

Assessment Report:

EMERGENCY MANAGEMENT PROGRAM

Monterey County Operational Area



December 2021

1 INTRODUCTION

Emergency management is the organizational function charged with creating the framework within which communities reduce vulnerability to hazards and create the capability to respond to and recover from disasters. It protects communities by coordinating and integrating all activities necessary to build, sustain, and improve the capability to mitigate against, prepare for, respond to, and recover from threatened or actual natural disasters, acts of terrorism, or other man-made disasters.

Planning and preparedness is the process of systematically preparing for future events such as major incidents or disasters. Preparedness is a shared responsibility. It calls for the involvement of everyone (The Whole Community) — not just the government — in preparedness efforts. Emergency management organizations must develop relationships and build capacity by working with county government, city government, special districts, response organizations, and the community. By working together, everyone can help keep California safe and help keep it resilient when disasters strike.

Most emergency response and recovery activities are conducted by other County departments and agencies in coordination with local communities, stakeholder organizations, and the private sector. Emergency management is an extension of the government executive function (not fire or law organizations), facilitating and managing these relationships.

1.1 CHANGES IN INDUSTRY STANDARDS

In Monterey County, the emergency management function has evolved from its early mission of Civil Defense planning into “all-hazards” preparedness for increasingly complex emergencies and disasters. The Office of Emergency Services was merged with the Sheriff’s Office in 1997.

The field of emergency management has undergone a significant evolution in the last 20 years with an expansion in mission, role, organizational complexity, and program functions. This has been driven by several factors:

1. With the implementation of California’s Standardized Emergency Management System (SEMS) in 1995, the county-level emergency management program became the lead agency for developing and maintaining the Operational Area concept. The Operational Area consists of all the county, municipal, and local district governments within the county’s geographic borders. County staff directly serve those residents in unincorporated county areas while indirectly supporting the cities and special districts. The county program serves as the primary conduit to state and federal organizations - before and during a disaster.
2. Following 9/11, the federal government developed a tremendous body of regulation, policy, guidance, and practice (e.g., the National Incident Management System). Initially intended to address the threat of major terrorism, these efforts have created many actual or implicit mandates and standards for how local governments organize and administer their emergency management functions.

3. The large Homeland Security grants that also grew out of the post-9/11 initiatives have become increasingly complex to administer even as local governments grow more dependent upon them. In many ways, federal and state grant requirements drive priorities and programs.
4. The increased level of knowledge, skill, and technical abilities required to conduct traditional emergency management preparedness activities such as planning, training and exercising has forced many emergency managers to specialize. It is not uncommon to have staff spend most of their career in just one focus area.
5. The effort to address the tactical level of emergency management (planning, etc.) often competes with needed policy level work. Emergency managers are increasingly asked to support senior governance and policy programs including general plan development, infrastructure development, and post-disaster fiscal recovery. Emergency managers must balance workloads to ensure they can exercise their roles as leaders in support of executive management.

Recent advances in automation, information technology, and cutting-edge communications has produced an increasingly efficient but brittle society. For example, the shift to “just-in-time” inventories dependent upon overnight shipping have created inherent vulnerabilities (e.g. potential disruptions in hospital pharmaceutical deliveries). Interruptions in communications, transportation, and electrical utilities and other lifelines can produce significant second-level threats to life and safety.

