

Modoc County Emergency Operations Plan



**Prepared by
Modoc County
Office of Emergency Services**

**Approved
Modoc County Board of Supervisors
January 22, 2013
Revised – BOS Approved:
May 12, 2015
Revised – BOS Approved:
February 14, 2017**

**Modoc County
Emergency Operations Plan
Section I:
Basic Plan**



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Section I: Basic Plan

****This is Part 1 of 4. Part 2 is the Incident Command System Functional Checklist for ICS positions; Part 3 is the annexes; and Part 4 is the appendices with legal references, community and partner organizations, emergency templates, and the glossary of terms.**

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EOP Part I: Basic Plan

1.0 Forward

This 2017 version of the County of Modoc's Emergency Operations Plan (herein referred to as the EOP) replaces the previous plan adopted in 2015. This plan is intended to comply with both the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). This plan should be used as a functional guide and strategic planning resource for the Modoc Operational Area.

There are four parts to the Modoc County Emergency Operations Plan (EOP):

1.1 Section One: Basic Plan

The purpose of the Modoc Emergency Operation Plan (EOP) is to provide the overall strategic response, both organizational and legal, to emergency response and recovery. It describes the County's emergency management organization and provides a brief overview of the hazards faced in Modoc County. The basic plan is intended to be general in its application and provide for flexibility during response and recovery.

1.2 Section Two: Functional Response

This section provides a functional framework to implement SEMS and NIMS positions, as well as operational checklists designed to provide emergency managers with the basic procedures for effective incident response.

1.3 Section Three: Annexes

The annexes are broad based response documents that apply to a variety of hazards. For example, a communications annex is used in any hazard response. A care and shelter annex may be used in a variety of emergencies depending on the incident.

1.4 Section Four: Appendices

The appendices provide background for the basic plan. This will include legal authorizations and references, partnership organizations, emergency response templates, and the glossary of terms.

This plan is flexible enough to use as a framework for all emergencies and will facilitate response, recovery, and possible mitigation.

1.5 Letter of Promulgation

*** Signatories are those emergency agencies that respond.**

1.6 Board of Supervisors Adoption of 2017 EOP



Mike Poindexter
SHERIFF-CORONER

Ken Richardson
Undersheriff

SHERIFF'S OFFICE
MODOC COUNTY

P.O. Drawer 460
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Alturas, CA 96101
(530) 233- 4416

County of Modoc
Emergency Operations Plan
Letter of Promulgation

May 12, 2015

To: County Officials, Preparedness Partners, Employees, and Citizens of Modoc County

The preservation of life, property and the environment is an inherent responsibility of local, state, and federal government. In Modoc County, the Board of Supervisors has designated the Sheriff and the Modoc OES as the responsible agency for emergency situations. The goal of the Emergency Operations Plan (EOP) is to provide a structure for emergency response that minimizes the loss of lives and the destruction of property, while maintaining governmental services during an emergency. The Emergency Operations Plan was revised in cooperation with the Disaster Council, County Department Heads, special districts, City of Alturas, non-governmental agencies, and business organizations.

This plan describes the emergency organization, assigns responsibilities, and specifies policies and general procedures within the framework of the California Standardized Emergency Management Systems (SEMS) and the National Incident Management System (NIMS).

The objective of the Emergency Operations Plan is to incorporate the principles of emergency management and effectively prepare for an operational response that will coordinate the personnel and resources of the County into an efficient organization capable of responding to and recovering from any emergency. It will meet the requirements of both the federal and state emergency response organizations.

The Modoc County Board of Supervisors gives its full support to this plan and urges citizens, local districts, and the private sector to develop their own emergency plans consistent with SEMS and NIMS, and this plan. The EOP encourages these organizations to carry out the training, exercises, and plan maintenance to support Modoc County's EOP. The Board further encourages all officials, employees and citizens, individually and collectively, to do their part in emergency preparedness and response efforts.

This letter constitutes the adoption of the Modoc County 2015 Emergency Operations Plan. Any changes to this plan have been approved by the Disaster Council and submitted to Modoc Board of Supervisors. This plan supersedes all previously adopted Emergency Operation Plans, and becomes effective upon approval by the Modoc County Board of Supervisors.

1.6 Concurrence Documentation:

County Departments and Key Partners

The **Modoc County Board of Supervisors** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Kathie Alves
Kathie Alves, Modoc Board of Supervisors, Chairman

The **Modoc County Sheriff/Coroner/Director of Emergency Services** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Mike Poindexter
Mike Poindexter, Modoc County Sheriff/Coroner/Director of Emergency Services

The **Modoc County Public Health Officer** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Edward Richert
Edward Richert, M. D., Modoc County Public Health Officer

The **Modoc County Fire Chief's Association** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Ron Sherer
Ron Sherer, County Fire Chief's Association Officer

The **Modoc County Administrative Services** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Chester Robertson
Chester Robertson, Modoc Chief Administrative Officer

The **Department of Health Services** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Karen Stockton
Karen Stockton, Director, Department of Health Services


The **Department of Social Services** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Kelly Crosby
Kelly Crosby, Interim Director, Department of Social Services

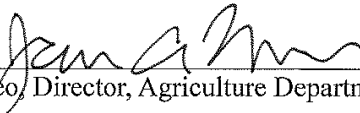
The **Department of Public Works** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed Chester Robertson
Chester Robertson, Public Works Director

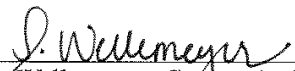
The **Department of Roads** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed 
Mitch Crosby, Commissioner, Road Department

The **Department of Agriculture** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed 
Joe Moreo, Director, Agriculture Department

The **Modoc County Auditor** concurs with the 2015 Modoc County Emergency Operations Plan.

Signed 
Stephanie Wellemeyer, County Auditor

RESOLUTION # 2017-25

**A RESOLUTION OF THE BOARD OF SUPERVISORS
OF THE COUNTY OF MODOC
ADOPTING 2017 EMERGENCY OPERATIONS PLAN REVISIONS**

WHEREAS, The preservation of life and property is an inherent responsibility of all levels of government, and since disasters in many devastating forms may strike at any time, Modoc County must provide safeguards that will save lives and minimize property damage through planning, preparedness and training; and

WHEREAS, The Modoc County Emergency Operations Plan establishes an emergency management document and assigns functions and tasks consistent with California's Standardized Emergency Management System and the National Incident Management System. It provides for the integration and coordination of planning efforts of the County and of all Operational Area jurisdictions when required. It has been reviewed by all affected emergency services agencies as well as by county staff, and provides the policies, organization, and responsibilities of those County departments and agencies in planning for, responding to, recovering from and mitigating against the effects of natural disasters and manmade emergency incidents; and

WHEREAS, The Modoc County Disaster Council have reviewed and recommended the approval and adoption of the revised 2017 Modoc County Emergency Operations by the Modoc County Board of Supervisors.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of the County of Modoc that the Modoc County Emergency Operations Plan, Revised 2017 is hereby adopted.

PASSED AND ADOPTED by the Board of Supervisors of the County of Modoc, State of California, on the 13th day of June, 2017 by the following vote:

Motion Approved:

RESULT: **APPROVED [UNANIMOUS]**

MOVER: Kathie Rhoads, Supervisor District III


SECONDER: Elizabeth Cavasso, Supervisor District IV

AYES: Patricia Cullins, Supervisor District II, Kathie Rhoads, Supervisor District III, Elizabeth Cavasso, Supervisor District IV, Geri Byrne, Supervisor District V

ABSENT: David Allan, Supervisor District I



BOARD OF SUPERVISORS
OF THE COUNTY OF MODOC



Geri Byrne, Chair
Modoc County Board of Supervisors

Purpose, Scope, and Guidelines

2.0 Purpose and Scope

2.1 Basic Premise

An emergency is a situation that requires immediate action beyond the scope of normal operations and mutual aid. **It is beyond the control of the services, personnel, equipment, and facilities of that particular political subdivision and requires the combined forces of other political subdivisions to combat (California Emergency Services Act 8558(c)).** The Board of Supervisors of Modoc County is committed to its responsibility to save lives, limit injuries, and minimize damage to property and the environment when disaster strikes.

2. 1.1 EOP Priorities

- Preserve lives and provide for the needs of survivors
- Protect property and restore essential services
- Preserve government
- Protect the environment

2.1.2 Goals for Modoc Operational Area

- Develop citizen self-sufficiency
- Develop first responder capabilities
- Create an Emergency Operations Plan that will guide organizational response
- Disaster mitigation, preparedness, response, and recovery

2.2 Scope

The scope of the Emergency Operations Plan (EOP) applies to all elements of Modoc County's emergency management structure. It is developed under the authority of the Modoc County Office of Emergency Services, hereinafter, Modoc OES. Under Modoc County Code 2.40, and County Ordinance # 136 – A, the legal basis for Modoc County's emergency operations was established. (See Appendices for specific legal references). This plan describes the basic strategies, assumptions and mechanisms through which the departments, agencies, and jurisdictional districts within the county will mobilize resources and conduct activities to guide and support local emergency management efforts through response and recovery.

The Emergency Operations Plan concentrates on operational concepts and response procedures relative to large scale disasters. **It is an all-hazard emergency plan.** It is based on various emergency response functions such as enforcement of laws and protection of lives and property. Annex plans are written based on hazard analysis and the likelihood of an emergency in a specific area. Therefore, Modoc OES does not have an earthquake plan, a civil unrest plan etc. but will use the Emergency Operations Plan as a management system for any major incident or disaster.

This plan is strategic and addresses the following functions:

- Operational area emergency response
- Communications and warning systems
- Rapid utilization and coordination of resources
- Coordinated post-disaster response, and recovery
- Annual training and exercises to assess emergency response capabilities
- Clearly defined responsibilities for departments, agencies, and districts through a function annex approach

2.2.1 Audience

The primary audience for the Emergency Operations Plan (EOP) is intended to be emergency managers and department heads for Modoc County but it is also intended for state and federal agencies as well as nongovernmental and volunteer agencies who are partners. This plan will provide those individuals with general policy guidance for emergency management activities and interagency cooperation. The EOP is not intended to replace standard operating plans, policies, or procedures developed by participating agencies or jurisdictions. The fact is that effective response depends on agencies responding within their established roles and capabilities. In the event of an emergency proclamation, the Emergency Operations Plan is meant to complement all other plans but at the same time be congruent with existing departmental and other non-county agency emergency plans.

2.2.2 Agency Responsibilities

All departments, agencies, and districts within the county must be prepared to respond promptly and effectively to any emergency by taking all appropriate actions including requesting and providing mutual aid. The plan describes the overall responsibilities of the local, state and federal entities for protecting life and property. Modoc County will operate within the framework of the adopted emergency management systems: Incident Command System (ICS), National Incident Management System (NIMS), & California's Standard Emergency Management System (SEMS).

2.3 Purpose

The EOP's purpose is to effectively and efficiently organize and coordinate the county's response to major emergencies by:

- Identifying major natural and manmade hazards, threats to life, property, and/or the environment
- Managing and coordinating emergency operations in unincorporated areas of the operational area
- Assigning emergency management responsibilities and tasks
- Describing predetermined actions to be taken by departments, agencies and districts to respond to emergencies and eliminate or mitigate the effects of disasters
- Documenting and maintaining the resource capabilities within the operating area
- Coordinating resources within the operational area
- Coordinating mutual aid
- Requesting and allocating resources from outside the county
- Enhancing cooperative agreements and coordination with community agencies, mutual aid jurisdictions, State, and Federal agencies

This plan provides for:

- Mitigation, preparedness, response, and recovery policy and procedures
- Disaster and emergency responsibilities
- Training and public education activities

This plan is strategic and addresses the following functions:

- Operational area emergency response
- Communications and warning systems
- Rapid utilization and coordination of resources
- Coordinated post-disaster response, and recovery
- Annual training and exercises to assess emergency response capabilities
- Clearly defined responsibilities for departments, agencies, and districts through a function annex approach

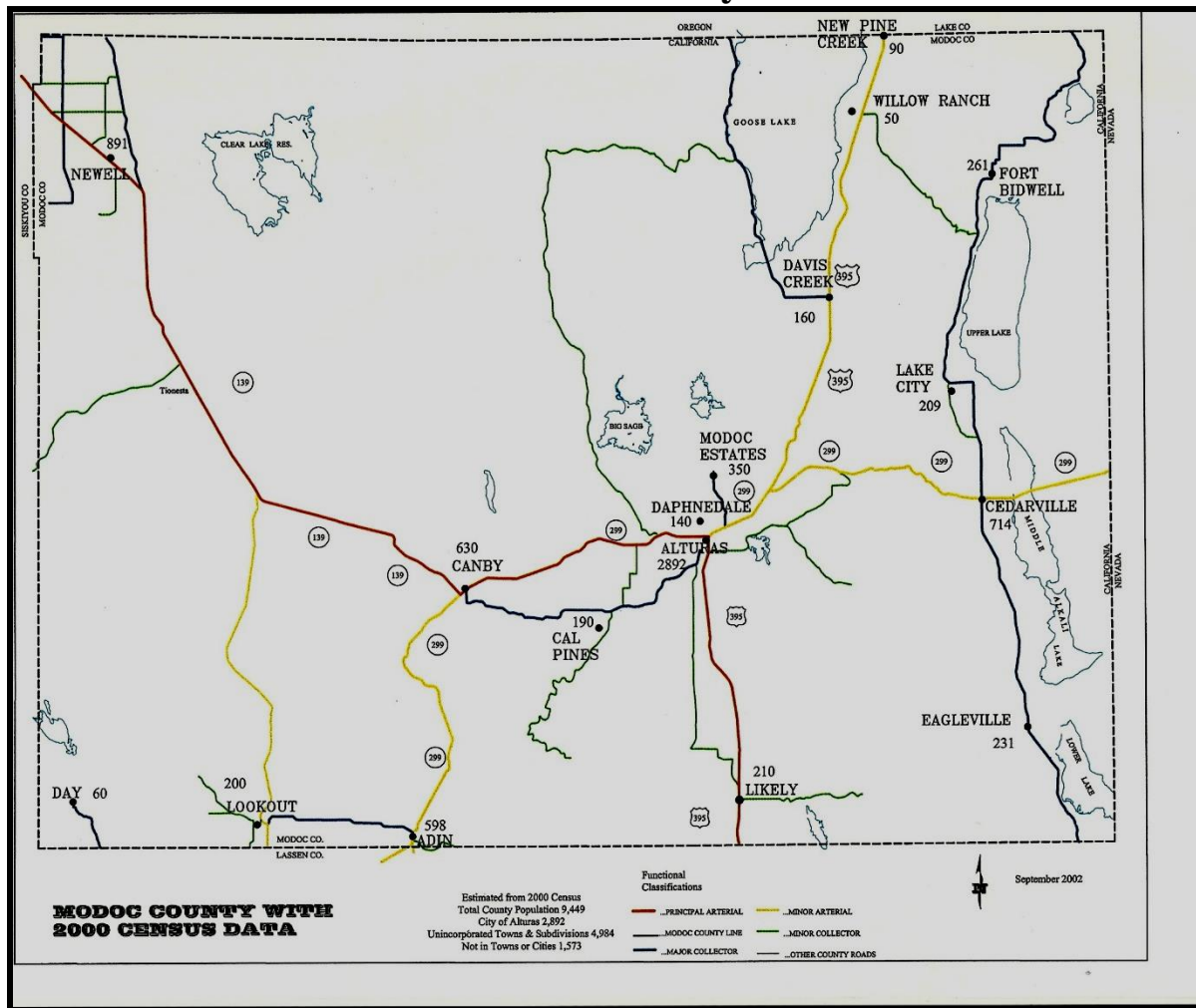
2.4 Limitations

It is the premise of Modoc OES that no guarantee is implied by this plan. Because local government assets and systems may be damaged, destroyed, or overwhelmed, the County and its response unit, Modoc OES, can only endeavor to make responsible efforts to respond based on the situation, information, and resources available at the time.

