and boats in Morro Bay. Damage in Morro Bay was caused as the bay emptied and filled every 15 minutes for over an hour. A 1960

tsunami killed 61 people in Hawaii; six hours after a warning had been issued. Sooner or later, tsunamis strike every coastline in the Pacific, and for this reason they pose a threat to the citizens and visitors of Morro Bay. Should such an emergency occur, the risk to life and property could be extreme.

The Fire Department assumes the primary role in the management of a Tsunami emergency.

## SECTION IV – PLANNING BASIS

This section discusses the planning basis for each type of emergency addressed in this plan. It covers the planning regulation, guidance, concepts, and policies that form the City's foundation for response to each of the types of emergency covered by this plan. The City of Morro Bay Multi-hazard Emergency Response Plan, including the Hazard Specific Annexes, was developed using State Multi-hazard functional planning guidelines and as such, complies with State and Federal mandates. Compatibility with San Luis Obispo County Multi-hazard Emergency Response Plans is built into the City's plan. Common elements in the plan include: an annual review and update of all plans, regular field or tabletop exercises, development of Standard Operating Procedures (SOP's) for field level operations by each involved City department, automatic EOC activation points and incident management using NIMS (National Incident Management System integrated with SEMS (Standard Emergency Management System) and ICS (Incident Command System).

### A. EARTHQUAKE

The effects of a heavy damage earthquake will be widespread, quickly exhausting resources and requiring extensive outside aid. The earthquake annex of this plan concentrates on obtaining and coordinating these resources through use of the Incident Command System and establishment of an Emergency Operations Center. The San Luis Obispo County Emergency Response Plan was a primary reference to assure that coordination with San Luis Obispo County efforts would occur. Areas of responsibility for City departments are outlined and the development of Standard Operating Procedures for each department is assigned.

### B. HAZARDOUS MATERIALS

The release of hazardous materials, into the environment, can cause a wide range of problems. The Hazardous Materials Emergency Response Plan determines responsibilities and outlines a management system (ICS) and Standard Operating Procedures used to mitigate the effects of such an event. Incident Commander authority is determined based on incident location. Assistance for mitigation, clean up and funding is addressed. Evacuation of significant portions of the City is planned for, as is a chain of mandatory regulatory agency notifications.

C. MULTI- CASUALTY

The multi-casualty incident (MCI) Plan has been developed on a countywide basis to provide an organized emergency medical response to an incident or incidents that involve numerous victims.

The goals of the plan are to organize and implement a countywide system EMS plan of action to manage multi-casualty incidents; provide the greatest medical good for the greatest number of patients; give early notification to area hospitals so they can assess and prepare their casualty care capabilities; early triage and separation of specific patient problems to ensure their distribution to the most appropriate hospital; avoid patient overload at any one hospital; ensure all EMS agencies follow the same multi-casualty incident plan of action.

D. STORM- FLOOD

The occasional seasonal effects of heavy winter storms have historically caused short-term problems within the City. The Storm/Flood Plan designates Public Services as the lead agency for battling the effects of a flood. The plan identifies a management organization and emergency resources and facilities.

E. WILDLAND- MAJOR FIRE

The effects of a large-scale wildland fire or major structure fire(s) will require many fire suppression resources be brought into the City. A quick response and efficient management of these resources is contained in this plan. Evacuation and securing of fire-damaged areas via Police assistance is also a primary planning element.

F. CIVIL DISTURBANCE- TERRORISM

The handling of any civil disturbance is very delicate in nature. Our actions in response to civil disturbance should attempt to prevent an escalation of the situation and to protect people and property. We should constantly evaluate the situation and respond at a level necessary to control or mitigate confrontations. This annex identifies a management plan and addresses actions and resources necessary for civil disturbance emergencies.

It is prudent to increase preparedness and awareness efforts in addressing the threat of terrorism throughout the nation, including San Luis Obispo County. There are a number of emergency management systems and

emergency procedures that come into play should an event occur locally. The specific type of terrorist act will dictate which specific plan(s) will best handle the event. Any event of consequence will see significant Federal Government intervention and support based on the national security concerns.