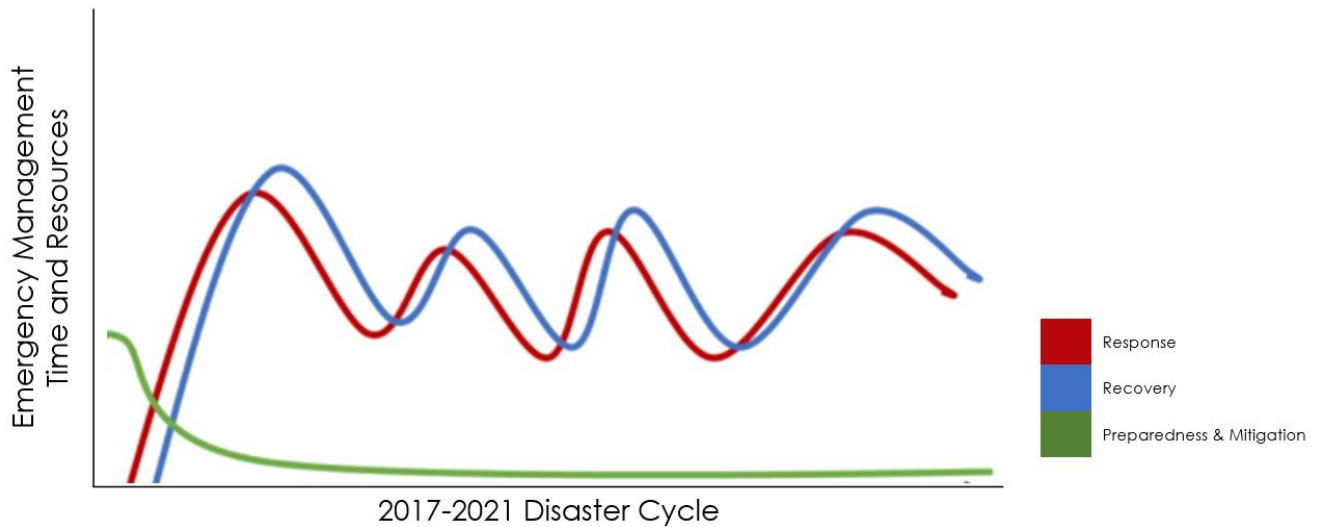
1.2 PUBLIC EXPECTATION

Concurrently, public expectations for local government services before and after a disaster have also risen dramatically. Residents are increasingly reliant upon collective infrastructure, utility, transportation, and information systems. Disruptions to these physical systems and the corresponding tears in the social fabric are effectively outside the control of individuals. In a disaster, communities expect local government to respond as quickly and with the same capabilities as our institutions provide in our daily lives.

The federal government is currently urging local governments and communities to adopt a culture of preparedness. Local governments are being asked to increase preparedness resources, stand ready to address their own needs following a disaster, and not depend on rapid federal assistance.

1.3 EMERGING THREATS

Emerging risks are either new risks or familiar risks that evolved due to new or unfamiliar conditions; and, therefore, often lack the historic data traditionally used to assess risk. The spectrum of viable threats is expanding, with cybersecurity joining nation-state threats and terrorism as a widespread public concern. These emerging risks have required the vast majority of emergency management resources in California to focus primarily on response and recovery since 2017; subsequently preparedness and mitigation efforts have been deferred.



1.4 POPULATION GROWTH

Monterey County's population growth has been fairly constant for the past 30 years, increasing steadily since the 1980s. Since the 2010 Census the population of Monterey County has increased 6%. In the incorporated cities the largest population growth occurred in Greenfield (16%), Marina (13%), Salinas (9%), and Monterey (9%). In the unincorporated area the largest population growth occurred in Aromas (99%), San Lucas (20%), Castroville (16%), and Moss Landing (16%). The greatest population decreases occurred in Carmel-by-the-Sea (-13%), Bradley (-26%), and San Ardo (-24%).

[Population Projections](#) for Monterey County from the California Department of Finance:

Year	Population Projection	Population Growth Rate
2030	464,124	5.41%
2040	477,265	2.75%
2050	481,305	0.84%
2060	476,734	-0.96%

The Association of Monterey Bay Area Governments (AMBAG) estimates that to house the region's expected population growth by 2040, an increase of approximately 24,000 housing units is needed in Monterey County. A large amount of the growth is expected to occur in South County and in the Cities of Marina and Seaside.

A 8.7% increase in population over the next 20 years will likely see an increase in demand for public safety and emergency services.

1.5 CASCADING IMPACTS & DEGRADING COMMUNITY LIFELINES

The decreasing first responder workforce, limited water supply, crippling cost of healthcare, failing energy grid, deferred maintenance of intricate transportation infrastructure, and incompatibility of communication infrastructure and technologies has resulted in dynamic problems amid catastrophic disasters that threaten the integrity of first responder and emergency management agencies.

Systemic risks affect interconnected systems, such as cybersecurity, and threaten or impact the kinetic world. Increasingly connected systems raise the risk of cascading impacts, exacerbating existing vulnerabilities and inhibiting the stabilization of complex interactions among Community Lifelines. Cascading impacts can result in longer and more costly recovery.