Adequate funding is needed to support this plan and its programs. The performance of the assigned tasks and responsibilities will be dependent on appropriations and funding to support the plan. This may be at a federal, state, or local level. Lack of funding may degrade the services envisioned under this plan or “the emergency declaration threshold”.

Overview and Analysis of Modoc County Hazard

Modoc County



3.1 Overview

3.1.1 Geography

Modoc County occupies 3,918 square miles of high desert and mountains in the northeast corner of California. California Department of Finance information data indicates that 27% of the county is in farms; alfalfa, cattle, and potatoes are the top three commodities. The Bureau of Land Management and U.S. Forest Service control 82% of the land base of the County (Modoc County Planning Dept.)

Based on the 2010 Census, Modoc County's demographics have changed little in the last ten years. The overall population of the county is approximately 9,100 people, with less than 3000 people residing in

the Alturas area. Racially, 86% of the population is white, 2% is Black, 4% is American Indian and 13% is Hispanic. Socially, 85% of the population is 25 years or older, 10% are veterans, and 20% speak a language other than English at home.

3.1.2 Demographics

As of 2010, 52.5% of the population is in the labor force. 53% are in private industries, 32% are in government employment, and 15% are self-employed. The unemployment rate is seasonally influenced because of the agriculture base, but it varies from 10-14%. The census lists approximately 25% of families, and 29% of individuals as living below the poverty line. It lists 19% of the 18-64 age group as having a disability; 44% of those over 65. The statistical information indicates a high proportion of the population is dependent on government services: persons above 65, special needs individuals, and persons on Supplemental Social Security. The implications of these numbers are significant for emergency planning. Often these groups function from paycheck to paycheck and often lack the resources to plan ahead and stockpile supplies for emergency situations. This means the economic ability to relocate or evacuate may not be available to them. It will be the joint responsibility of Public Health and Social Services to provide for the needs of these populations in the event of an evacuation and care and shelter.

3.1.3 Analysis

The single most important characteristic of disasters in Modoc County is that individuals and communities become isolated because of geography and weather. Families must depend upon themselves in the early stages of an emergency; the goal is to have individuals and families be able to sustain themselves for 72 hours. All preparedness must rest upon readiness of individuals and communities to wait out the initial isolation. Five distinct areas of the county can be defined in anticipation of becoming isolated from one another. They rarely suffer incidents all at the same time and each is subject to different hazards.

- Day lies in the southwest corner of the county, separated by the Big Valley Mountains. It relies on the McArthur Fire Department and Mayer's Memorial Ambulance from Shasta County for emergency services. A single road provides access to more than 10 miles of the Day Bench area including portions of four counties with residences in Lassen, Shasta, and Modoc. Wildfire presents a significant hazard to this area.
- Big Valley lies along the Pit River between the Big Valley Mountains and the Adin Mountains. Two volunteer fire departments are located in the area. Flooding is the most common hazard. Wildfire is also a significant threat.
- The Tululake Basin lies in the northwest corner of Modoc County, adjacent Siskiyou County, and north into Oregon. The Tululake Fire Department covers areas of both Modoc and Siskiyou County. Basin Ambulance, out of Merrill, Oregon, serves the area. Heavily dependent on irrigated farming, droughts and unseasonable freezes have significant effects on agriculture in the Basin. A volcanic eruption of the Medicine Lake Highlands, while not likely, would impact this area more than other areas of the county.
- Surprise Valley lies east of the Warner Mountains on the Nevada border. It has four volunteer fire departments and one hospital with ambulance service. Most settlement lies along the west side of the valley close to the Surprise Valley Earthquake Fault Line. Events, including flooding and severe storms, tend to close access to the Valley from the west.
- Alturas, the county seat, and the neighboring communities from Willow Ranch, south to Likely and west to Canby, make up the central area of the county with over two-thirds of the population. Seven volunteer fire departments and one hospital with ambulance service cover

the area. Flooding is the most frequent event impacting the area. Much of the hazardous materials shipped by truck through the county pass through Alturas.

- The City of Alturas is the only incorporated area in the county. About 31% of the total population lives within the city. About 19% of the population lives in the communities along the north and south forks of the Pit River, Goose Lake, and in the Warm Springs Valley west of Alturas. Surprise Valley communities are home to about 15%; Day Road to about 1%; Big Valley to 8%, and Newell to 9%. The remaining 16% live outside of towns.

3.2 Potential Threats

From 2014-2016, through a Hazard Plan Grant, Modoc OES conducted a hazard identification study to determine the hazards that threaten the County. Hazards data from the California Office of Emergency Services (Cal OES), FEMA, the National Oceanic and Atmospheric Administration (NOAA), and many other sources were examined to assess the significance of these hazards. The natural hazards evaluated as part of this plan include those that have occurred historically or have the potential to cause significant human and/or monetary losses in the future.

Each potential natural hazard was rated for vulnerability. Those hazards that occur infrequently or have little or no impact on the Planning Area were determined to be of low significance and not considered a priority hazard. Significance was determined based on the hazard profile, focusing on key criteria such as frequency and resulting damage, including deaths/injuries and property, crop, and economic damage. This assessment was used to identify those hazards of greatest significance to the County, enabling the County to focus resources where they are most needed. Based on the research, the following hazards were identified as potentially **catastrophic**, defined as more than 50 percent of property severely damaged; shutdown of facilities for more than 30 days; and/or multiple deaths.

- Agriculture Hazards
- Drought and Water Shortage
- Earthquakes
- Wildfires

The following hazards were identified as potentially **critical**, defined as 25-50 percent of property severely damaged; shutdown of facilities for at least two weeks; and/or injuries and/or illnesses result in permanent disability.

- Dam Failure
- Landslide, Mudslides, and Debris Flows
- Severe Weather: Extreme Cold, Freeze, & Winter Weather
- Severe Weather: Heavy Rains and Storms
- Volcano

More detailed information of all hazards can be seen in Modoc County Local Hazard Mitigation Plan, 2016 at www.modocsheriff.us

3.2.1 Threat Assessment Matrix

Table Modoc County Hazard Identification Assessment

| Hazard | Geographic Extent | Likelihood of Future Occurrences | Magnitude/Severity | Significance |
|---|-------------------|----------------------------------|--------------------|--------------|
| Agriculture Hazards | Extensive | Highly Likely | Catastrophic | High |
| Avalanche | Limited | Unlikely | Negligible | Low |
| Dam Failure | Significant | Occasional | Critical | Medium |
| Drought and Water Shortage | Extensive | Occasional/Likely | Catastrophic | High |
| Earthquake | Extensive | Occasional/Likely | Catastrophic | Medium |
| Erosion | Extensive | Highly Likely | Limited | Medium |
| Flood: 100/500 year | Significant | Occasional | Limited | Medium |
| Flood: Localized Stormwater Flooding | Extensive | Highly Likely | Limited | Medium |
| Landslide, Mudslides, and Debris Flows | Significant | Highly Likely | Critical | Medium |
| Levee Failure | Extensive | Unlikely | Limited | Medium |
| Severe Weather: Extreme Cold, Freeze, Winter Weather | Extensive | Highly Likely | Critical | High |
| Severe Weather: Extreme Heat | Extensive | Highly Likely | Limited | Low |
| Severe Weather: Heavy Rains and Storms (Thunderstorms, hail, lightning) | Extensive | Highly Likely | Critical | High |
| Severe Weather: High Winds/Tornadoes | Extensive | Highly Likely | Limited | High |
| Volcano | Extensive | Unlikely | Critical | Medium |
| Wildfire | Extensive | Highly Likely | Catastrophic | High |
| Hazardous Materials Transport | Limited | Occasional | Limited | Medium |
| <div> <div> Geographic Extent Limited: Less than 10% of planning area Significant: 10-50% of planning area Extensive: 50-100% of planning area </div> <div> Probability of Future Occurrences Highly Likely: Near 100% chance of occurrence in next year, or happens every year. Likely: Between 10 and 100% chance of occurrence in next year, or has a recurrence interval of 10 years or less. Occasional: Between 1 and 10% chance of occurrence in the next year, or has a recurrence interval of 11 to 100 years. Unlikely: Less than 1% chance of occurrence in next 100 years, or has a recurrence interval of greater than every 100 years. </div> <div> Magnitude/Severity Catastrophic—More than 50 percent of property severely damaged; shutdown of facilities for more than 30 days; and/or multiple deaths Critical—25-50 percent of property severely damaged; shutdown of facilities for at least two weeks; and/or injuries and/or illnesses result in permanent disability Limited—10-25 percent of property severely damaged; shutdown of facilities for more than a week; and/or injuries/illnesses treatable do not result in permanent disability Negligible—Less than 10 percent of property severely damaged, shutdown of facilities and services for less than 24 hours; and/or injuries/illnesses treatable with first aid </div> <div> Significance Low: minimal potential impact Medium: moderate potential impact High: widespread potential impact </div> </div> | | | | |

3.2.1.a Transportation

Transportation accidents, based on a worst case scenario, may be a threat based on the potential number of injuries and fatalities. The traffic volume in Modoc County is light by comparison to many other jurisdictions but that does not mean that we are immune from transportation accidents with or without hazardous materials. Tour buses and trucks regularly use highways within the county. Local

capabilities are limited. Four or five victims with serious injuries can strain medical resources. Trauma victims must be transported out of county for care. Weather would be a definite factor in transporting victims to more comprehensive medical facilities. Since the analysis was completed in 2004, there has not been a declared multiple causality accident but the potential will always be a concern.

3.2.1.b Hazardous Materials

Potential for injuries and for economic damages raised the ranking for hazardous materials incidents. The impact of a hazardous materials incident depends upon the nature of the material and the location of the incident. The worst case would be an accident in downtown Alturas. Because materials pass through the county daily by highway, pipeline, and rail, the possibility of an incident is very realistic. With a sparse population centered in a few places across the county, many incidents could have minor impacts; however, an incident in or near Alturas could cause the evacuation of 3000 or more people, including the hospital, long-term care facility, and schools.

Preliminary commodity flow studies indicate that gasoline, diesel, and propane are the predominant materials moving through the county by highway. Two natural gas pipelines run through the County. There are multiple rail lines.

3.2.1.c Severe Weather

Weather has the most widespread and frequent impact on the population of the county. The potential effects on infrastructure, especially power and communication, makes weather an ongoing threat. Extensive utility outages and road closures have been short-lived, giving a certain sense of confidence to residents. Modoc County has a high degree of reliable power, with few outages lasting more than one day. Due to the high reliability of the available electric power, the community is unprepared for prolonged outages.

Realistically, a severe winter storm could easily isolate numerous residents and take out power and telephones for several days. The California Pines Hill Units are particularly susceptible but no area of the county is immune. Summer thunderstorms tend to be more local in their effects but can and do cause road closures, interrupt power and telephone service, and flood areas. They also present the risk of wildfire. Tornados, usually very small, occur rarely and are associated with high intensity summer storms. They could cause localized damage. Since 2004, Modoc OES has seen the most incidents from problems with winter storms: extended loss of power to specific areas, as well as flooding and road closures, may precipitate evacuation and a care and shelter plan.

3.2.1.d Flooding

In a flood, the potential economic impact on infrastructure is a concern. While many areas of the county are subject to flooding fairly often, few residences and businesses suffer long-term damage as a consequence. The frequency has, no doubt, discouraged development in flood-prone areas. Most flooding in Modoc County occurs along streams and rivers when the channels cannot contain the amount of water that is often the result of rain following snow and freezing conditions. This is most common during spring run-off or thunderstorm activity. Urban flooding occurs when rainfall exceeds capacity of storm drains. 2005, 2008, 2011, and 2017 had extensive flooding that activated emergency services.

Even localized impacts can have dramatic effects under some circumstances. Isolated flooding can cut areas off from emergency response. For example, throughout the county, small stream flooding and

erosive landslides have damaged roads in numerous locations, restricting access along several miles of the road for weeks while repairs took place. A secondary effect of flooding is contamination of potable water and wells, overflow of septic systems and treatment facilities, requiring testing and decontamination.

3.2.1.e Drought

Drought is a cyclic occurrence for Modoc County. Economic impacts are the greatest potential effect, resulting in economic hardship for agriculture and agriculture-dependent business with employment down, water supplies affected, livestock forage scarce, and hay in short supply and high demand. Most assistance comes through U.S. Department of Agriculture programs.

3.2.1.f Wildfires

The probability of occurrence was the strongest influence on the ranking for wildfire. Wildfires frequently occur in Modoc County. The Scarface Fire in 1977 was almost 80,000 acres; the Blue Fire burned approximately 34,000 acres in 2001; the Fletcher Fire in 2007 burned over 8000 acres near the community of Davis Creek and in 2012, the Barry Fire burned over 80,000 acres for a period of over two weeks, and the multiple 2014 fires to include the Day Fire with 13,000 acres that resulted in evacuations.

Subdivisions have grown up in several areas of the county where wildfires are a significant risk. Big Valley Ranchettes, California Pines Hill Units, and Modoc Recreational Estates are only three. Evacuation and shelter could be the aftermath of a wildfire. Communities can form Fire Safe Councils and work cooperatively with the U.S. Forest Service, Bureau of Land Management, and Cal Fire to create firebreaks and promote prevention activities.

3.2.1.g Earthquakes

The potential impact on infrastructure and critical facilities is a concern in earthquakes. The probability of occurrence is low. Faults within Modoc County have not been historically active but settlement has been very recent in geologic terms. Klamath Falls suffered significant damage from a quake in 1993, reminding inhabitants that northern California and southern Oregon are not geologically stable. The area has experienced extensive seismic activity over millions of years. Evidence is most apparent in the obvious uplifting along the east face of the Warner Mountains.

Much of the older construction within the county does not meet modern standards to withstand an earthquake. Both the Surprise Valley Fault and the Likely Fault are judged capable of producing a quake measuring 7.5 on the Richter Scale. Unreinforced masonry and frame buildings would be moderately to severely damaged. Pipelines, including water and sewage lines, could break. Dams could rupture. Utilities and communications would be compromised.

3.2.1.h Landslides

The term "landslide" is defined in different ways. In geologic terms, mass wasting is a broader term that applies to gravitational transfer of materials. The greatest impact from mass wasting will be the damage on Highway 299 or 395; disrupting traffic, transportation and utility infrastructures and isolating communities.

3.2.1.i Dam Breaks

Dorris Reservoir, West Valley Reservoir, Big Sage Reservoir, Bayley Reservoir, and Lower Roberts Reservoir could threaten residences if their dams gave way. Inundation maps are on file for West Valley, Big Sage, and Bayley and Lauer Dam. Dorris Dam and Lauer Dams have an emergency response plan maintained by the federal government.

Maps for West Valley, Big Sage, and Bayley Reservoirs indicate that they are not located in densely populated areas but there are residences within a three mile radius. A complete breach of Dorris Reservoir presents a definite risk to ranches and businesses, as well as areas within the City of Alturas. Dorris Dam failure will affect the southern portion of Alturas, including the hospital and county buildings, Southern Pacific Railroads, Highways 299 and 395, as well as key county roads. The City of Alturas lies within the 100 year flood zone and such an occurrence would necessitate evacuations.

3.2.1.j Volcanic Eruptions

Eruptions of Mount Shasta, the Medicine Lake Highlands, or Mount Lassen could affect Modoc County. Impacts could range from minor to major impacts such as ash clouds inundating the area that would impact communications, transportation, and all aspects of daily life. Medically fragile individuals, especially those with respiratory ailments, could be severely impacted. Emergency response vehicles would be affected, including aviation medical flights which could be grounded by poor visibility.