G. NUCLEAR POWER PLANT

Nuclear power plant emergency plans are developed using guidance from the federal planning document titled NUREG-0654/FEMA-REP-1, Criteria for Preparation and Evaluation of Radiological Emergency Response Plans and Preparedness in Support of Nuclear Power Plants. The U.S. Nuclear Regulatory Commission (NRC) and the Federal Emergency Management Agency (FEMA) developed NUREG-0654/FEMA-REP-1 jointly after the Three Mile Island accident in the 1979. The document incorporates the lessons learned from inquiries into the response actions taken during the accident.

The State of California also has established guidance for maintenance of nuclear power requirements and guidance used in development of the concepts of nuclear power plant emergency response. This Annex was prepared with assistance from the County Office of Emergency Services in conjunction with the County's Nuclear Power Plant.

H. TSUNAMI

A review of the history of our coastline demonstrates the necessity of being prepared for a tsunami. The California coast has experienced numerous events and thus must maintain plans capable of handling a tsunami emergency. This annex addresses evacuation and warning procedures necessary to ensure a safe and timely response to reports of a possible tsunami striking the City of Morro Bay.

## SECTION V - EMERGENCY MANAGEMENT

### A. DISCUSSION

The City will manage emergencies using the National Incident Management System (NIMS) integrated with the Standard Emergency Management System (SEMS) and Incident Command System (ICS). NIMS, SEMS, and ICS are modular emergency management systems designed for incidents involving a multi-jurisdictional response. They provide effective direction and control of an emergency from the time of notification, through all its stages, until the situation de-escalates to a point where emergency resources are no longer needed.

### B. NATIONAL INCIDENT MANAGEMENT SYSTEM INTEGRATED WITH THE STANDARD EMERGENCY MANAGEMENT SYSTEM (SEMS)

In an emergency, governmental response is an extraordinary extension of the responsibility and action, coupled with the normal day-to-day activities, associated with governing. Any emergency event of major consequence will more than likely overwhelm local government resources requiring assistance from a multitude of agencies. The National Incident Management System (NIMS) integrated with the Standardized Emergency Management System (SEMS), which has been adopted by the City of Morro Bay, establishes a nationwide standard response structure and basic protocols to be used by all agencies in both emergency response and recovery for a major event. Its authority and structure can be found in Chapter 1 of Division 2 of Title 19 of the California Code of Regulations and Homeland Security Presidential Directive (HSPD)-5.

Fully activated, the NIMS/SEMS consists of six levels: field response, local government, operational areas (countywide), OES Mutual Aid Regions, state government, and federal government.

### C. INCIDENT COMMAND SYSTEM

ICS consists of several components. When applied together, the following provide the basis for effective emergency management:

- Common terminology
- Modular organization
- Integrated communications
- Unified command structure

- Consolidated action plans
- Manageable span-of-control
- Pre-designated incident facilities
- Comprehensive resource management

The modular aspect of ICS establishes a dynamic emergency organization based on the resources needed to support all phases of an emergency. The organization's staff will be integrated from the top down. If a situation escalates, additional resources can be brought into the organization, and, likewise, when the situation de-escalates, resources can be released when they are no longer needed.

#### D. CITY EMERGENCY ORGANIZATION

The figures at the end of this section illustrate the City of Morro Bay's Incident Management Organization for various types of emergencies. The staffing and actual structure of the organization will vary based on the type and severity of an emergency.

Table V-1 lists the City personnel that will be trained to fill the emergency positions shown in figures. Each position has alternate personnel. Some personnel are cross-trained to fill several positions. The Incident Commander (IC) heads the Incident Management Organization. The IC has overall responsibility for the City's emergency management. By ordinance, the City Manager is designated as the Director of Emergency Services and is to provide policy guidance to the Incident Commander.

The Police Department Watch Commander or the on-duty Fire Captain will act as the IC at the onset of an emergency. When a designated Incident Commander arrives at the City Emergency Operations Center (EOC), the acting IC will relinquish command and act as Deputy Incident Commander until command is stable and the arriving Incident Commander has been briefed. When the Incident Management Organization is mobilized, the Incident Commander is supported by five functional groups.

The functional ICS groups are:

- Command Staff
- Operations Section
- Planning Section
- Logistics Section
- Finance Section

Except for the Command Staff, which includes the Incident Commander and support staff, each of these groups is headed by a Section Chief.