1.6 RISING DISASTER COSTS

According to the Government Accountability Office (GAO), in the last two decades alone, natural disasters have accounted for nearly \$500 billion in damages and losses nationwide – on average, that is approximately \$30 billion per year. Moreover, for the past year and a half, communities nationwide have been battling the ongoing COVID-19 pandemic while also continuing to respond to disasters and emergencies of historic scale. In response to COVID-19, Congress has already appropriated nearly \$4.7 trillion in emergency funding to help families, governments, and private industry recover and is considering more.

With the increase in frequency, increase in impact, and new threat environment, Emergency management programs continue to look for assistance with developing the resources necessary for managing concurrent day-to-day operations and ongoing response and recovery operations. Managers of such programs are competing for public safety funds and need to be strategic in seeking additional resources. Recovering tax payer dollars through financial assistance from the state and federal government for costs incurred by local governments as a result of a disaster event is a rigorous and multi-year process for each disaster. With disasters occurring more frequently, the effort to recover costs has become a full time responsibility of emergency management agencies.

Disaster costs are expected to continue to increase due to rising natural hazard risk, decaying critical infrastructure, and economic pressures that limit investments in risk resilience. Emergency management must remain diligent in mitigating risks and local jurisdictions must commit to identifying feasible pathways to long-term disaster risk reduction, including increased investments in pre-disaster mitigation.

1.7 CHANGING OPERATING ENVIRONMENT

Priorities for homeland security and civil defense have fluctuated drastically from generation to generation based on significant events during those years. The Baby Boomer Generation (1946-1964) moving away from wartime foreign invasion civil defense and transitioning to Nuclear Fall Out and Mutual Assured Destruction preparedness. This generation found themselves precariously preparing for military attacks and responding to natural disasters, which entailed preparations for evacuation, communications, and survival methods applicable to both natural disasters and enemy military strikes on the homeland. This was ultimately the beginning of All-Hazards Planning.

Generation X (1965-1980) witnessed an increase in technological disasters, including the nuclear disaster of Three Mile Island, near Harrisburg, Pennsylvania and the Exxon Valdez oil spill. Notably, Generation X, experienced the end of multi-generational communism with the fall of the Berlin Wall and end of the Cold War.

The Millennial Generation (1981-1996) experienced the continuation of technological failures with the Millennium Bug/Y2K crisis. Though Nuclear Fall Out and small-scale nuclear attacks from known foreign states were no longer a credible threat, this generation saw the rise of terrorism in the homeland, catastrophic natural disasters, and the most significant economic downturn since the Great Depression.

Moving into the 21st Century, Generation Z (1997-2012) has experienced unprecedented emerging crisis that have changed the threat profile from wartime civil defense to new cybersecurity threats, increases in targeted violence, domestic terrorism, a housing crisis, and a global health crisis.

The list of potential natural hazards and man-made threats has also expanded greatly in the last 20 years. The true probabilities of existing hazards such as earthquakes, floods and wildfires are now being appreciated. The threat of terrorism and active-shooter incidents have challenged local communities like nothing before. The effects of climate change are already producing demonstrable extreme weather effects including extreme peak rainfall intensity, potentially more significant wildland fire incidents, significant winter storms, increased extreme heat incidents, and coastal storm surge.

The constantly changing demand for public safety resources has created a niche role for emergency management as the answer to new and non-traditional emerging threats. The ability of the community to respond to future emerging threats by way of emergency management, is only limited by the imagination of those charged with the responsibility to serve the public.

1.8 CULTURAL PARADIGM SHIFT

Two years into the COVID-19 Global Health Crisis and half a decade of catastrophic wildfires, 2022 finds California communities heading into another drought, the emergence of long-awaited climate change impacts, failing infrastructure, and a housing crisis; few Californian's have been left unscathed and Monterey County residents are no exception. Resilience requires the ability of people and communities to adapt to changing conditions and to withstand and rapidly recover from disruptions. While many community members have embraced the "New Normal" and adjusted their lives accordingly, others are finding themselves ill-prepared and unable to thrive or even survive in a heightened and ongoing threat environment.