3.2.1.k Avalanches

Avalanches are not a common occurrence but they are possible throughout the mountainous portions of the county. Even so, few structures are located in risk zones. The most at-risk would be winter recreation people.

3.3 Capability Assessment

All of the threats addressed above, have the potential to occur at any time. Modoc County's ability to respond to these situations is the real vulnerability. Due to the depressed local economy, the geographic location of the county, and the isolation of the communities within it, resources are scarce and sustainability of services during an emergency is limited. Many of the essential supplies, including fuels and food, are transported in over long distances with minimal inventories on hand. The geographic isolation further complicates the provision of medical services.

The reality is that a number of incidents could trigger an Emergency Operations Center due to a variety of conditions that will involve an evacuation, care & shelter, and/or a multi-casualty incident that overloads the medical system. The goal of this Emergency Operations Plan is to prepare for and respond effectively to any emergency. It will do this through clearly defined organization, utilization of resources throughout the county, coordination of mutual aid, and ongoing training and planning. Specific responses are addressed in the organizational management section and the functional annexes.

Concept of Operations

4. Concept of Operations

4.1 Synopsis of an Incident

- Incident occurs
- Communications center is notified; appropriate dispatch of emergency responders
- Dispatch notifies the Sheriff/Director of Emergency Services
- Incident assessment by the Sheriff/ Determination of the activation level Director of Emergency Services:
- The Emergency Operations Center may be activated
- Cal OES regional duty officer is notified; Cal EOC process is initiated
- Size of Emergency Operations Center (EOC) is determined, depending on scope of the incident
- The Sheriff/ Director of Emergency Services determines whether a disaster declaration is prudent and notifies mutual aid agencies depending on the type of incident.
- EOC functions in support of all field activities: Incident Command System (ICS) protocol and functional annexes are activated
- Incident is managed according to protocol; all responders follow ICS documentation procedures
- Recovery and mitigation commences
- Demobilization
- Completion of After Action Review/Improvement Plan
- Recovery and mitigation continues

4.2 Phases of Emergency Management

In order to enhance communications and direction, all persons involved in an incident need to have a concept of the progression of an emergency incident. Listed below are the four phases of emergency management.

4.2.1 Preparedness Phase: Increased Readiness

The Modoc OES always monitors activities that could result in an emergency. In the **Increased Readiness** phase, Modoc County Modoc OES is responsible for:

- preparing plans
- conducting emergency exercises
- educating the public
- arranging for and coordinating acquisition of resources
- completing Memorandums of Understanding with agencies for resources
- keeping emergency communications systems, warning systems and the Emergency Operations Center ready at all times

4.2.2 Response Phase: Pre-Impact

Pre-impact actions may include advising the City of Alturas, adjacent Operational Areas and State Cal OES of response actions planned; evacuation of threatened populations to safe areas; and mobilizing personnel; and pre-positioning resources and equipment.

This phase could begin with the forecast of a natural disaster, or a national crisis which could lead to local impact. If a situation warrants an increase in readiness:

- review and update documents
- check procedures
- increase public information efforts
- provide just-in-time training
- swear in anticipated Disaster Service Workers
- prepare to use emergency resources

4.2.3 Response Phase: Immediate Impact

During **Immediate Impact**, emphasis is placed on saving lives and property, getting control of the situation and continuing to minimize the effects of the disaster.

- Initial field response operations will be accomplished by the available county agencies: operational area member jurisdictions, volunteer agencies, and/or segments of the private sector.
- Within the operational area, the Sheriff, as the Director of Emergency Services, heads the emergency management organization and has the responsibility for implementing the emergency operations plan through the efforts of Modoc OES.
- Within the emergency organization, departments and agencies have specified roles and responsibilities for certain functions. All Modoc County personnel and resources will function under the direction of the Modoc Emergency Operations Center (Modoc EOC) as needed.
- Modoc County's emergency management organization may start small and grow, or shrink, as the need arises. The disaster/event may be controlled solely by county emergency responders or with other agencies through the mutual aid system.

- If the resources available at the field response level are not sufficient to mitigate the situation, the Incident Commander may request that the Emergency Operations Center be activated to support the field operations.

4.2.3.a Levels of Activation of the EOC (SEMS)

The SEMS regulation specifies circumstances in which the operational area EOC

must be activated and SEMS used. The operational area EOC will be activated when:

- A local government within the operational area has activated its EOC and requested activation of the operational area EOC
- The county and/or the City of Alturas has declared or proclaimed a local emergency
The city and/or county has requested a Governor's proclamation of a state of emergency
- A state of emergency is proclaimed by the governor for the county
- The operational area is requesting resources from outside its boundaries. The Modoc OES does not include resources used in normal day-to-day operations that are obtained through existing mutual aid agreements

The EOC will be activated at one of the following levels:

- **Minimal Activation of the EOC (Level 1):** Sheriff/Director of MODOC OES and in-house staff, until further assistance is needed
- **Partial Activation of the EOC (Level 2):** County departments are activated to prepare to respond, and/or respond at a minimal level. Local jurisdictions have requested minimal response from existing county resources. When the emergency notification is complete, be sure that all primary agencies have been notified for information only to include Board of Supervisors, County CAO and possibly a public information announcement.
- **Full Activation of the EOC (Level 3):** The Sheriff/Director of Emergency Services determines the level of activation and staffs accordingly.

During normal county operations, this organization exists only on paper, but during an emergency it is designed to be activated and expanded as the need arises. The actual number of people activated and the functions needed under each level will depend on the incident. For most hazards that might occur in Modoc County, Level 2 activation of a core group of individuals cross-trained in the different SEMS functions could manage an incident. Few events have the potential to require activation of a large component of people for an EOC. Events impacting the City of Alturas have greater potential than do those in outlying areas. Large wildland fires are the responsibility of Federal and State fire agencies that are well equipped and trained to deal with them. The county's role would be as part of a Unified Command or providing an agency representative to the Incident Command Team. The EOC would function in a support role for ancillary services such as field support, care and shelter, evacuation, etc.

4.2.3.b Levels of Activations

| Type of Incident | Level | Minimum Staffing |
|--|-------|--|
| <ul style="list-style-type: none">• Severe Weather Advisory• Small incidents involving 2 or more county departments• Earthquake/Volcanic Advisory• Flood Watch• City of Alturas or jurisdictional agency requests EOC activation | 1 | <ul style="list-style-type: none">• Director of Emergency Services• Modoc OES Staff• County departments as needed |
| <ul style="list-style-type: none">• Major wildfire affecting developed area• Major weather situation• Two or more incidents involving 2 or more agencies• Imminent Earthquake/Volcano alert• City of Alturas declares an emergency• City or Alturas or Modoc County requests a Governor's proclamation of a state of emergency• The Governor declares a state of emergency for two or more counties• Terrorism threat | 2 | <ul style="list-style-type: none">• All of the above• Branches and units as required• Agency representative• Local advisory |
| <ul style="list-style-type: none">• Major countywide or regional emergency• Multiple departments which have resource involvement• Terrorism threat | 3 | <ul style="list-style-type: none">• All of the above• All EOC positions |

4.2.4 Response Phase: Sustained Impact

As the emergency continues the county will address a **Sustained Impact**.

- During this phase assistance is provided to victims of the disaster and efforts are made to reduce secondary damage.
- Regional or statewide mutual aid may be provided to assist with these efforts.
- Response support facilities may be established. The resource requirements will continually change to meet the needs of the incident.
- Actions taken may include operating mass care facilities, procuring required resources to sustain operations, restoring vital utility services, documenting expenditures and coordinating with state and federal agencies working within the county.

4.2.5 Recovery Phase: After the Incident

Recovery activities involve the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. Recovery activities may be both short-term and long-term, ranging from restoration of essential utilities such as water and power, to mitigation measures designed to prevent future occurrences of a given threat. Recovery actions include the following:

- Reinstatement of individual autonomy
- Restoration of family unity
- Provision of essential public services
- Permanent restoration of private and public property
- Restoration of normal government operation; restoration of public services
- Research to uncover residual hazards, advance knowledge of disaster, and improve future emergency services.

4.2.6 Mitigation Phase

The purpose of hazard mitigation is to keep it from happening again. It is a requirement of Section 406 (Minimum Standards for Public and Private Structures) of the Federal Disaster Relief Act of 1974 (Public Law 93-288).

Every disaster can teach valuable lessons about building construction, land use, and emergency response. To preclude the return to unsafe construction or practices that exacerbated the incident, the Federal Disaster Relief Act of 1974 requires safe land use and construction practices as a condition of receiving Federal disaster aid.

Documentation of the following procedures will facilitate state and federal compliance:

- Hazards are assessed; mitigation plans are prioritized
- Local building standards are reviewed and enforced.
- For state owned facilities outside of local jurisdictions, standards are enforced. As a condition of assistance, the State may recommend that the regional FEMA director prescribe specific construction standards.
- For federally owned facilities outside of local jurisdictions, federal standards are enforced. As a condition of assistance, the State may recommend that the regional FEMA director prescribe specific construction standards.
- Public Education: If the general public knows what to do before, during, and after a disaster, the impact of the disaster can be greatly reduced. This is largely a local EOC function of public information: both outreach information before an emergency and alerts during and emergency.
- Insurance: Although insurance cannot reduce the impact of a disaster, it spreads that impact over a larger group of people over a longer period of time. Some insurance programs are private, and some, such as the Federal flood insurance program, are government funded.
- As a condition of **Section 406, Public Law 93-288 1-2-B**, the recipient shall agree that any repair or construction to be financed, will be in accordance with applicable standards of safety, decency and sanitation and in conformity with applicable codes, specifications and standards, and shall furnish such evidence of compliance with such regulation. As a further condition, the

recipient of any loan or grant under the provisions of this Act shall be evaluated and appropriate action taken to mitigate such hazards, including safe land use and construction practices.

- **Reduce the Hazard:** This depends on the type of hazard but the EOC should make recommendations based on the incident and After Action/Improvement Plan.

4.3 Response Policies

4.3.1 Non-Discrimination Policy

It is the policy of Modoc OES that no services will be denied on the basis of race, color, national origin, religion, sex, age, or inability. No special treatment will be extended to any person or group in an emergency or disaster over and above what normally would be expected in the way of local government services. All activities pursuant to the State and/or Federal Agreement for major disaster recovery will be carried out in accordance with Title 44, Code of Federal Regulations (CFR), Section 205.16 non-discrimination. Federal disaster assistance is conditional on full compliance with this rule.

4.3.2 Alerts and Accommodations for Special Needs Populations

Under the Americans with Disabilities Act, it is required that the Emergency Operations Plan makes every reasonable accommodation for those residents and visitors with special needs, both before and during an emergency. It must be understood that a disaster, by its very nature, degrades the availability, quantity, quality, and timeliness of public services. Resources and services will be at a premium, and under accepted emergency management practice, must be allocated for the greatest benefit of the entire population.

Family members, caregivers and other providers should be supported to the greatest extent possible. This can improve the services delivered and reduce the demand for specialized services provided by response agencies. Examples of accommodations for those with special needs are provided in the Public Information and Alert Annex.

In coordination with the Modoc OES, it is the responsibility of the Modoc County Departments of Social Services and Department of Health Services to provide plans for the alert, welfare check, evacuation, and care & shelter of these specialized populations. The 2010 census estimate for the special needs population is approximately 2,400 individuals.

4.4 Types of Incidents

Incident

An incident is an occurrence or event, natural or human-caused that requires an emergency response to protect life or property. Incidents may result in extreme peril to the safety of persons and property, and may lead to or create conditions of disaster. Incidents may also be rapidly mitigated. Larger incidents, while not yet meeting disaster level definition, may call for local governments to proclaim "a Local Emergency". Incidents may call for an on-scene response of an Incident Commander and tactical and support resources organized within an Incident Command System structure.

Disaster

A disaster is a calamitous emergency event bringing great damage, destruction, or loss of life. Disasters may occur with little or no advance warning, e.g., an earthquake or a flash flood, or they may develop from one or

more incidents e.g., a minor brush fire caused by a traffic accident which results in a major wildland fire.

Characteristics of Incidents and Disasters:

| <u>Incidents</u> | <u>Disasters</u> |
|--|--|
| <ul style="list-style-type: none">• Usually a single event – may be small or large• Has a defined geographical area• Usually only one or a few agencies are involved• Ordinary threat to life and/or property – limited population and geographic area• Usually a local emergency will not be declared and jurisdictional EOC will not be activated for a single or multiple small incidents• Usually a fairly short duration measured in hours or a few days• Primary command decisions are made at the scene Incident Command Post(s)• Strategy, tactics and resource assignments are determined on scene | <ul style="list-style-type: none">• Single or multiple events (can have many separate incidents associated with it)• Resource demand is beyond local capabilities and extensive mutual aid and support is needed• Many agencies and jurisdictions are involved (or multiple layers of government)• Extraordinary threat to life and/or property• Generally a widespread population and geographic area affected• Event will last over a substantial period of time (days to weeks) and local government will proclaim a Local Emergency• Emergency Operations Centers are activated to provide centralized overall coordination of jurisdiction assets, department and incident support functions, and initial recovery operations |

Depending on the magnitude of the event, an emergency proclamation may be made. *The basic requirement for any level of proclamation is that the responding organization has exceeded its resources in personnel and/or supplies.*

4.5 Emergency Proclamations

4.5.1 Local Emergency

Definition of Local Emergency:

“The duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the territorial limits of a county, city and county, or city, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, the Governor’s warning of an earthquake or volcanic prediction, or an earthquake. . .or other conditions, other than conditions resulting from a labor controversy, which are or are likely to be beyond the control of the services, personnel, equipment, and facilities of that political subdivision and require the combined forces or other political subdivisions to combat.” *Section §8558©, Chapter 7 of Division 1 of Title 2 of*

Section §8630, California Government Code

- (a) A local emergency may be proclaimed only by the governing body of a city, county, or city and county, or by an official designated by ordinance adopted by that governing body.
- (b) Whenever a local emergency is proclaimed by an official designated by ordinance, the local emergency shall not remain in effect for a period in excess of seven days unless it has been ratified by the governing body.
- (c) (1) The governing body shall review, at its regularly scheduled meetings until the local emergency is terminated, the need for continuing the local emergency. However, in no event shall a review take place more than 21 days after the previous review.
- (c) (2) Notwithstanding paragraph (10), if the governing body meets weekly, it shall review the need for continuing the local emergency at least every 14 days, until the local emergency is terminated.
- (d) The governing body shall proclaim the termination of the local emergency at the earliest possible date that conditions warrant.

Who may proclaim?

In Modoc County, the Sheriff/Director of Emergency Services or Public Health Officer may proclaim the existence of a local emergency. (Modoc County Code: §2.40.060) The Director shall issue the proclamation and have the Modoc County Board of Supervisors ratify it within seven days (verified 2.40.060) or the proclamation will have no further effect.

- A local emergency may be declared for medical or public health reasons. Such a declaration allows emergency medical personnel to operate under modified rules to assist in dealing with multiple injuries. The declaration is made under the same authorities as any other local emergency. Only those designated by ordinance of the local governing board can make such a declaration.

When to proclaim?

The county should proclaim an emergency when a disaster, or a possible disaster, threatens the safety of persons and property within the county and is beyond the scope of personnel and resources of the first responders. It is the first step towards requesting the Governor proclaim a state of emergency. (*The appendix contains an Emergency Proclamation Template.*)

What does a Modoc OES an Emergency Proclamation do?