The Section Chiefs comprise the General Staff, which is the management team under the direction of the Incident Commander. The Section Chiefs may activate functions as needed to support the operational needs of their assigned section.

## E. RESPONSIBILITIES

This section outlines the general responsibilities of the functional Incident Management Organization groups.

### 1. Policy Group

The Policy group is comprised of the Mayor and City Council, and assisted by the City Manager and City Attorney. This group is responsible to provide legal and policy direction to the EOC Director and/or the Incident Commander.

### 2. Incident Commander

The Incident Commander (IC) has overall responsibility for all emergency operations. Depending on the type of emergency, personnel authorized to act in the capacity of Incident Commander are as follows:

- Fire Chief
- Police Chief
- Public Services Director
- City Manager
- Designated Fire and Police Personnel

The Incident Commander's responsibilities include:

- Directing the Command Staff and General Staff.
- Developing and implementing strategic decisions.
- Approving the order and release of resources.
- Activating ICS elements.
- Ensuring planning meetings are conducted.
- Approving and authorizing implementation of Incident Action Plans.
- Determining information needs and informing the Command Staff.
- Reviewing and authorizing the release of information to the news media and public.
- Ensuring the general welfare and safety of Incident Management Organization personnel.
- Approving the plan for demobilization and recovery.

3. Safety Officer

The Safety Officer (SOFR) is responsible for monitoring and assessing hazardous and unsafe situations and developing measures for assuring personnel safety. The Safety Officer will make recommendations to the IC to correct unsafe acts or conditions. The Safety Officer will provide input in the development of Incident Action Plans to identify and mitigate safety concerns during emergency operations.

4. Information Officer/Liaison Officer

The Information Officer (IOFR) is responsible for developing and releasing information about the emergency to the news media, to incident personnel, to other appropriate agencies and organizations and the general public.

The Liaison Officer (LOFR) serves as the primary point of contact for personnel assigned to the incident by assisting or cooperating outside agencies. These are personnel other than those on direct tactical assignments or those involved in a Unified Command.

In some situations one person may handle both the Information Officer and the Liaison Functions. In large-scale emergency situations additional staff may be required in order for these functions to operate effectively.

The Information Officer's/Liaison Officer's responsibilities include:

- Gathering and disseminating emergency information.
- Develop material for use in media briefings.
- Obtaining Incident Commander approval for the release of information.
- Inform media and conduct briefings.
- Coordinating the release of emergency information to the public and news media with other agencies.
- Responding to special requests for information.
- Providing information about the emergency to the Incident Management Organization.
- Be a contact point for Agency Representatives.
- Identifying contacts and communication links with outside agencies and organizations.
- Providing information to and responding to requests from

interagency and intra-agency contacts.

5. Operations Section

The Operations Section Chief (OSC), who is a member of the General Staff, heads this Section. The Section is responsible for the following operations:

- Providing and coordinating law enforcement services, including assisting other law enforcement agencies in traffic management.
- Providing and coordinating public services, including providing and placing barricades and signs for traffic management activities.
- Providing and coordinating fire protection services.
- Providing and coordinating emergency medical services for the City.
- Establishing and managing staging areas.
- Ensuring the general welfare and safety of section personnel.

The Law Enforcement Branch, Fire Services Branch, Public Works Branch, and the Medical Branch are examples of functions that operate under the direction of the Operations Section Chief.

6. Planning Section

The Planning Section Chief (PSC), who is a member of the General Staff, heads this section. The Section is responsible for obtaining, evaluating, disseminating and using information concerning the developing status of the emergency. This information is needed by the Incident Management Organization to have an understanding of the current situation and develop appropriate courses of action to effectively manage the emergency response. The Section is responsible for the following operations:

- Collect and process situation information about the incident.
- Supervise preparation of the Incident Action Plan.
- Determine need for specialized resources in support of the incident.
- Assemble information on alternative strategies.

The Resources Unit, Situation Unit, Documentation Unit, and

technical specialist are examples of functions that operate under the direction of the Planning Section Chief.