In addition to our communities, emergency management agencies are faced with a "New Normal". One of the greatest challenges in the field of emergency management is bureaucracy. Fundamentally, Civil Defense had been intended to empower local and state agencies to execute emergency management principles; overtime, emergency management policies and resources have been guided and regulated by federal agencies. While significant federal funding is available, many state and local jurisdictions do not have the capability or capacity to navigate federal policies and manage funds in a results-driven way to minimize future risk and losses. Much like Monterey County, most communities are often managing the complexities of recovery when another disaster strikes. On any given day, state and local governments are often managing multiple disasters and must weigh maximizing the use of state and federal funds against the time associated with navigating complex state and federal requirements.

Additionally, almost two centuries of emergency management policy and investment have been a reaction to a threat or hazard that has already impacted lives, property, economy, and environment. Hasty response decisions, lack of vision beyond an election cycle, and the myopic nature of capitalism have left emergency management programs across the country underfunded, community lifelines deteriorating, and the American public without the ability or resources for self-reliance.

For the rest of this century, Monterey County residents, businesses, community partners, and government must invest in restoring community functions; empower the community through the development of knowledge, skills, and abilities; and invest in risk reduction prior to a disaster. This requires an emergency management department with the foresight and ability to leverage state and federal monies to reduce or avoid risk; to build mutually beneficial partnerships with the community; to provide the training and education required by the public to have the self-determination necessary to thrive; effectively and efficiently respond to small and large incidents; the agility to adapt to new threats; approach recovery with a “Building Back Better” strategy; and work smarter with the intent to move beyond the “New Normal” into the “Next Normal”.

2 OES TO DES

Introduction

1. Commit. Build a responsive and effective County emergency management program that engages our communities, mitigates hazards, prepares government and community organizations, and guides response and recovery to major emergencies and disasters.
2. Resource. Commit staff and funding resources to reinforce and sustain the emergency management program.
3. Manage. Continue to reorganize internally to address changing role of emergency management in the Operational Area.
4. Evaluate. Incorporate performance measures of the emergency management program into an annual State of Resilience report for the Board of Supervisors.

2.1 KEY FINDINGS

While an assessment of the emergency management program must respect the lesson learned in the years, it is critical to keep in mind that the program must enable our communities to also meet the challenges of future disasters. New and evolving threats such as active shooter, cyber disruption or climate change-influenced weather incidents may test our readiness and resilience at any time.

Key findings include:

1. Monterey County currently houses most of its emergency management function in the County Administrator's Office. Other departments also conduct emergency management functions and/or are tasked with emergency response and recovery roles as per the County's Emergency Operations Plan. The current mission of the Office of Emergency Services is:
 - a. Plan and coordinate of response, recovery, and mitigation activities related to county-wide emergencies and disasters;
 - b. Serve as the primary coordination point for emergency management's communication flow between the Federal, State, and local levels;
 - c. Develop emergency operation plans for the county, cities, and districts;
 - d. Conduct training and educational outreach programs related to emergency preparedness; and
 - e. Sponsor emergency management training.
2. The emergency management program is currently resourced slightly below par relative to other counties in terms of staffing, funding, and operational capability. See *Attachment 1 – Summary of California County Emergency Management Programs*.

3. The Emergency Services Division has been significantly impacted by the recent disasters (Wildfires, Flooding, Debris Flows, Winter Storms, Pandemic). Staff turnover, support for recovery efforts, and conflicting priorities have recently degraded capabilities.
4. The County's current emergency services contains most of the common requirements to enable the County's effective response to a disaster. However, there is a lack of clarity in the relationship of the Director of Emergency Services relative to other County staff and the Board of Supervisors. Some additional emergency protective authorities could be added to maximize the effectiveness of the Director of Emergency Services. Some minor issues of terminology should be addressed.
5. The County maintains a range of emergency response plans that require dedicated staff for maintenance and development of new plans.
6. The County does not currently have a Disaster Service Worker program or training. This program needs to be developed and is intended to identify, train, and exercise County staff that may be assigned roles in a disaster.
7. OES administers several Homeland Security grants on behalf of the Operational Area. These include the State Homeland Security Grant Program (SHSGP), the Urban Area Security Initiative (UASI), and the Emergency Management Performance Grant (EMPG). These vary in funding each year but FY 20-21 saw \$1.5 million in revenue funds move through the division (SHSGP - \$ 531,920; UASI -\$585,450; EMPG - \$214,080; UWMC – \$109,365). This figure does not include post-disaster cost recovery efforts OES is currently recouping from disasters since 2017.
8. OES staff currently have limited capacity to support developing incidents in the field; When incidents and disasters do occur, day-to-day operations and responsibilities halt and are deferred to a later date to meet the demands of the incidents. If provided with additional personnel, OES staff would be better equipped to meet the increase in demand for incident support and maintaining day-to-day operations. This flexibility allow public safety agencies that ability to assess potential broader community effects, conduct more responsive alert & warning messaging, provide better situational awareness to senior and EOC staff, serve as a resource to field incident, and increase the community's ability to recover.