The proclamation of a **Local Emergency** provides legal authority to:

- Request that the Governor proclaim a State of Emergency if necessary
- Put forth orders and regulations to protect life and property, including orders or regulations imposing a curfew within designated boundaries

- Provide mutual aid to any affected area in accordance with local ordinances, resolutions, emergency plans or agreements
- Request that State agencies provide mutual aid
- Require the emergency services of any local official or employee
- Requisition necessary personnel and material of any department or agency, obtain vital supplies and equipment and, if required immediately, commandeer the same for public use
- Impose penalties for violation of lawful orders
- Conduct emergency operations without facing liabilities for performance or failure of performance. (Note: California Code of Regulations, Article 17 of the Emergency Services Act provides for certain privileges and immunities.)

4.5.1.a Disaster Service Workers

During a disaster, all public employees at the city, county and state level are automatically designated by the California Emergency Services Act as Disaster Service Workers.

Modoc County's emergency organization involves many county departments, special districts, and independent organizations. The county depends heavily on volunteers such as fire fighters, emergency medical responders, and other assistance. In an emergency, personnel are utilized in the following order:

- County employees
- Skilled individuals from other public agencies
- Registered emergency volunteers and public service organizations

Citizens pressed into service by the Director become "Disaster Service Workers" and are sworn in by the Modoc County Auditor or designee(s). As registered Disaster Service Workers, they are covered for workers compensation and liability. (This applies to proclaimed emergencies only - see Labor Code sec. 4351)

4.5.2 State of Emergency Proclamation

Who may proclaim?

The Governor

When may the Governor proclaim?

- When a disaster or a situation of extreme peril threatens the safety of persons and property within the State and:
- He is requested to do so by local authorities OR he finds that local authority is inadequate to cope with the emergency.
- Provides the governor with powers authorized by the Emergency Services Act; authorizes

the Modoc OES Director to provide financial relief for emergency actions and restoration of public facilities and infrastructure. This is the prerequisite when requesting federal declaration of a major disaster or emergency.

What does the Governor's proclamation do?

- Mutual aid shall be rendered in accordance with approved Emergency Plans wherever the need arises for outside aid in any county or city
- The Governor shall, to the extent he deems necessary, have the right to exercise within the area designated, all police power vested in the State by the Constitution and the laws of the State of California
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency
- The Governor may suspend the provisions of any regulatory statute or statute prescribing the procedure for conducting state business, or the orders, rules or regulations of any agency
- The Governor may commandeer or use any private property or personnel (other than the media) in carrying out his responsibilities
- The Governor may promulgate, issue and enforce orders and regulations as he deems necessary

4.5.3 Presidential Declaration of an Emergency

Purpose:

This declaration supports response activities of the federal, state and local government. It authorizes federal agencies to provide 'essential' assistance including debris removal, temporary housing and the distribution of medicine, food, and other consumable supplies.

4.5.4 Presidential Declaration of a Major Disaster

Purpose:

A Declaration supports response and recovery activities of the federal, state, and local government and disaster relief organizations. It authorizes implementation of some or all federal recovery programs including public assistance, individual assistance and hazard mitigation.

4.5.5 State of War Emergency

Whenever the Governor proclaims a **State of War Emergency**, or if a State of War Emergency exists, all provisions associated with a State of Emergency apply. In addition, all state agencies and political subdivisions are required to comply with the lawful orders and regulations of the Governor made or given within the limits of his office.

4.5.6 Emergency Proclamations/Declarations Requirements

| Program Name | Type of Assistance | Local Proclamation Required | State of Emergency Required | Federal Declaration or Designation Required |
|--|---|-----------------------------|-----------------------------|---|
| Safety Assessment Program (SAP) | Provides professional evaluators to determine safety, use and occupancy of homes and buildings | No | No | No |
| Fire Management Assistance Grant (FMAG) | Reimbursement of emergency response costs for fire suppression | No | No | Yes |
| Cal OES Public Assistance (PA) under an Modoc OES Director's Concurrence | Funding to restore public infrastructure | Yes | No | No |
| Cal OES Public Assistance (PA) under a Governor's proclamation of state of emergency | Reimbursement of local emergency response costs, debris removal and funding to restore public infrastructure | Yes | Yes | No |
| FEMA Public Assistance under Presidential Declaration | Reimbursement of local emergency response costs, debris removal and funding to restore public and allowable private-non-profit infrastructure | Yes | Yes | Yes |
| Federal PA (emergency declaration) | Reimbursement of local emergency response costs | Yes | Yes | Yes |
| State Supplemental Grant Program (SSGP) | Supplemental grants for individuals for recovery may be available only when maximum IHP has been reached | Yes | Yes | Yes |
| Small Business Administration (SBA) Economic Injury Disaster Loan Program | Working capital loans for small businesses that have suffered an economic loss | No | No | Yes |
| Small Business Administration (SBA) Physical Disaster Loan Program | Loans for individuals, families and businesses that have lost real and personal property | No | No | Yes |
| US Department of Agriculture (USDA) Disaster Designation | Loans for farmers and ranchers for physical and crop production losses | No | No | Yes |

| | | | | |
|----------------------------------|--|-----|-----|-----|
| Crisis Counseling Programs | Referral/resource services and short term counseling for emotional and mental health problems caused by the disaster | Yes | Yes | Yes |
| Disaster Unemployment Assistance | Weekly unemployment benefits and job finding services due to a disaster | Yes | Yes | Yes |

If the local government or Operational Area requires state or federal assistance, it is important to know if a local proclamation of an emergency is a prerequisite to obtaining the assistance. The chart below provides an overview of the available programs and indicates proclamation/declaration requirements.

Please Note: If a local emergency proclamation is required, it must be issued within 10 days of the event.

Organization and Assignment of Responsibilities

5. Organization and Assignment of Responsibilities

5.1 Coordination with State and Federal Operations

5.1.1 National Incident Management System (NIMS)

Homeland Security Presidential Directive 5 (HSPD-5), "Management of Domestic Incidents," directed the Secretary of Homeland Security to develop and administer a National Incident Management System (NIMS).

The 2003 presidential directive required all federal agencies to adopt NIMS and to use it in their individual domestic incident management and emergency management activities. The directive also required Federal Departments and agencies to make adoption of NIMS by state, tribal, and local organizations a condition for federal preparedness awards beginning in federal fiscal year (FY) 2005. NIMS was adopted by the Modoc Board of Supervisors in July, 2006.

NIMS Concepts and Principles

NIMS is based on a balance of flexibility and standardization: NIMS is flexible because it is applicable to any incident regardless of cause, size, location, or complexity. NIMS provides standardized terminology, organizational structures, processes, and procedures designed to improve operability among jurisdictions and disciplines in various areas. NIMS also provides an organized set of scalable and standardized operational structures.

5.1.1.a NIMS Components

NIMS has five basic components: Preparedness, Communications and Information Management, Resource Management, Command and Management and Ongoing Management and Maintenance.

1. Preparedness

Effective incident management begins with a host of preparedness activities conducted well in advance of any potential incident. The National Incident Management System (NIMS) defines preparedness as "a continuous cycle of planning, organizing, training, equipping, exercising, evaluating, and taking corrective action in an effort to ensure effective coordination during incident response." This 'preparedness cycle' is one element of a broader National Preparedness System to prevent, respond to, recover from, and mitigate against natural disasters, acts of terrorism, and other man-made disasters.

- **Planning:** Strategic and operational planning establishes priorities, identifies expected levels of performance and capability requirements, provides the standard for assessing capabilities, and helps stakeholders learn their roles.
- **Organizing and equipping:** Provides for assessment of the human and equipment resources necessary to build capabilities and address technical requirements for sustainability. Organizing and equipping, include identifying what competencies and skill sets people delivering a capability should possess, and ensuring an inventory process that provides efficient accessibility of both personnel and equipment resources.

- **Training:** Provides first responders, emergency management officials, private and non-governmental partners, and other personnel with the knowledge, skills, and abilities needed to respond effectively in an emergency.
- **Exercises:** Enables entities to identify strengths and incorporate them within best practices to sustain and enhance existing capabilities. They also provide an objective assessment of gaps and shortfalls within plans, policies, and procedures to address areas for improvement prior to a real-world incident.
- **Evaluate:** Involves using information obtained to reassess and revise plans and protocols. This contributes to the beginning of the next Preparedness Cycle by ensuring that updated strategies and plans can be used to create new preparedness-building activities.

2. Communications and information management

Establishing and maintaining a common operating picture and ensuring accessibility and interoperability are the principal goals of the Communications and Information Management component of NIMS. Incident communications are facilitated through the development and use of common communication plans and interoperable communication equipment, processes and standards. NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination), and information-sharing at all levels of incident management. These elements are:

3. **Interoperability:** Communications interoperability allows emergency management and response personnel and their affiliates to communicate within and across agencies and jurisdictions.
4. **NIMS Supporting Technology Evaluation Program (NIMS STEP):** NIMS STEP supports NIMS implementation by providing an independent third party evaluation of supporting technologies and their use and the incorporation of new and existing technologies to improve efficiency and effectiveness in all aspects of incident management.



5. Resource Management

Efficient incident management requires a system for identifying available resources at all jurisdictional levels to enable timely and unimpeded access to resources needed to prepare for, respond to, or recover from an incident. Resource management involves the coordination, oversight, and inventory processes necessary to provide timely and appropriate resources during an incident. Resource management under the NIMS includes mutual-aid agreements; the use of special Federal, State, local, and tribal teams; and resource mobilization protocols. *Within Modoc Operational Area, the Modoc OES is responsible for maintaining a data base of NIMS typed resources and credentialed personnel.*

6. Command and Management

The Command and Management component within NIMS is designed to enable effective and efficient incident management and coordination by providing a flexible, standardized incident management structure. This is accomplished through the use of consistent terminology and established organization structure. Three fundamental elements provide the framework for effective and efficient incident command and management:

- The Incident Command System (ICS): ICS is a standardized, on-scene, all-hazards incident management approach that:
- Allows for the integration of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure.
- Enables a coordinated response among various jurisdictions and functional agencies, both public and private.
- Establishes common processes for planning and managing resources.

Multi-agency Coordination System (MACS):

Multi-agency coordination is a process that allows all levels of government and all disciplines to work together more efficiently and effectively. Often, cooperating agencies develop a Multi-agency Coordination System to better define how they will work together and to work together more efficiently; however, multi-agency coordination can take place without established protocols.

Public Information:

Public Information consists of the processes, procedures, and systems to communicate timely, accurate, and accessible information on the incident's cause, size, and current situation to the public, responders, and additional stakeholders. Public information must be coordinated and integrated across jurisdictions, agencies, and organizations.

7. Ongoing Management and Maintenance

This component establishes activities to provide strategic direction for and oversight of the NIMS, supporting both routine review and continuous refinement of the system and its components over the long term. There are two components under the auspices of ongoing management and maintenance: The National Integration Center (NIC) and NIMS Standards Development.

National Integration Center (NIC)

The National Integration Center (NIC) provides strategic direction, oversight and coordination of NIMS and supports both routine maintenance and continuous refinement of NIMS and its components. The NIC oversees the program and coordinates with Federal, State, tribal and local partners in the development of compliance criteria and implementation activities. The NIC also performs review and certification of training and exercise information and the review and certification of publications utilized.

5.1.2 Standardized Emergency Management System (SEMS)

Overview

The Standardized Emergency Management System (SEMS) is the system required by California Government Code Section 8607(a) for managing emergencies involving multiple jurisdictions and agencies. SEMS is the cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. SEMS is required by the California Emergency Services Act (ESA) for managing multi-agency and multi-jurisdictional responses to emergencies in California. The system unifies California's emergency management organizations into a single integrated system. SEMS includes the use of the Incident Command System (ICS), California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), the Operational (OA) Area concept and multi-agency or inter-agency coordination. State agencies are required to use SEMS and local government entities must use SEMS in order to be eligible for any reimbursement of response-related costs under the state's disaster assistance programs. SEMS was adopted by the Modoc Board of Supervisors, in February, 1996 per statutory requirements.

5.1.2.a SEMS Components:

The Incident Command System (ICS)

ICS was developed as a part of the FIREScope program, (Firefighting Resources of California Organized for Potential Emergencies), during the 1970's. ICS was adopted by the fire services in California as the standard all hazards response system and has been adopted nationally by the federal land management agencies as the standard for response to all wildland fires. A National, generic version of ICS was developed by a multi-discipline working group. This system is used in SEMS. Refer to ICS in Section III.

Inter-agency Coordination/Multi-agency Coordination

Inter-agency coordination as it applies to SEMS participation involves the agencies and disciplines at all levels of the SEMS organization working together in a coordinated effort for the mutual benefit of all involved. This includes decision making, emergency response activities, the sharing of mutual resources and the prioritizations of incidents.

The Master Mutual Aid Agreement

This agreement was originally signed in California in 1950. Under this agreement city, county and State governments work together to provide services, resources and facilities to each other when local resources are not sufficient to manage a situation. Several discipline specific mutual aid plans and operating procedures have been developed.

Operational Areas

An Operational Area is one of the five organizational levels in SEMS. The Operational is comprised of a County and all of the political subdivisions within the county. Overall responsibility for the Operational Area rests with the Board of Supervisors in each county. Operational Areas facilitate the coordination of resources between its constituent members and serves as a communication and coordination link between the regional and State EOCs and local jurisdictions within the Operational Area.

5.2 Mutual Aid Policies

5.2.1 Mutual Aid Definitions

The foundation of California emergency planning and response is a statewide mutual aid system which is designed to ensure that adequate resources, facilities and other support are given to jurisdictions whenever their own resources are exhausted.

5.2.1.a What is mutual aid?

The California Office of Emergency Services (Cal OES) has been divided into six Mutual Aid Regions and three Administrative Regions. Modoc County is part of Mutual Aid Region III. Through the state mutual aid system, Cal OES can receive direct notification from a county Modoc OES official that a disaster exists or is imminent. In some cases, mutual aid can prevent a situation from developing into a disaster.



5.2.2 Cal OES—Administrative Regions

Under California State Code §8585 Cal OES shall be under the supervision of a Secretary of California Emergency Management. The secretary shall coordinate all state disaster response, emergency planning, emergency preparedness, disaster recovery, disaster mitigation, and homeland security activities. Cal OES shall be responsible for the state's emergency and disaster response services for natural, technological, or manmade disasters and emergencies, including responsibility for activities necessary to prevent, respond to, recover from, and mitigate the effects of emergencies and disasters to people and property. (§8585)

The Secretary, or his designated representative, will be assisted by Regional Coordinators and Emergency Services Coordinators. When activated, Cal OES will be responsible for coordinating statewide emergency operations, to include the provision of mutual aid and other support and redirection of essential supplies and other resources to meet local requirements. The designated representative shall:

- Perform executive functions assigned by the Governor
- Coordinate response and recovery operations of State agencies
- Provide a statewide clearinghouse for emergency operations and information
- Prepare and disseminate proclamations for the Governor
- Receive and process requests for Federal disaster assistance
- Direct the allocation of Federal and out-of-state resources

5.2.3 Cal OES – Region III

Cal OES Region III emergency management staff is headed by a Regional Representative. The regional representative works with Emergency Service Coordinators (ESCs) who work directly with the operational areas. The staff coordinates and supports local area managers. The regional staff submits all requests for support that cannot be obtained within the Region and other relevant information to Cal OES. The regional representative:

- Maintains communications with State, Federal and local authorities utilizing the Standard Emergency Management System (SEMS)
- Provides planning, guidance and assistance to County and local jurisdictions
- Responds to requests for mutual aid
- Provides a clearing house for emergency operation information

5.2.4 Modoc County OES

The Modoc OES is responsible for the day-to-day administration of the County's disaster preparedness and response program, as well as development of the Modoc County Emergency Operations Plan, a multi-hazard response plan. In addition, Modoc OES is responsible for maintaining the County's Emergency Operations Center (EOC), as well as coordinating EOC activities during a disaster. Duties include:

- Coordination of in-county mutual aid
- Liaison with City of Alturas, Region III, and Cal OES personnel
- Requesting mutual aid from Cal OES Region III Warning Center

5.3 Mutual Aid Agreement Policies

Mutual aid resources will be provided and utilized in accordance with the California Master Mutual Aid Agreement. During a proclaimed emergency, inter-jurisdictional mutual aid will be coordinated at the Operational Area or Mutual Aid Region III level whenever the available resources are:

- Subject to State or Federal control
- Subject to military control
- Located outside the requesting jurisdiction
- Allocated on a priority basis

Requests for mutual aid should include the following as applicable:

- Number of personnel needed
- Type and amount of equipment
- Reporting time and location
- Authority to whom they are to report
- Access routes
- Estimated duration of operations
- Requests will be channeled from the requesting agency to the Operational Area EOC, to Cal OES Mutual Aid Region III, and then on to the State.