7. Logistics Section

The Logistics Section Chief (LSC), who is a member of the General Staff, heads this section. The Logistics Section Chief, with assistance from several units, is responsible for providing the Incident Management Organization with logistical needs such as facilities, communications, equipment, emergency worker feeding and supplies. The Logistics Section Chief is also responsible for ensuring the general welfare and safety of section personnel. The Section is responsible for the following operations:

- Identify service and support requirements for planned and expected operations.
- Develop incident Communications Plan, Medical Plan and Traffic Plan.
- Coordinate and process requests for additional resources.
- Review Incident Action Plan and estimate Section needs for next operational period.

The Equipment Unit, Communications Unit, Facilities Unit, Food Unit, and Supply Unit are examples of functions that operate under the direction of the Logistics Section Chief.

8. Finance / Admin Section

The Finance Section Chief, who is a member of the General staff, heads this section. The Finance Section is responsible for all financial and cost aspects associated with the emergency. The Chief manages and is assisted by four units, The Time Unit, Procurement Unit, Cost Unit, Compensation and Claims Unit. These are examples of functions that are under the direction of the Finance Section Chief. The Section is responsible for the following operations:

- Manage all financial aspects of an incident.
- Ensure that all obligation documents initiated at the incident are properly prepared and completed.
- Brief Policy Group on all incident-related financial issues needing attention or follow-up.

TABLE V-1

CITY OF MORRO BAY  
INCIDENT MANAGEMENT ORGANIZATION CHART

The following section outlines position assignments for Incident Management Organization members. The assignments are made corresponding to position within the regular city organization structure by position only. To obtain the names and phone numbers that correspond to these positions, reference the City EOC Plan. Members of the regular city organization that are assigned to the Incident Management Organization shall be made aware of their assignment and offered special training for their incident management function. These assignments are recommendations only. Any person familiar with the ICS may be used to fill positions that are short on personnel, especially in the early stages of an incident.

<u>Position</u>	<u>Primary</u>	<u>Alternate</u>
Policy Group	City Council City Manager City Attorney	Appointed Commission and Board Members ( <u>See Table VI-1.</u> )
EOC Director , Incident Commander or Unified Command	Fire Chief Police Chief Public Services Director	Fire Captain Police Commander City Engineer Capital Projects Manager
Administration	City Manager Assistant City Manager	Department Head Management Analyst City Clerk
Information Officer	Management Analyst Fire Dept. PIO Police Dept. PIO	City Clerk City Attorney Assistant City Manager
*Liaison	Recreation <i>and Parks</i> Director	Fire Captain Police Sergeant
*Operations Section Chief	Fire Captain Police Commander City Engineer	Fire Engineer Police Sergeant Capital Projects Manager
*Planning Section Chief	Fire Captain Police Commander	Public Services Director
*Logistics Section Chief	Capital Projects Manager	Recreation <i>and Parks</i> Director

Finance/Admin  
Section Chief  
\*Interchangeable Positions

Finance Director

Facilities Coordinator

City Accountant  
Accounting Supervisor

## SECTION VI - CONCEPTS OF OPERATION

This section outlines the concepts under which the City will respond to emergencies. Though the City's response to emergencies will depend on the type and magnitude of the situation, many elements of response are similar.

### A. BASIC ELEMENTS OF EMERGENCY RESPONSE

Some of the basic elements of emergency response common to all types of emergencies include the following:

- Event Recognition
- Notification of Response Personnel
- Mobilization of Response Personnel
- Activation of Emergency Response Facilities and Resources
- Situation Reporting and Assessment
- Public Alerting and Information
- Protective Action Determination and Implementation
- Reentry and Recovery

Response to all emergencies involves the use of the elements listed above. The type and magnitude of each emergency will determine the level of response necessary.

Some emergencies can be preceded with a buildup period lasting from hours to days, which if recognized provide advanced warning to the population groups which might be affected. In certain instances, all of the emergencies addressed in the plan could be preceded by events that could be recognized as advance warning. These slowly building events allow the emergency organizations and resources to be mobilized and prepare for emergency response. In other instances, emergencies can occur with little or no advance warning. This will require emergency organizations and resources to be mobilized just prior to or after the onset of the event.

Since emergency preparedness involves planning for worst-case events, the City of Morro Bay must be prepared to respond promptly and effectively and have provision for mutual aid resources if the response effort requires resources beyond the City's capabilities.