2.2 EMERGENCY MANAGEMENT PROGRAM TASK RECOMMENDATIONS

1. Provide additional staff and resources to achieve the desired mission:
 - a. Expand the number of emergency management staff positions through a multi-year phased process.
 - b. Reclassify the Emergency Services Manager position as a Director of Emergency Management.
 - c. Develop a new position, Deputy Director of Emergency Management.
 - d. Reclassify the Senior Secretary to Administrative Assistant.
 - e. Create two staff positions to address response capability and operations.
 - f. Eliminate one Emergency Services Planner positions.
 - g. Review and revise job classifications for OEM staff to provide for a greater capability to deploy to field incidents. Resource field response requirements.
2. Review and revise the County's emergency services code to clarify the relationship of the Director of Emergency Services relative to other County staff and the Board of Supervisors. Incorporate additional emergency protective authorities.
3. Rename and rebrand the Office of Emergency Services to the Department of Emergency Management (DEM). Formalize the program mission and scope of effort.
4. Inventory and assess the status of emergency response and recovery plans, policies, procedures, and capabilities.
5. Develop a Disaster Service Worker Program to include enrollment and training for EOC Teams to expand the number of potential roles that County staff may perform in an emergency. Include all staff Disaster Service Workers (DSWs), field response personnel, and elected officials.
6. Provide an annual report to the Board on the state of the Operational Area's disaster preparedness. Address actual incidents, updates to threat/hazard analysis, major exercise findings, County staff participation in the Emergency Staff Development Program, status of key response resources (ex. Emergency Operations Center), and a capabilities assessment.

2.3 PHASED APPROACH

2.4 NAMING CONVENTION

Although commonly used for the last 60 years, term 'emergency services' is increasingly misleading as the emergency management function does not primarily provide services to the public. Nationally, the term 'emergency management' is now used to describe this function.

RECOMMENDATION

2.5 EMERGENCY MANAGEMENT PROGRAM REPORTING RELATIONSHIP

An effective emergency management function requires the capability to educate, influence and support the larger organization. The emergency management function should be no more than two positions removed from the organization's senior executive authority. Elevating the emergency management program to the level of an organization's senior executive body not only supports the program's success, it also demonstrates the organization's commitment to the mission.

The placement of the emergency management program within the County structure will directly affect its ability to influence the county agencies and external stakeholder organizations. The designation of the County's Director of Emergency Services also is a factor in assessing where emergency management program should reside. There are a variety of locations in which the emergency management function is housed in California counties. See *Attachment 1 – Summary of California County Emergency Management Programs*.

2.6 ORGANIZATIONAL CHART

Organizational structure is the method by which work flows through an organization. Organizational structure aligns and relates parts of an organization, so it can achieve its maximum performance. The structure chosen affects an organization's success in carrying out its strategy and objectives. It allows groups to work together within their individual functions to manage tasks.

Currently the organization of OES is misaligned with the organizational mission. Structural gaps in roles, work processes, and critical information flows are occurring because of no middle management positions in the organizational structure, resulting employees taking on additional responsibilities.

As a result, lower-level employees step in when middle management is non-existent to perform the required duties and defer roles and responsibilities outlined in their job classifications. Additionally, higher-level executives within OES have taken on more tactical responsibilities, detracting from their capacity to manage. This has resulted in the diminished capability to be agile in the organizations ability to maintain day-to-day operations and, also, simultaneously respond to disasters.