5.3.1 Levels of Activation

Field Response Level The field response level is the local level where emergency response personnel and resources respond to the immediate incident. SEMS regulations require the use of ICS at the field response level of an incident.

Local Government Level Local governments include cities, counties, and special districts. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. The local government emergency management organization and its relationship and connections to the Field Response level may vary depending upon factors related to geographical size, population, function, or complexity.

Operational Area Level Under SEMS, the Operational Area means an intermediate level of the state's emergency services organization, which encompasses the county and all political subdivisions located within the county. The Operational Area manages and/or coordinates information, resources, and priorities among local governments within the operational area, and serves as the coordination and communication link between the local government level and the regional level.

Region Level Because of its size and geography, the state has been divided into six Mutual Aid Regions. The Modoc OES provides administrative oversight over the mutual aid regions through three Administrative Regional Offices. In SEMS, the regional level manages and coordinates information and resources among operational areas within the mutual aid region, and also between the operational areas and the state level. The regional level also coordinates overall state agency support for emergency response activities within the region. Modoc County is located within Region III. The 13 counties in Region III include: Butte, Colusa, Glenn, Lassen, Modoc, Plumas, Shasta, Sierra, Siskiyou, Sutter, Tehama, Trinity and Yuba. A total population of 747,650 people resides within Region III's 34,357 square miles.

State Level The state level of SEMS operates the State Operations Center in Sacramento. It is responsible for coordinating resource requests and resolving priority issues that might arise at the regional level. The State Operations Center is also responsible for coordinating with FEMA and other federal agencies involved in the implementation of the Federal Response Plan in California.

5.4 SEMS Requirements for Local Government

In order to be eligible for State reimbursement of response-related personnel and equipment costs, local government will:

- Use SEMS when a local emergency is declared or proclaimed, or Modoc County Operational Area EOC is activated.
- Establish coordination and communications with Incident Commanders either through Departmental Operations Centers (DOCs) in contact with the EOC or directly to the EOC when activated.
- Use existing mutual aid systems for coordinating fire and law enforcement resources.
- Establish coordination and communications for local response agencies having jurisdiction at an incident within the Operational Area.
- Use multi-agency or inter-agency coordination to facilitate decisions for overall local government level emergency response activities.
- The requirements to use SEMS include:
 - Fulfilling the coordination role for local jurisdictions, and
 - Providing evidence of use of the five essential SEMS functions: management, operations, planning/intelligence, logistics, and finance/administration.

5.5 Incident Command System (ICS)

The Incident Command System, as developed in California during the 1970s, underlies the core precepts of both SEMS and its NIMS components. ICS has been tested by more than 30 years of emergency and non-emergency applications. All levels of government are required to maintain differing levels of ICS training. The United States Department of Homeland Security mandated the use of ICS for emergency services throughout the United States as a condition for federal preparedness funding. ICS is now used in virtually all EMS and disaster response agencies.

Basic components of ICS:

- The Incident Command System ensures that every emergency incident has an Incident Commander and appropriate support staff to effectively manage the incident.
- Initially, the first responder is the Incident Commander who is responsible for identifying and requesting any additional responders and associated support equipment.
- The First Responder to arrive on the scene will be the Incident Commander until a more highly qualified individual arrives and is assigned by the local jurisdiction.
- Change of Command is then passed on to the new Incident Commander, who then assumes the overall management and coordination of the incident.
- The Incident Commander can assign one or more deputies to assist in managing the incident by coordinating Operations, Logistics, Planning, and Finance/Administration as the incident changes in

scope and complexity. These positions function under the General Staff: Emergency Manager, Liaison, Public Information, and Safety managers.

- Every individual will have no more than seven staff members to supervise with the ideal span of control being three to five persons.
- The Incident Command System will then expand or shrink as necessary during an incident. It will request and coordinate appropriate resources, manage priorities, as well as recovery and demobilization of operations.

5.6 Operational Area Roles and Responsibilities

The County of Modoc's emergency management operation functions under the California Office of Emergency Services (Cal OES) and the Federal Emergency Management Agency (FEMA) agencies. Modoc County is part of the Inland Region, Mutual Aid Region III. Modoc County Operational Area encompasses all of Modoc County, with Alturas being the only incorporated city.

Modoc County's emergency organization involves many government departments, special districts, and independent organizations. The County depends heavily on volunteer workers for fire, emergency medical services, and other support services. Government workers often have multiple responsibilities. It is essential to define roles before a crisis occurs so that people understand their roles and responsibilities.

5.6.1 Board of Supervisors

The primary responsibility of the Modoc County Supervisors is to keep apprised of any developing situation, be aware of existing legal requirements and federal guidelines for an emergency, and support the Sheriff in his role as Director of Emergency Services. If local capabilities are exceeded, then the Board will issue an Emergency Declaration at the recommendation of the Sheriff. In their role as representatives of the populace, it is imperative that all information on the emergency be communicated through Modoc OES.

5.6.2 Sheriff/Coroner/Director of Emergency Services

The Sheriff/Director of Emergency Services is responsible for implementing the emergency operations plan through Modoc OES. The Sheriff, as the Director of Emergency Services, heads the emergency management organization and is responsible for the direction, control and coordination of emergency management activities.

5.6.3 Deputy Director of Emergency Services

The primary objective for emergency management is to provide a coordinated effort for all county departments, special districts and agencies in response to an emergency. The Deputy Director of Emergency Services is the lead for all emergency management activities within the county. Emergency management responsibilities extend beyond this office to all government entities. NIMS and SEMS protocol will be followed and activation of the Emergency Operations Center (EOC) will occur based on the level of the incident. The Deputy Director of the Modoc OES is responsible for:

- Overseeing emergency operations: preparedness, response, and recovery
- Coordinating training and maintaining a data base that documents NIMS certification

- Coordinating and inventorying resources within the operational area, both personnel and equipment
- Conducting exercises to field test all segments of the Emergency Operations Plan, Annexes, and department and agencies Standard Operating Procedures
- Applying for grants and managing the fiscal accountability

5.6.4 Individuals and Heads of Households

It is important to note that a basic responsibility for emergency planning and response also lies with individuals and heads of households. It is expected that each individual or head of household will develop a family disaster plan and maintain essential supplies to be self-sufficient for a minimum of 72 hours. Businesses are expected to develop internal disaster plans that will be compatible with local government resources.

5.6.5 Local Community Organizations

There are many local organizations that provide a variety of on-going services to the community who also provide specialized services during an emergency. The following list is not conclusive and may change from year to year. These organizations may be service groups such as Rotary, Elks or the Lions; Sheriff's Posse; amateur radio groups; the High Plateau Humane Society, the American Red Cross; the scouting organizations; TEACH, Inc.; agriculture groups; and churches. Their involvement may be in such areas as search & rescue, evacuation, care & shelter, and general support services.

5.6.6 Community Service and Fire Protection Districts

Within the operational area there are 12 volunteer fire departments and the Cal Pines Community Service District. These organizations are staffed by volunteers and are responsible for fire and medical response within their boundaries. Mutual aid agreements exist between the organizations. Their daily response, as well as emergency preparedness and response, is coordinated with the Modoc County Sheriff's Office. Their role in an emergency is to maintain normal services and to assist in a coordinated response with the Modoc OES. These organizations are committed to NIMs, SEMs, and ICS protocol and training.

5.6.7 County Departments and Special Districts

In addition to the Deputy Director of Emergency Services, emergency management is the day-to-day function of county departments and special districts such as the hospitals and fire districts. This entails a day-to-day obligation to assess and report the impact of an emergency or disaster event. It requires monitoring conditions, analyzing information, and informing the Sheriff and Deputy Director of incidents that may require a larger response than their resources can handle.

5.6.7.a Preparedness Responsibilities

- Establish department and individual position responsibilities in an emergency
- Work with other departments/agencies to enhance cooperation and coordination and eliminate redundancy
- Establish education and training programs; exercise emergency preparedness

- Develop site specific plans for department facilities as necessary
- Ensure that employee job descriptions reflect emergency duties
- Identify, categorize and inventory all available departmental resources
- Develop procedures for mobilizing and employing resources
- Ensure communication capabilities with the EOC
- Fill position in the emergency organization as requested by the Deputy Director of Emergency Services
- Prepare to provide internal logistics support for departmental operations during the emergency response

5.6.7.b Response Responsibilities

Upon receipt of an alert/warning, initiate notification actions to alert employees/volunteers assigned response duties

as appropriate:

- Suspend or curtail normal business activities
- Recall essential off-duty employees/volunteers
- Send non-essential employees home
- Evacuate departmental/agency facilities
- Provide damage reports
- Provide security for essential facilities and equipment
- Respond to requests from the EOC; provide a liaison if requested
- Keep the EOC informed of field activities
- Activate a documentation process to maintain an events log that records utilization of resources
- Report damages and status of critical facilities to the EOC
- Coordinate with the EOC Information Officer before releasing information to the media or public
- Submit reports to the EOC detailing departmental/agency emergency expenditures and obligations

5.6.7.c County Department Response and Recovery Matrix

| SEMS FUNCTIONS | MANAGEMENT | | | | PLANNING | | | | OPERATIONS | | | | | | | | | | | | LOGISTICS | | | | | | FINANCE | | | | |
|---|------------|---------------------|---------|--------|--------------------|---------------|----------------|-----------------------|-----------------|---------------------|-----------------|---------|-------------------|--------------|-----------|-------------------|-----------------|---------------|---------------|----------|----------------|------------------|-----------------|-----------------------|----------------|------------|----------------|------------|---------------------|-----------------|---------------|
| DEPARTMENT | EOC Staff | Public Informa5tion | Liaison | Safety | Situation Analysis | Documentation | Demobilization | Technical Specialists | Fire and Rescue | Hazardous Materials | Law Enforcement | Coroner | Search and Rescue | Public Works | Utilities | Damage Assessment | Medical and EMS | Public Health | Mental Health | Security | Communications | Care and Shelter | Human Resources | Animal Care & Welfare | Transportation | Facilities | Time Recording | Purchasing | Compensation/Claims | Cost Accounting | Cost Recovery |
| E - EOC – Primary Responsibility | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| F - ICP – Incident Command Post – Field Responsibility | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| V – Responsibility may be either ICP or EOC | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| COUNTY | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Administration/Risk Management | E | E | E | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Agriculture | V | | V | | F | | | F | | F | | | | | | | | | | | | | | | | | | | | | |
| Auditor | | | | | | | | | | | | | | | | | | | | | | | | | | E | E | E | E | E | |
| Environmental Health | | V | V | V | V | | V | V | | V | | | | | | V | | | | | | | | | | | | | | | |
| Fire Coordinator | | | V | V | V | | V | | F | V | | V | | | | V | V | | | | | | | | | | | | | | |
| Health Services; Public and Mental | | | V | | | | | | | | | | | | | | F | F | F | | | V | | | | | | | | | |
| Law Enforcement | V | V | | F | F | | | | F | V | F | | F | | | | | | | | | | | | | | | | | | |
| Planning | | V | V | | V | V | V | V | | | | | | V | V | V | | | | | | | | | | | | | | | |
| Public Works/Roads | | | V | | V | | | V | | | | | | F | F | F | | | | | | | | | | | | | | | |
| Sheriff/Coroner/OES | V | V | V | V | F | | | | | | F | F | | | | | | | | F | V | | V | V | E | E | | | | | |
| Social Services | | | V | | | | | | | | | | | | | | | | | | | V | | | | | | | | | |

Direction, Control, and Coordination

6. Direction and Control

6.1 Response

6.1.1 Initial Response Operations

In a single site emergency, the governing body having jurisdiction will respond to the scene. The on-scene management will be under the jurisdiction of the local department best qualified to conduct the rescue, recovery, and response operations. The department/agency's designee at the scene will become the on-scene commander and will be responsible for operations. During initial response operations, Modoc County field responders' emphasis is on saving lives, property and environment, controlling the situation, and minimizing the effects of the emergency. Field responders will utilize National Incident Management System (NIMS), Standard Emergency Management System (SEMS), and Incident Command System (ICS).

6.1.2 On-Scene Management

The person in charge at the incident is the on-scene Incident Commander who is responsible for ensuring each agency on scene can carry out its responsibilities. Upon arriving at the scene, the Incident Commander should:

- Assess the situation and identify hazards
- Develop objectives (tasks to be completed)
- Ensure appropriate safety and personnel protective measures
- Coordinate, as appropriate, with other first responders
- Develop an Incident Action Plan (IAP) and establish goals
- If warranted, coordinate with the EOC to contact appropriate agencies or personnel with expertise and capability to carry out the incident action plan

When more than one agency is involved at an incident scene, the Incident Command should work with all agencies to ensure that each agency's objectives are identified, coordinated, and utilize ICS protocol.

- Each agency's personnel working with the Incident Command will maintain their normal chain of command, but will be under control of the on-scene Incident Command
- As needed, the Incident Command may request activation of the EOC

- The on-scene Incident Commander will designate an Information Officer as needed to coordinate agency media releases for the responding agencies

6.1.3 Modoc Communications Center

MCC – 911 Dispatch will provide the Director of Emergency Services with a status report of the incident:

- identifying damage sustained
- current response actions
- number of personnel responding
- agencies responding
- resource status

Based on the information provided, the Director of Emergency Services will determine a level of activation and whether the Emergency Operations Center (EOC) shall be opened.

***The EOC's primary function is to coordinate resources and manage information.**

6.1.4 Alert and Warning

The Sheriff/Coroner/Director of Emergency Services, Alturas Police and Fire Departments, and operational area fire districts have the primary responsibility of alerting and warning the public within their jurisdictions.

Alerting and warning the public involves the Modoc County Communications Center which monitors the California Law Enforcement Telecommunications System (CLETS) for law enforcement activity, the Emergency Alert System, and the National Weather Service for both natural and human caused disasters which might affect the Modoc operational area. It may also involve utilization of social networks and/or other applicable technology. (Specific alert systems are listed in the Public Information and Alert Annex.)

6.1.5 Evacuation

Modoc County's operational area is over 4000 square miles with a sparse population that results in an average of 2.4 people per square mile. There are two main highways that bisect the area. It is difficult to write a functional evacuation plan because of the many variables that could affect an efficient evacuation. An evacuation plan for all hazards will be very geographically specific. Modoc OES has in place multiple Memorandums of Understanding for sites that could be utilized for shelter and operational command posts, depending on the incident and location. Annexes have been written for Care and Shelter and Emergency Animal Care that would be utilized in an evacuation. As per the Public Information and Alert Annex, the Departments of Social Services and Public Health will be alerted

6.2 Activation of the Emergency Operations Center

The Emergency Operations Center is the central point for emergency management operations. The purpose of a centralized point is to ensure efficient and effective response when the incident involves more than one political entity and multiple response agencies. The primary location for the EOC will be the Sheriff's Annex. Should that facility be non-functional or there is a need to move the EOC, alternate facilities are available by utilizing the mobile EOC that can be moved to locations within the county.