The hazard-specific annexes contained in Part 2 of the MERP provide the detailed concepts of operations for each type of emergency addressed in this plan.

B. MUTUAL AID CONCEPTS

It shall be the policy of the City to utilize mutual aid as the primary means to expand the number of personnel and resources assigned to the City's Emergency Organization. Mutual aid procedures should be consistent with the California Master Mutual Aid Agreement, California Law Enforcement Mutual Aid Plan, California Fire and Rescue Mutual Aid System, and the San Luis Obispo County Fire and Rescue Mutual Aid Plan. Mutual Aid, like the Incident Command System, is provided under the broad direction of the requesting jurisdiction and under the direct control of the aiding jurisdiction/agency. All assisting agencies that support this plan should work in cooperation with other local, state, federal and private agencies in an effort to maximize resources and minimize damages. It is further understood that mutual aid may be severely delayed and will require extreme cooperation between local surviving agency resources.

C. PRESERVERANCE OF GOVERNMENT

A major disaster could result in great loss of life and property, including the death or injury of key government officials. At the same time there could be partial or complete destruction of established seats of government, and the destruction of public and private records essential to continued operations of government and industry.

In the aftermath of a major disaster, law and order must be preserved and essential government services must be maintained. To this end, it is particularly essential that local units of government continue to function.

1. Lines of Succession

Article 15 of the California Emergency Services Act provides the authority, as well as the procedures to be employed, to ensure continued function of government through the appointment of political positions, chief executives, and department heads should they be unable to serve in a locally declared state of emergency. In general the act allows for the governing body to designate and appoint up to three standby officers for positions it deems necessary. For City Council Members, if a quorum cannot be met due to injury, illness, or death during a locally declared state of emergency in Morro Bay, temporary appointments will be made to create a full City Council of five (5) members. Table VI -1, at the end of this section, delineates the lines of succession for the City of Morro Bay.

2. Temporary City Seat of Government and EOC

Should, during any emergency situation, the normal seat of government be unusable, the seat of City government will be moved first to the Morro Bay Community Center and secondarily to the City of Atascadero.

Should, for any emergency situation, the city's primary EOC be unusable a back-up or secondary EOC will be established at the Fire Department or the San Luis Obispo County EOC.

3. Vital Records

The City Clerk is responsible for the vital Records of the City of Morro Bay. These records are routinely stored in the Clerks office located at City Hall. Back-up data systems are stored off-site at a safe location.

TABLE VI-1

## LINES OF SUCCESSION

SERVICE / DEPARTMENT	TITLE- POSITION
Policy Group	<ol style="list-style-type: none"> <li>1. Mayor and City Council Members</li> <li>2. Planning Commission Chair</li> <li>3. Public Works Advisory Board Chair</li> <li>4. Recreation and Parks Commission Chair</li> <li>5. Harbor Advisory Board Chair</li> <li>6. Community Promotions Committee Chair</li> <li>7. Planning Commission Vice-Chair</li> <li>8. Public Works Advisory Board Vice-Chair</li> <li>9. Recreation and Parks Commission Vice-Chair</li> <li>10. Harbor Advisory Board Vice-Chair</li> <li>11. Community Promotions Committee Vice-Chair</li> </ol>
City Manager / Emergency Services Director	<ol style="list-style-type: none"> <li>1. City Manager</li> <li>2. Assistant City Manager</li> <li>3. Fire Chief</li> <li>4. Police Chief</li> </ol>
City Clerk	<ol style="list-style-type: none"> <li>1. City Clerk</li> <li>2. Deputy City Clerk</li> </ol>
Human Resources	<ol style="list-style-type: none"> <li>1. Personnel Officer</li> <li>2. Administration Technician</li> </ol>
Fire	<ol style="list-style-type: none"> <li>1. Fire Chief</li> <li>2. Fire Captain</li> <li>3. Fire Engineer/Acting Captain</li> </ol>
Police	<ol style="list-style-type: none"> <li>1. Chief of Police</li> <li>2. Police Commander</li> <li>3. Watch Commander</li> </ol>
Harbor	<ol style="list-style-type: none"> <li>1. Harbor Director</li> <li>2. Chief Harbor Patrol Officer</li> <li>3. Harbor Business Coordinator</li> </ol>
Finance	<ol style="list-style-type: none"> <li>1. Finance Director</li> <li>2. Accountant</li> <li>3. Senior Accounting Technician</li> </ol>
Recreation and Parks	<ol style="list-style-type: none"> <li>1. Recreation and Parks Director</li> <li>2. Facilities Superintendent</li> <li>3. Parks Superintendent</li> </ol>
Public Services	<ol style="list-style-type: none"> <li>1. Public Services Director</li> <li>2. City Engineer</li> <li>3. Capital Project Manger</li> </ol>
Information Systems	<ol style="list-style-type: none"> <li>1. Information Systems Manager</li> <li>2. Computer Technician</li> </ol>