6.2.1 Emergency Proclamation

When the Emergency Operations Center is activated, the Director of Emergency Services or his designee will assess the incident and designate the level of activation. A proclamation of emergency and activation of the Emergency Operations Center can be proclaimed in one of the following instances:

- “By the governing body of a city, county, or city and county, or by an official designated by ordinance adopted by the governing body.” (California Emergency Services Act §8630 a) In Modoc County that person is the Director of Emergency Services as stated in county code. (§ 2.40.060)
- or**
- When a State of Emergency exists, 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. (Also see Section 4.5)

6.2.2 Control of the EOC

When the EOC is activated, the Director of Emergency Services, or his/her designee, will have the overall responsibility for coordinating emergency operations within the operational area. The EOC will submit all requests for support that cannot be obtained within the County to Cal OES Mutual Aid Region III through the Regional Emergency Operations Center.

The EOC will be located at the Sheriff’s Annex. However, should the situation warrant, the mobile EOC will be moved, at the direction of the Director of Emergency Services, to the most strategic location.

The Director of Emergency Services will have the primary responsibility for ensuring that the Board of Supervisors is kept apprised of the situation.

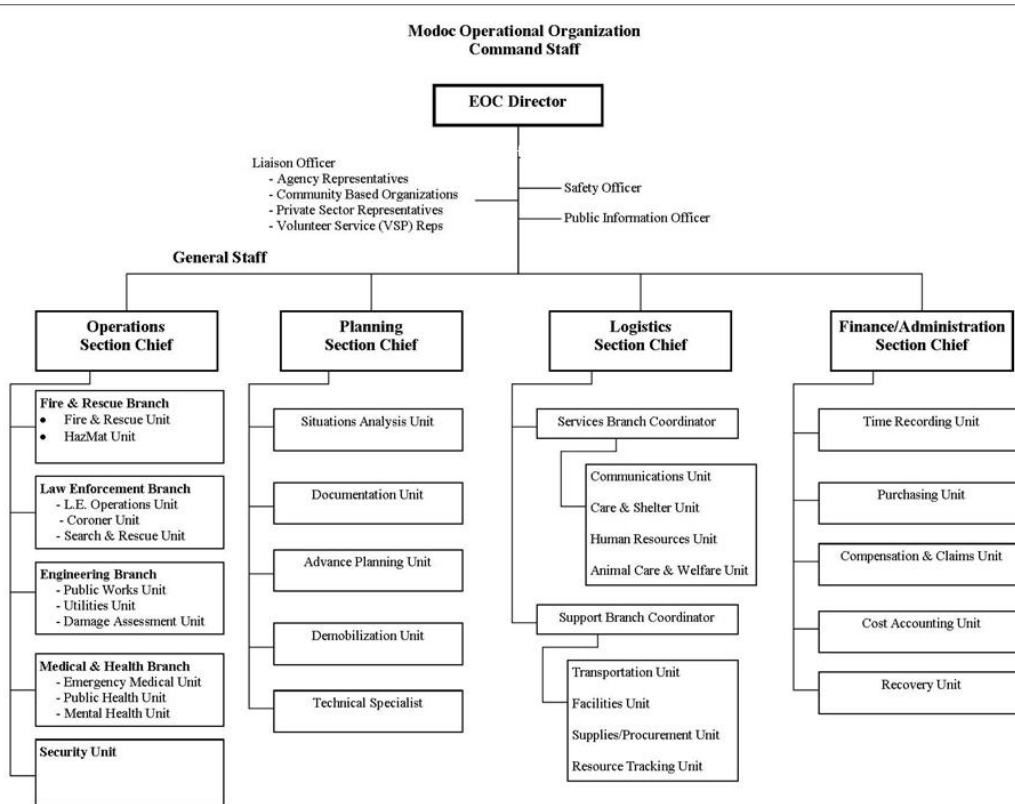
The Deputy Director of the Emergency Services is the EOC Manager, unless a delegation of authority has been given. This person will have responsibility for:

- Organizing and staffing the Emergency Operations Center (EOC)
- Obtaining support for the operational area and providing support to other jurisdictions within the operational area as deemed necessary
- Directing overall EOC functions
- Maintaining information on the status of resources, services, and operations
- Acting as a conduit to regional and state agencies
- Coordinating recovery and mitigation
- Completing an After Action Review/Improvement Plan

6.2.3 Organization of the Emergency Operations Center (EOC)

The county EOC, once activated, supports the Incident Command Post in the field, as well as other jurisdictions that request resources and aid. It is organized and will function according to the SEMS and ICS.

Under the following ICS protocol, the EOC will be organized as follows, with the expansion or reduction of positions as necessary.



***Functional checklists for response are included in Section II.**

6.2.3.a Management of Personnel

6.2.3.a.1 EOC Manager

Management is responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations. Its objective is to ensure the effective management of responders and resources in preparing for and responding to situations associated with natural disasters, technological incidents, biological emergencies, acts of terrorism and national security emergencies. The EOC Management Team will strive to effectively meet the following objectives:

- Overall management and coordination of emergency response and recovery operations, including on-scene incident management as required.
- Coordinate and liaison with appropriate federal, state and other local government agencies, as well as applicable segments of private sector entities and volunteer agencies.

- Establish priorities and resolve any conflicting demands for support.
- Prepare and disseminate emergency public information to inform, alert and warn the public
- Disseminate damage information and other essential data.

6.2.3.a.2 Operations Section

The primary responsibility is to manage and coordinate the tactical operation of various response elements involved in the disaster/emergency. These elements may include:

- Fire/Rescue/Hazardous Materials
- Law Enforcement/Coroner/Search and Rescue
- Medical/Public Health
- Public Works/Utilities/Damage Assessment
- Evacuation
- Care and Shelter
- Animal Rescue

6.2.3.a.3 Planning Section

The primary responsibility is to collect, evaluate, display and disseminate incident information and the status of resources. It is the primary support for decision-making to the overall emergency organization.

- It ensures that safety/damage assessment information is compiled, assembled and reported in an expeditious manner to the EOC.
- It requests technical assistance as needed
- It is also responsible for the detailed recording of the entire response effort and the preservation of those records during and following the disaster.
- It provides anticipatory appraisals and develops plans necessary to cope with changing field events.

6.2.3.a.4 Logistics Section

The primary responsibility is to ensure the acquisition, transportation and mobilization of resources to support the response effort at the disaster sites, public shelters, EOCs, etc.

- It provides all necessary personnel, supplies and equipment as approved
- The Services Branch may coordinate Communications, Transportation, Care & Shelter, and Animal Care
- Methods for obtaining and using facilities, equipment, supplies, services and other resources to support emergency response will be the same as that used during normal operations unless authorized by the EOC Manager.

6.2.3.a.5 Finance/Administration Section

The primary responsibility is to maintain to the greatest extent possible the financial systems necessary to keep the county functioning during a disaster/emergency.

- Those systems include: payroll, payments, revenue collection, claim processing, and cost recovery documentation.
- A part of the emergency response, this section documents all expenditures related to the emergency
- This section is also responsible for supervising the negotiation and administration of vendor and supply contracts and procedures.

6.3 Operational Area Action Plans

At local, operational area, regional and state levels, the use of operational area action plans provide designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. Incident action planning allows for “Management by Objectives” and involves:

- A process for identifying priorities and objectives for response and recovery efforts
- Documentation of the priorities and objectives and the tasks and personnel assignments associated with meeting those priorities

The incident action planning process is conducted by the Planning Section Chief and staff and is approved by the EOC Manager. The Planning Section is responsible for development of the incident action plan and for facilitation of incident action planning meetings.

- Action plans are developed for a specified operational period which may range from a few hours to 24 hours
- The operational period is determined by first establishing a priority of actions that need to be performed

6.4 Coordination with Local Agencies and Special Districts

Special districts are defined as local jurisdictions in SEMS. The emergency response role of special districts is to focus on their normal functions. Communication and coordination with the districts is critical to the successful mitigation of any emergency. The EOC is the communication coordination center with the special districts and/or agencies to ensure ongoing and effective response.

6.4.1 Coordination with the City of Alturas

Should the City of Alturas declare an emergency and activate an Emergency Operations Center, the operational area EOC will also be activated to be in a position to supply resources and coordinate mutual aid if the situation expands. The City of Alturas may request mutual aid through the operational area EOC when the city has exhausted its own resources and the scope has grown beyond their capacities. Conversely, the City of Alturas may be called upon to provide services and resources to the County.

6.4.2 Coordination with Region III

Any time Modoc County EOC is activated, regional emergency response partners at Cal OES will be notified. Ongoing communication can be through telephone, internet, or video teleconferencing at the EOC. The Cal EOC is a web-based system that provides real time access to Federal, State and Local emergency response agencies throughout California for reporting and data collection. It is SEMS and NIMS compliant. The use of CAL EOC is required at the Operational Area level and will facilitate damage assessment reporting, resource requests, and situation status reporting.

6.4.3 Multi-Agency or Inter-Agency Coordination

Emergency response for more than one agency is coordinated through the EOC. Coordination with agencies may be accomplished through various methods of communications, but involvement in the EOC incident action planning process is essential for effective emergency management.

Multi-agency or inter-agency coordination is important for:

- Establishing priorities for response
- Allocating critical resources
- Developing strategies for handling multi-agency response problems
- Sharing information
- Facilitating communications

Information Collection, Analysis, and Dissemination

7. Information Collection, Analysis, and Dissemination

7.1 Overview

Public information consists of the processes, procedures and organizational structures required to gather, verify, coordinate, and disseminate information. The goal is to provide information that is timely, accurate, accessible, and consistent. In most incidents, information is coordinated through an Emergency Operations Center that provides messaging activities across multiple jurisdiction and/or disciplines within the private and public sectors. Key elements will be:

- Interagency coordination and integration;
- Gathering, verifying, coordinating and disseminating consistent messages;
- Support for decision makers; and
- Flexibility, modularity and adaptability.

In an incident, the information function is the responsibility of the Planning Chief as part of the Emergency Operations Center (EOC). The goals of the information function are to facilitate timely delivery of information to the EOC, to provide Command Staff with the information needed for the incident, and to deliver information to the public.

Procedures for public information collection, analysis, and dissemination are listed in Part II of the Emergency Operation Plan under Planning Chief and Public Information Officer. Within the procedures listed for the Planning Chief are specifics on the type of information, format for presenting it, and the meetings that constitute the dissemination process.

More detailed descriptions of available systems are listed in the Public Information and Alert Annex.

7.2 Preparedness Strategies

Preparedness strategies include plans and procedures for utilizing communications and information management systems. Each agency should incorporate the following principles into their communications and information management systems.

- **Common Terminology:** Apply common and consistent terminology as used in SEMS, including the establishment of plain language (clear text) communications' standards.
- **Protocols:** Develop procedures and protocols for communications (to include voice, data, access to geospatial information, and Internet/Web use and data encryption where applicable.
- **Data Collection:** Institute multi-disciplinary and/or multi-jurisdictional procedures and protocols for standardization of data collection and analysis

7.3 Information Sources

It is assumed that in an incident, not only will the standard sources of information be available, but resources from the state and the region will be supplementing.

7.3.1 Local Sources

- Existing data systems and resources that are part of daily operations; these may include the National Weather Service, various California departments such as Agriculture, Environmental Health, and others that are incident dependent.
- Statistical compilations from the federal census, state data bases, and county departmental records and data bases
- Field Reports from incident command staff
- Local resources that are incident related specialists

7.3.2 State and Regional Systems

At the State level, Cal OES is responsible for developing and releasing information about emergency operations to the news media, to personnel involved in the operation, and to other appropriate agencies and organizations. Additional support may be drawn from other State agencies, volunteers, or participants in the Public Information Officer Mutual Aid Program.

7.3.2.a Weather Warnings and Forecasts

National Weather Service

7.3.2.b Non-Weather Warnings and Recommended Protective Actions

Local and state law enforcement

7.3.2.c Homeland Security Threats

California Counterterrorism & Threat Awareness Section (CTTA)

Communications

8. Communications

8.1 Overview

Success in saving lives and property is dependent upon timely dissemination of warning and emergency information to persons in threatened areas, as well as developing an effective communications infrastructure for emergency responders. Local government is responsible for having the infrastructure to manage an emergency. Modoc County alerts the general population using a number of different methods including formal warning systems as delineated in Section 6.24. It includes federal and state systems as part of Modoc Communications Center – 911 Dispatch, or more direct communication such as door-to-door notification. As technology changes, systems that incorporate social networks and cellular technology will also be in place. While each method is unique in its application to the population it serves, each shares a common purpose of maintaining clear and accurate dissemination of information.

The primary communications challenge for Modoc County is that the operational area is dissected by three mountain ranges with valley floors at the 4000 foot range and the highest mountain at nearly 10,000 feet. Multiple mountain repeaters are the base for the communication system that allows transmission in this remote area. Modoc Communications Center – 911 Dispatch is operated by the Sheriff's Office and serves as the dispatch center for the entire county.

The Communications Annex lists communications resources. Interoperability and redundancy is addressed in the annex. Specific protocol and system description is included in the Communications Annex.

8.2 Basic Infrastructure

8.2.1 Radio System

The Modoc County Sheriff's Office maintains radio system and dispatch services supporting communications by Modoc County Sheriff's Office, Alturas City Fire, and thirteen fire protection districts along with two ambulance stations. The Modoc County Communications Center (MCCC) is the only 24-hour dispatch facility in Modoc County. The communication system has 11 mountain top repeaters and one portable unit. In addition, the local ham organization, ARES, is supported by the Sheriff's office by multiple repeater sites to provide redundancy communications to outside agencies. This system provides 90% handheld coverage within the inhabited areas of the county.

Every first responder agency or department maintains radio compatibility and interoperability with the Modoc OES and Modoc Communications Center. The Modoc OES maintains a cache of radios available for supporting organizations.

8.2.2 Coordination

Within the operational area, there are numerous county departments, the City of Alturas, and eleven fire districts who are the first responders for the operational area. Primary communications is by radio. The backup for radios is cell phones; the backup for cell phones would be ARES ham radios.

Outside of the operational area, coordination is through Cal OES. This system is a combination of

phone system, internet, and cell phones.

Modoc OES maintains a Mobile Command Center which acts as a backup for the repeaters and as an incident command center.

Administration, Finance, and Logistics

9. Administration, Finance, and Logistics

9.1 Administrative Policies

Documentation of the response and recovery actions taken during an emergency is the responsibility of the Modoc OES. This evidence will be used to complete incident and damage assessment reports, recover costs associated with the incident, address insurance and civil claims, and develop mitigation strategies. Reporting mechanisms may include ICS forms, federal and state reports, digital records, photographs, and anecdotal reports.

9.1.1 General Procedures

During and after emergency events, normal fiscal and administrative functions and regulations may need to be temporarily modified or suspended in order to support emergency operations. (Modoc County Code §2.40.060)

- During emergency operations, non-essential administrative activities may be suspended, and personnel not assigned to essential duties may be assigned to other departments to provide emergency support. Normal procedures which do not interfere with timely accomplishment of emergency tasks will continue.
- All departments/agencies shall assure the safety of cash, checks, accounts receivable and assist in the protection of other documents and records.
- All departments/agencies shall designate personnel to be responsible for documentation of disaster operations and expenditures incurred in accordance with existing jurisdictional emergency purchasing procedures. Records of personnel and resources should include: date and time activated, information relative to the service of emergency workers, as well as documentation of the injuries, lost or damaged equipment, and any costs associated with the resource.
- Each department/agency shall keep an updated inventory of its personnel, facilities, and equipment resources that is part of the Modoc OES data base.
- Any department/agency requesting supplies, equipment, and/or personnel associated with the emergency shall only request them through the Modoc OES and the Emergency Operations Center, if activated.
- There will be no reimbursement for expenditures not authorized by the EOC. County departments could be held fiscally liable for unauthorized expenditures.
- Each department/agency shall keep an accurate record of all purchases, properties commandeered to save lives and property, and an inventory of all supplies and equipment purchased and used during the emergency.
- Departments/agencies will designate personnel responsible for documentation of disaster costs and utilize existing administrative methods to keep accurate records separating operational expenditures separate from day-to-day expenditures. Documentation will include; logs, formal records, and all file copies of all expenditures, receipts, and personnel time sheets.