## SECTION VII - EMERGENCY RESOURCES

### A. EMERGENCY FACILITIES

The Support Materials Section (Part III) of this plan provides a description of City emergency facilities and resources. It also provides guidance in the activation and operation of the City EOC. The Disaster Preparedness Advisory Committee shall direct City Departments (Fire, Police, Public Services and others) to establish and maintain emergency equipment, supplies, facilities and communications systems for use in disaster situations.

### B. EMERGENCY EQUIPMENT AND SUPPLIES

The City Disaster Preparedness Advisory Committee will establish emergency equipment and supply inventory levels. Emergency vehicles, equipment inventory and a listing of available supplies are found in Part III of the Multi-Hazard Plan.

## SECTION VIII - PROGRAM MAINTANANCE

### A. DISASTER COUNCIL

The Disaster Council has been established (Chapter 8.08 of the Municipal Code) to oversee and coordinate disaster preparedness measures in the City. The committee is chaired by the City Manager and includes department heads. The Disaster Council is empowered to develop and recommend for adoption by the City Council emergency and mutual aid plans and agreements for the City.

A Disaster Preparedness Advisory Committee (DPAC) is established to assist the Disaster Council with its work. This committee is chaired by the Fire Chief (Deputy Director of Emergency Services) and is comprised of representatives of the Police Department, Public Services Department, Recreation and Parks Department, and City Administration. This committee is strictly a work group for pre-disaster preparedness and does not convene during the emergency phase of operations.

### B. PLAN AND PROCEDURE MAINTENANCE

This plan, in its entirety, will be reviewed, maintained, and updated on a yearly basis by the Fire Chief or his designated representative. The Basic Plan (Part 1) sets objectives and policy for the City and therefore changes require the approval of the City Council. Part II - the Hazard Specific Annexes and Part III - Support Documents are tactical and reference documents and contain information that changes frequently. The Fire Department will be directly responsible for updating and revising the Hazard Specific Annexes and related Support Materials. Revision of Parts II and III do not require City Council approval.

Department SOP's, specific to the disaster annexes (i.e. Earthquake, Hazardous Materials, Flood and Wildland Fire Emergencies) shall be developed maintained and updated on a yearly basis by each department (i.e. Public Services, Police, Fire, Recreation and Parks Department). Each department shall send an updated copy of their SOP's to the Fire Chief via DPAC representatives.

### C. EMERGENCY RESOURCES MAINTENANCE

The Disaster Preparedness Advisory Committee shall direct City Departments (Fire, Police, Public Services and others) to establish and maintain emergency equipment, supplies, facilities and communications

systems for use in disaster situations.

D. TRAINING

It is the policy of the City to sponsor and coordinate an annual disaster drill or exercise on a particular City emergency response plan. The Fire Department will develop and administer the drills or exercises. The primary purpose of these events will be to evaluate and improve the particular emergency response plan that the event is based on. The exercise or drill should also provide a beneficial training and learning experience to all its participants.

All actions during the exercise will be observed and recorded by a multi-department/jurisdictional evaluator group made up of the departments participating in the exercise. A general "no fault" discussion and critique will follow the exercise. This critique will afford department players and the evaluator group with an opportunity to jointly comment on perceived strengths, weaknesses and needed improvements on the particular emergency response plan exercised. A closed evaluator group meeting will follow the critique for the purpose of recording on a consensus basis specific recommendations for plan improvement. These recommendations should then be submitted to the Morro Bay Fire Department within 30 days after the actual exercise.

An actual activation of the EOC may substitute for the annual disaster drill or exercise.