9.2 Logistics

All logistics needed to support the field operations will be administered and coordinated through the Modoc OES and the Emergency Operations Center. Procurement of resources will be done through normal County procedures.

9.2.1 Utilization of Resources

Departments/agencies responding to emergencies and disasters will first use their available resources.

- The Modoc OES and the Emergency Operations Center, if activated, becomes the authorizing agent for procurement, distribution and replacement of personnel, equipment, and supplies.
- The Logistics section of the EOC will also provide services and equipment maintenance for the duration of the emergency.
- Scarce resources will be allocated according to established priorities and objectives of the EOC.
- All departments/agencies are expected to maintain an inventory of all non-consumable items, to include in their documentation after the conclusion of the emergency proclamation. Items that are not accounted for, or that are placed in local government inventory as an asset, will not be eligible for reimbursement.
- The Modoc OES will maintain a database of available resources, both equipment and personnel.
- Training and exercises will be conducted as part of the Office of Emergency Service's Five Year Training Plan to assess response capabilities and to identify and prioritize resource acquisition needs.
- Resources not available within the operational area will be requested by Modoc OES through Mutual Aid Agreements.
- The Operational Area is part of the Shasta Cascade Regional Hazardous Materials Team (SCRHMT).
- There are various Memorandums of Understanding (MOUs) for equipment, facilities and personnel.

9.3 Insurance

Local governments and agencies shall maintain insurance for property, workers' compensation, general and automotive liability. Insurance documentation information will be required by the Federal Government in the post disaster phase.

- All local jurisdictions and departments are responsible to maintain adequate levels of insurance.

9.4 Recovery Operations

As the threat to life, property, and the environment dissipates, the Director of Emergency Services will make the decision as to when to deactivate the Emergency Operations Center. The EOC position that is designated to coordinate recovery will ensure that all damaged public facilities and services are restored or a plan is in place to complete the restoration and all other recovery functions. The Director of Emergency Services is responsible for coordinating and documenting the recovery operations.

9.4.1 After Action/Improvement Plan Reporting

The Standardized Emergency Management System (SEMS) regulations require any operational area declaring a local emergency for which the Governor proclaims a State of Emergency, to complete and transmit an After Action Report to Cal OES within 90 days of the close of the incident period.

SEMS/NIMS integration requires this report to include an Improvement Plan. This After Action/Improvement Plan (AA/IP) Report will be completed by the Modoc OES and will include documentation of actions taken during the incident to include Initial Action Plans, Daily Logs, maps, etc. The AAR/IP should provide the following:

- Summary of actions taken
- Positive actions during the incident
- Areas for improvement
- Necessary modifications to plans and procedures
- Training needs
- Recovery activities to date
- Corrective Actions taken to resolve identified issues and/or problems

The AAR/IP report will serve as a source for documenting Modoc's OES activities and identifying areas of concern and successes. It will also be utilized to develop a work plan for implementing improvements. The AAR/IP will follow SEMs protocol and provide the following:

- A composite documentation, providing an overview of the incident, referencing more detailed documents with enclosures, and addressing all areas specified in regulations.
- It will be coordinated with, but not encompass, hazard mitigations. Hazard mitigation efforts may be included in the "recovery actions to date" portion of the AAR/IP report.
- Modoc OES will be responsible for completing and distributing the report.
- Data for the AAR/IP report will be collected from the EOC log sheets and reports, CAL EOC documents, and other documents developed during the disaster response.

9.4.2 Recovery Overview

In the aftermath of a disaster, many citizens will have specific needs that must be met before they can pick up the thread of their pre-disaster lives. Local governments can help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them. There will be a need for the following actions:

- Assure that people can receive at least a minimal level of essential services as soon as possible following an event, including sheltering, temporary housing, and access to public facilities and services.
- Seek to return the community to a semblance of normal functioning as rapidly as possible.
- Maintain continuity of government functions and protect vital records.
- Reconstruct public facilities.
- Account for response and recovery costs in order to apply for the maximum possible reimbursement from disaster recovery programs from the State and from the Federal Emergency Management Agency (FEMA).
- Establish a framework of plans, regulations, and incentives within which reconstruction can be carried out as efficiently and effectively as possible.
- Take actions that will make the jurisdiction less vulnerable to future damage from disasters.
- Identify hazard mitigation needs, plan necessary actions, and seek funding to resolve them before an event whenever possible.

9.4.3 Short-Term Recovery

Short-term recovery operations will begin during the response phase of the emergency. Each jurisdiction will coordinate its efforts to restore utility systems and services during recovery operations. Medical services may need to operate from temporary facilities, as necessary. The County, City of Alturas, and communities will ensure that debris removal and cleanup operations are expedited to provide for public health and safety. Structures that pose a public safety concern will be demolished.

The major objectives of short-term recovery operations include:

- Utility restoration: electric, gas, water, propane, telephone service, etc.
- Expanded social, medical, and mental health services
- Re-establishment of government operations
- Reopen transportation routes
- Debris removal and cleanup operations
- Abatement and demolition of hazardous structures

9.4.4 Long Term Recovery

The goal of long-term recovery is to restore the community. Long-term recovery includes:

- Restoring facilities to pre-disaster condition
- Coordinated delivery of social and health services
- Re-establishing the local economy to pre-disaster levels
- Recovery of disaster response costs
- Improved land use planning
- Effective integration of mitigation strategies into recovery planning and operations

Each affected jurisdiction will be responsible for their own approach to mitigation, which could include zoning variances, building code changes, plan reviews, seismic safety elements, and other land use planning techniques. With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process.

9.4.5 Recovery Operations Organization

In the event of extensive infrastructure, structural and property damage, and Incident Command Team for Recovery Management should be established. This would be a coordinating team that is represented by all departments and agencies.

9.5 Damage and Safety Assessment

Recovery Damage and Safety Assessment is the basis for determining the type and amount of state and/or federal financial assistance necessary for recovery. Under Modoc OES an Initial Damage Estimate is developed during the emergency response phase; this documents a request for a gubernatorial proclamation and for the State to request a presidential declaration.

During the recovery phase, this assessment is refined to a more detailed level. This detailed damage/safety assessment will be needed to apply for the various disaster financial assistance programs. A list of mitigation priorities will need to be developed by the jurisdictions' departments and their operations and administrative division will complete a detailed assessment of their areas.

9.6 Documentation

9.6.1 Overview

When disaster strikes and damages exceed local capabilities, the Operational Area may request state and/or federal disaster assistance. A local proclamation of an emergency may be a prerequisite for the assistance requested. Accurate and detailed documentation will be critical in establishing a basis for eligibility for disaster assistance programs that recovery costs. Under the State Natural Disaster Assistance Act (NDAA), documentation is required for damage sustained to the following:

- Public buildings
- Levees
- Flood control works
- Irrigation works
- County roads
- City streets
- Bridges
- Other public works

Under federal disaster assistance programs, documentation must be obtained regarding damages sustained to:

- Roads
- Water control facilities
- Public buildings and related equipment
- Public utilities
- Facilities under construction
- Recreational and park facilities
- Educational institutions
- Certain private non-profit facilities

Debris removal and emergency response costs incurred by the affected entities should also be documented for cost recovery purposes under the federal programs. Documentation must begin at the field response level and continue throughout the operation of their Emergency Operations Center as the disaster unfolds.

9.6.2 Documentation: Reports and Logs

Activity Logs: All ICPS and the EOC will maintain accurate logs of key response activities, including:

- Emergency proclamations

- Emergency notifications to local governments and to state and federal agencies
- Activation or deactivation of emergency facilities
- Operational activity logs
- Situation Reports (SitRep)
- All Incident Command System forms to include, at a minimum, Incident Action Plans
- Hazardous Materials Spill Reporting
- Initial Damage Assessment (IDA)
- Significant changes in the emergency
- Major commitments of resources or requests for additional resources from external sources
- Public Information releases
- Evacuations
- Casualties
- Dispatch logs
- Casualties

9.6.3 Damage Assessment

All reports should include the following information:

- The location and extent of damage and estimates of costs for: debris removal, emergency work, repairing or replacing damaged facilities to a non-vulnerable and mitigated condition.
- The cost of compliance with building codes for new construction, repair, and restoration will also be documented.
- The cost of improving facilities may be provided under federal mitigation programs.

9.6.3.a Federal Requisites for Damage Recovery

The chart below describes the mechanisms required to document damages and determine needed assistance in the impacted area.

| Report Title | Responsible Party | Description Needed | Purpose of Report |
|---|--|---|--|
| Initial Damage Estimate (IDA) | Local jurisdiction | Initial description of damage including: <ul style="list-style-type: none"> • type and extent of public and private sector damage • basic repair and emergency response costs • any acute public health issues • number of homes and businesses not insured or underinsured. | Provides information for State. Modoc OES to determine if state and/or federal disaster assistance is warranted and to what external resources are needed. An IDE should be provided concurrently with request for assistance. Not providing this information promptly can delay assistance. |
| Preliminary Damage Assessment (PDA) | PDA field staff assisted by Modoc OES regional staff, local, state and/or federal government staff | Preliminary detailed damage report including: <ul style="list-style-type: none"> • facility types (e.g., school, road, private residences) and location • facility insurance and/or maintenance records • damage description and repair estimates • local government budget reports • destroyed/damaged residences, personal property, businesses • any identified environmental or historical issues | Provides information for State. Modoc OES to determine extent and type of state and/or federal disaster assistance. This information is also used by FEMA to prepare a regional analysis of the request for consideration by FEMA headquarters. |
| Damage Assessment by other Federal Agencies | Small Business Administration (SBA) U.S. Dept. of Agriculture (USDA) and/or local Agricultural Commissioner | Includes the number of private homes and businesses damaged or destroyed and estimated uninsured losses. It also may include documentation showing economic injury to businesses. Includes cause, type and value of crop/livestock losses. | Ensures minimum damage criteria have been satisfied to implement the Physical or Economic Injury Disaster Loan Program. Provides USDA with justification to implement emergency loan program. |

9.7 Debris Removal

The California Disaster Assistance Act governs the eligibility rules for disaster debris removal within the State. Although the Public Works Branch of the Operations Section will initiate the debris removal function, their actions will need to be coordinated throughout the recovery process with an individual or unit that monitors reimbursable costs. Additional information can be gathered from the State Cal OES website.

9.8 Hazard Mitigation

Hazard mitigation actions will need to be coordinated and implemented in order to ensure a maximum reduction of vulnerability to future disasters. The County, Modoc OES, and other jurisdictions will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing or reconstructing them during long-term recovery operations. Recovery programs will also be sought for individual citizens and private businesses.

For federally declared disasters, Disaster Assistance Centers may be established by the Federal Emergency management Agency (FEMA) to assist disaster victims and businesses in applying for grants, loans, and other benefits. If long term displacement and housing is a part of the incident, then the EOC in support of the Department of Social Services will coordinate with the American Red Cross to arrange housing.

9.9 Recovery Centers

9.9.1 Local Assistance Centers

Local Assistance Centers (LACs) may be established to provide a centralized location for services and resource referrals for the unmet needs of disaster victims. State funding may be available for eligible LAC operations. Historically, LACs have proven to be a key factor for a successful recovery. LAC characteristics generally include:

- Local resource facility for recovery information, services and programs;
- Community-based service facilities;
- Managed by local government; and
- Staffed by Public Non-Profit Agencies (PNPs), local, state and federal government, as appropriate.

9.9.2 Disaster Recovery Centers (DRCs)

Disaster Recovery Centers (DRCs) may also be activated by federal agencies to provide convenient locations for victims and private non-profit organizations to obtain information about FEMA and SBA programs. DRC characteristics generally include:

- Fixed or mobile resource facility for FEMA and SBA recovery information
- Managed by federal government; and
- Staffed by FEMA, Cal OES, SBA and other federal, state and local agencies as appropriate.

9.10 Disaster Assistance Programs

The following tables are designed to provide local emergency managers a quick reference to disaster assistance programs administered or coordinated by the Disaster Assistance Division (DAD) of Cal OES. The tables are grouped by potential recipients and indicate general program implementation criteria, including key deadlines.

9.10.1 Public Assistance through State Emergency Services (Cal OES)

Public agencies include state agencies and departments, cities, counties, city and county, school districts, community college districts, special districts and certain private non-profit agencies. The following table describes implementation criteria for the five main public assistance disaster programs administered by Cal OES: Director's Concurrence, Governor's Proclamation of a State of Emergency, Fire Management Assistance Program (FMAG), Presidential Declaration of an Emergency, and Presidential Declaration of a Major Disaster.

| Type of Assistance | Program Name and Authority | Cost Share Requirements | Implementation Criteria |
|---|--|--|--|
| Funding to restore damaged public infrastructure (e.g. roads, buildings, utilities) | State Public Assistance CDAA -- Director's Concurrence with local emergency | 75% State 25% Local | Local agency must proclaim an emergency and request a "Director's Concurrence" within 10 days of an event. A Governor's proclamation of a state of emergency is not required for the Modoc OES Director to provide CDAA funding to repair damaged public facilities. |
| Reimbursement of local emergency response costs, debris removal, and funding to restore damaged public infrastructure | State Public Assistance CDAA-- Governor's Proclamation of a State of Emergency | 75% State 25% Local | Local agency must proclaim an emergency and request the Governor to proclaim a state of emergency within 10 days of an event. The request should include dates of the event, an IDE, areas affected and appropriate type of assistance needed. |
| Reimbursement for fire suppression costs | FMAG Stafford Act | 75% Federal 25% Local | Responsible fire agency must request FMAG assistance while the fire is still burning out of control. Neither local nor state emergency proclamations are necessary for the implementation of this program. |
| Reimbursement of local emergency response and debris removal costs | Federal and State Public Assistance Stafford Act and CDAA -- Presidential Declaration of an Emergency | 75% Federal 18.75% State 6.25% Local | Local agency must proclaim an emergency and request the Governor to proclaim a state of emergency within 10 days of an event. The Governor has 5 days to request federal assistance. Local government should provide detailed information including dates of the event, an IDE, areas affected, appropriate type of assistance needed. |
| Funding to restore public infrastructure* and reimbursement of emergency response and debris removal costs | Federal and State Public Assistance Stafford Act and CDAA -- Presidential Declaration of a Major Disaster | 75% Federal 18.75% State 6.25% Local | Local agency must proclaim an emergency and request the Governor to proclaim a state of emergency within 10 days of an event. The Governor has 30 days to request federal assistance. Local government should provide detailed information including dates of the event, an IDE, areas affected and appropriate type of assistance needed. *Funding beyond what is necessary to restore a facility may also be approved for hazard mitigation measures to ensure that |

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| | | | future similar damage will not occur. These mitigation projects include cost-effective improvements to the current design and capacity of the existing facility. |
| Funding to provide crisis counseling services | FEMA Crisis Counseling Program Stafford Act | 75% Federal 25% State | This program is funded by FEMA and administered through the state Department of Mental Health. Benefits may be short term or long-term (up to 9 months). |

9.10.2 Public Assistance through Other Agencies

The following table describes the implementation criteria for disaster assistance programs available to public entities through federal agencies other than FEMA. Through CDAA, the state may also cost share with these federal programs.

| Type of Assistance | Program Name/Lead Federal Agency and Authority | Cost Share Requirements | Implementation Criteria |
|--|---|---|---|
| Watershed restoration | Emergency Watershed Program /NRCS Division of the U.S. Department of Agriculture Section 216, P.L. 81-516 and Sections 403-405, P.L. 95-334 | 75% NRCS 18.75% State 6.25% Local | Eligible activities include providing financial and technical assistance to remove debris from streams, protect destabilized stream banks, establish cover on critically eroding lands, repair conservation practices, and the purchase of flood plain easements. This program not require a Presidential disaster declaration before it is implemented. However, in order for the sponsoring agency to be eligible for state cost share, the Governor must have proclaimed a state of emergency for the event. For additional information refer to: www.nrcs.usda.gov |
| Emergency flood and post-flood activities | USACE Emergency Operations /USACE Flood Control and Coastal Emergencies Act (P.L. 84-99) | 100% USACE | The USACE may provide manpower, supplies, and equipment for flood-fighting, debris clearance and temporary levee repairs during the emergency period and up to a maximum of 10 days thereafter. This program does not require a Presidential disaster declaration before it is implemented. For additional information refer to: www.usace.army.mil |
| Restoration of publicly sponsored flood control structures | USACE Rehabilitation Program/USACE Flood Control and Coastal Emergencies Act (P.L. 84- | 100% USACE | The USACE Rehabilitation program provides assistance for permanent repairs to federal system levees. Although USACE covers the repair costs, the local sponsoring agency may be required to purchase additional soil and must sign "Hold Harmless" agreements and other applicable assurances before work can begin. This program does not require a Presidential disaster declaration before it is implemented. For additional information refer to: www.usace.army.mil |

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| Emergency repairs to federal roads and highways | FHWA Emergency Relief (ER) Program/FHWA Title 23, U.S.C., Section 125 | 100% FHWA if performed within 180 days of an event. | This program may be implemented upon a Presidential Declaration or by special request from the Governor when a state of emergency has been proclaimed. The FHWA ER program is administered through Caltrans. For additional information refer to: http://www.fhwa.dot.gov/programadmin/erelief.html |
| Permanent restoration of damaged federal aid highways | FHWA ER Program / FHWA Title 23, U.S.C., Section 125 | 88.53% FHWA 8.6% State 2.87% Local | FHWA funds 88.53 percent of repairs upon a Presidential Declaration or by special request from the Governor when a state of emergency has been proclaimed. The FHWA program is administered through Caltrans in close coordination with MODOC OES. For additional information refer to: http://www.fhwa.dot.gov/programadmin/erelief.html |
| Long-term economic redevelopment | HUD Disaster Recovery Initiative/HUD Section 122 of the Housing and Community Act of 1974, as amended | 75% Federal 18.75% State 6.25 % Local | Funds earmarked for certain HUD projects may be transferred to emergency projects if not covered by FEMA and are in the best interest of the post-disaster stricken community. California Department of Housing and Community Development administers this program. For additional information refer to: http://www.hud.gov/offices/cpd/communitydevelopment/programs |

9.10.3 Individual and Family Assistance

The following table describes the implementation criteria for programs that are available to assist businesses, families and individuals, and Private non-Profit (PNPs) agencies in recovering from a disaster.

| Type of Assistance | Program Name and Authority | Loan/Grant Maximum* | General Implementation Criteria |
|---|---|---------------------|--|
| Low interest loans for losses to real property (primary residences) which may include mitigation measures | Small Business Administration (SBA) Physical Disaster Loan Program 13 CFR Ch. 1 Part 123 | \$200,000 | The SBA Physical loan program may be implemented upon a Presidential declaration of an emergency or major disaster. Victims are required to first seek loan assistance through SBA before they can be considered for a federal grant through FEMA. SBA also has the authority to independently (without a Presidential declaration) implement the program when at least 25 homes and/or businesses suffer 40% uninsured losses of their estimated fair market or pre-disaster fair market value, whichever is lower. In this case, a request for SBA declaration must be requested |

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| | | | through Modoc OES within 60 days of the occurrence. |
| Low interest loans for losses to personal property | SBA Physical Disaster Loan Program 13 CFR Ch. 1 Part 123 | \$40,000 | Same as above. |
| Grants to cover temporary housing needs, home repairs, losses to personal property, transportation expenses, funeral and medical expenses, etc. | Individual and Households Program (IHP) Robert T. Stafford Act Disaster Relief and Assistance Act, 44 CFR Ch. 1, Part 206, Subpart D, Sect. 206.110 | \$25,600 | This is a federal grant program managed and administered by FEMA upon a Presidential Declaration of an Emergency or Major Disaster. Victims who are found to be ineligible for an SBA loan are referred to FEMA's IHP program. |
| Grants to individuals and families that have received the maximum IHP grant but still have unmet needs | State Supplemental Grant Program California Department of Social Services W/I 13600-13601 | \$10,000 | This program is administered through the state Department of Social Services. It is only implemented when FEMA has activated the IHP. The state has no authority to activate the SSGP independent of a federal declaration. |
| Disaster Unemployment Assistance | DUA U.S. Department of Labor, 20 CFR, Part 625 44 CFR, part 206.141 | N/A | This program may be implemented by the Department of Labor upon a Presidential declaration. It allows those unemployed due to a disaster up to 26 weeks of unemployment benefits. |

*Please note that these amounts were current as of March 1, 2004. They are adjusted annually based on the consumer price index.

9.10.4 Businesses, Ranchers and PNP Assistance

The following table describes the implementation criteria of programs that are available to assist businesses, ranchers, and Private non-Profit (PNP's) agencies in recovering from a disaster.

| Type of Assistance | Program Name and Authority | Loan Maximum* | Implementation Criteria |
|--|---|---------------|---|
| Low interest loans to businesses and PNPs, for losses to real property | SBA Physical Disaster Loan Program 13 CFR Ch. 1 Part 123 | \$2 Million | The SBA Physical loan program may be implemented upon a Presidential declaration of an emergency or major disaster. SBA also has the authority to independently implement the program when at least 25 homes and/or 3 businesses have suffered 40% uninsured losses due to a disaster. Typically, when SBA declares a disaster for a county, contiguous counties are also eligible. |

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|--|---|-------------|---|
| Low interest loans to businesses and to help cover working capital | SBA EIDL 13 CFR Ch. 1 Part 123 | \$2 Million | SBA also the authority to independently implement the program with certification by the Modoc OES Director that at least five small business concerns in a disaster area have suffered economic injury and are in need of financial assistance not otherwise reasonably available. The SBA may provide economic injury assistance for a disaster determined by the Secretary of Agriculture. Under these designations, SBA makes economic injury assistance available to eligible small businesses. EIDL loans become available under all SBA physical declarations. The maximum SBA loan assistance is \$1.5 Million, whether it is a Physical Disaster Loan, an EIDL loan, or a combination of both programs. |
| Low interest loans to farmers, ranchers and aquaculturists for physical and/or crop production losses resulting from an unusual natural occurrence (weather pattern, pest, etc.) | Secretarial Designation-Agricultural disaster U.S. Department of Agriculture, Farm Services Agency 7 CFR, Ch 18, part 1945, Subpart A | \$500,000 | Emergency loans are made to farmers and ranchers who have suffered at least a 30-percent loss in crop production or a physical loss to livestock products, real estate or chattel property. The Secretary of Agriculture can implement this program when requested by Modoc OES on behalf of a local agricultural commissioner or local government authority, or implemented automatically when the President declares a major disaster or emergency. |

*Please note that these amounts were current as of March 1, 2004. They are adjusted annually based on the consumer price index.

Plan Development and Maintenance

10.1 Development of the Emergency Operations Plan

10.1.1 Prior to 2004

In 1973, Modoc County established a Disaster Council as provided in County Code 2.40.030 (Modoc County Ordinance # 136-A). The Disaster Council includes county departments, the City of Alturas, representatives from the fire and political districts, as well as private non-profit community agencies. Under the guidance of the Deputy Director of Emergency Services, the Council is charged with developing emergency plans, mutual aid agreements, and ordinances, resolutions, rules, and regulations to implement the plans and agreements. California Office of Emergency Services (Cal OES) recommends that EOP's be updated every two years. Revisions are done under the direction of the Director of Emergency Services and reviewed by the Disaster Council. The Modoc County Board of Supervisors must approve any changes and additional annexes added to the EOP by resolution.

10.1.2 2004 EOP

In 2003-04, Emergency Operations Plan (EOP) was rewritten by the Modoc County Disaster Council. Members of the Disaster Council participated in the revisions along with county departments having responsibilities relating to emergencies and with various responding agencies, including fire protection districts, emergency medical services, and the medical system. The City of Alturas was a partner in writing this plan and utilized this plan as their emergency operations plan. Modoc OES, as part of California Cal OES, Region III, has adopted federal guidelines as part of Homeland Security and the Federal Emergency Management Agency (FEMA). Most of the changes in Modoc's EOP are a result of updating federal and state guidelines. As of January, 2010, the Board of Supervisors approved a resolution that allows the plan to be available and maintained in an electronic format. (Specific legal authorizations for the Emergency Operations Plan are contained in the appendix.)

10.1.3 2013, 2015 & 2017 EOP

Beginning in 2011, a revision process began, with the final plan being revised to meet the standards for Emergency Operation Plans as established by the Federal Emergency Management Agency. There will be four sections to the EOP:

Part I: The Basic Plan

Part II: The Operational Functional Checklists for Responders

Part III: Annexes

Part IV: Appendices and References

As part of their emergency plan, the City of Alturas elected to write a separate EOP for the city and still participate as a partner for the Modoc Emergency Operations Plan. The adoption process of the 2013 plan will be reviewed through the Disaster Council. The plan will then be submitted to the County Board of Supervisors for approval. Upon concurrence of the Board, the plan will be officially adopted and promulgated by the Board of Supervisors.

In 2015, the EOP was reviewed as part of a biennial requirement. It involved various, minor wording changes, for clarification. The following annexes were added:

- Animals in Disaster in 2014
- Mass Fatalities in 2014
- Evacuation in 2015
- Isolation and Quarantine in 2015
- The Animal Care Annex was revised to include large animal response.
- In 2016, a Pesticide Drift Annex was revised to include Environmental Health CUPA directives for response. These changes were approved by the Board of Supervisors.

The Disaster Council approved the 2015 EOP on April 16, 2015; the Board of Supervisors approved it on May 12, 2015.

In 2017, the 2015 EOP was again reviewed. It was adopted by the Board of Supervisors in June of 2017. There were minor changes from 2015, with the only significant change being the addition of information from the Local Hazard Mitigation Plan of 2016.

10.2 Changes to the Plan

Changes to the Emergency Operations Plan (EOP) will follow the approval process through the Disaster Council and approval by the Board of Supervisors. Changes will be documented through the Modoc OES and electronically distributed to the member list. Documentation for changes will include date of change, name of person submitting the change and be included in Disaster Council minutes.

10.3 Distribution of the Plan

The complete Emergency Operations Plan will be distributed electronically and in hard copy. Departments and agencies will be surveyed as to whether they prefer a hard or electronic copy.

| DEPARTMENT/AGENCY | # OF COPIES |
|--|--------------------|
| Board of Supervisors | 5 |
| Bureau of Land Management | 1 |
| CalFire | 1 |
| California Pines Community Service District Fire Dept. | 1 |
| City of Alturas | 3 |
| Clerk of the Board | 1 |
| County Administrative Office | 1 |
| County Agriculture Commissioner | 1 |
| County Assessor's Office | 1 |

| | |
|---|----|
| County Auditor/Recorder's Office | 1 |
| County Counsel | 1 |
| County Health Services: Behavioral, Environmental, and Public | 4 |
| County Modoc OES | 2 |
| County Planning Department | 1 |
| County Public Works Department | 1 |
| County Roads Department | 2 |
| County Sheriff's Office: Administration: Dispatch, and Patrol | 3 |
| County Treasurer's Office | 1 |
| Department of Social Services | 2 |
| District Attorney's Office | 1 |
| Fire Protection Districts | 12 |
| Last Frontier Health Care District | 1 |
| Public Health Officer | 1 |
| Superintendent of Schools | 1 |
| Surprise Valley Health Care District | 1 |
| US Fish and Game: Modoc National Wildlife Refuge | 1 |
| US Forest Service: Safety Officer +1 | 2 |

10.4 Training and Exercises

The Emergency Operations Plan is the guiding document for emergency preparedness, response, and recovery; however, it is just a document if it is not exercised and utilized. In regard to emergency and disaster response, training and exercises are essential at all levels of government to ensure a constant state of readiness.

10.4.1 Training Goals:

- To continue ICS 100, 200 & 700 training for new employees, civic partners, and special districts
- To continue ICS 800/402 with elected officials
- To annually present ICS 300 to volunteer fire departments, special districts, and new county management staff
- To annually present CalOSHA HazMat First Responder training and refresher courses for operations and decontamination (as per CalEMA/California Specialized Training Institute (CST))
- To exercise personnel with new equipment
- To drill, tabletop, and exercise the Emergency Operations Plan and its annexes to meet the objectives of the Five Year Training Plan
- To offer specific ICS trainings as needed.
- To conduct-exercises that range from drills to full scale functional exercises as planned within the

Five Year Training Plan.

10.4.2 ICS Trainings:

10.4.2.a: Level I - ICS 800 or ICS 402

This class is a general orientation on the Incident Command System for elected officials.

It is for government executives, private-sector and nongovernmental organization (NGO) leaders, and emergency management practitioners. This includes senior elected and appointed leaders, such as Federal department or agency heads, State officials, mayors, tribal leaders, and city or county officials: those who have a responsibility to provide for effective response.

10.4.2.b: Level II - ICS 100, 200 and 700

This series of classes is intended for all county employees and partner agency responders. Modoc OES will maintain a data base of those who are required to complete these courses. Courses may be taken through the Modoc OES or on line through the Federal Emergency Management Agency (FEMA) <http://training.fema.gov/is>

- **ICS 100** introduces the student to the Incident Command System (ICS). It also explains the relationship between ICS and the National Incident Management System (NIMS).
- **ICS 200** provides training and resources for personnel who are likely to assume a supervisory position within the ICS.
- **ICS 700** introduces and overviews the National Incident Management System (NIMS).

10.4.2.c: Level III - ICS 300 and above

These classes are intended for those who will manage incidents. In the Modoc Operational Area this will be fire district chiefs and assistants, law enforcement, and Modoc OES personnel. **Higher level ICS classes will cover a variety of more specified training as designated by MODOC OES or as requested by responders.**

10.4.3 Coordinating Training

Modoc OES will inform county departments, partner agencies, and the City of Alturas of training and exercise opportunities associated with emergency management, as well as be responsible for recording and tracking training requirements for individuals and departments. County departments with responsibilities under this plan must ensure their personnel are properly training to carry out these responsibilities.

Modoc OES will coordinate exercises that will include county personnel and partnership agencies. Exercises allow emergency responders to become familiar with the procedures, facilities and systems which they will use in emergency situations. They help to maintain high levels of cooperation and integration among county departments and allied organizations.

Modoc OES will submit a five year training plan to Cal OES. It will document exercises by conducting a debriefing and preparing an after action report. The information obtained will be used to revise the County's emergency operations plan and procedures as needed.

10.5 Modoc County Multi-year Training Plan

OES submits a five year training plan to CalOES. This training includes ICS 100, 200, & 700 for all county employees, Disaster Service Workers and first responders (EMS, medical, fire, law enforcement, and volunteers). ICS 402 is offered for elected officials and senior management. ICS 300 and 400 is for command staff; it generally is offered every two years or as needed. Certification for hazardous materials response is offered annually.

In addition to those two types of classes, OES participates in various types of exercises with partner agencies with vary from federal agencies such as BLM and USFS; state agencies such as CalOES, California Public Health, CalFire, etc. Within the county and various hospital and fire districts, we exercise different parts of the County's emergency response such as mass casualties, evacuation, etc.