With a more agile organization of staff and resource, OES will be able to rapidly deploy people to address incidents while also maintaining day-to-day operations. Ultimately, diminished capacity and lagging response times affect an organization's ability to meet the increasing demands for public safety services.

Five elements create an organizational structure: job design, departmentation, delegation, span of control and chain of command. These elements comprise an organizational chart and create the organizational structure itself. "Departmentation" refers to the way an organization structures its jobs to coordinate work. "Span of control" means the number of individuals who report to a manager. "Chain of command" refers to a line of authority.

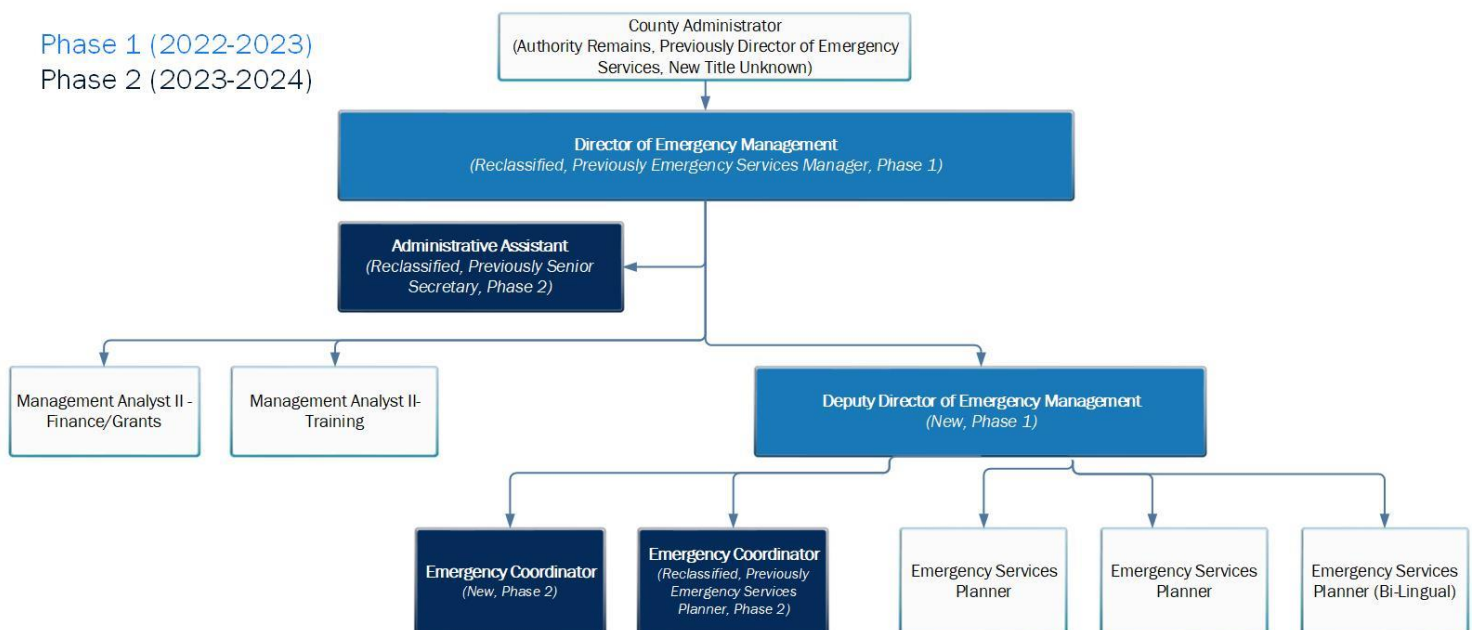
The inclusion of middle management in the organization will empower lower levels of the hierarchy to have decision-making authority and typically leads to a leaner organization. Decentralization is recommended when operating in uncertain or complex situations that require local adaptability and decision-making, such as emergencies and disasters.

The proposed change in organizational structure has many advantages:

- It provides more focus on core competency.
- Allows for flexibility if priorities change.
- Allows the organization to focus on producing specialized services while also using knowledge gained from other divisions.
- It allows for more direct and frequent supervision and guidance.
- More rapid coordination and communication between small teams
- Groups are smaller and easier to control/manage
- There's a greater degree of specialization and division of labor
- More and better opportunities for employee promotion
- Decision-making authority pushed to lower levels of the organization enables faster, customized decisions.

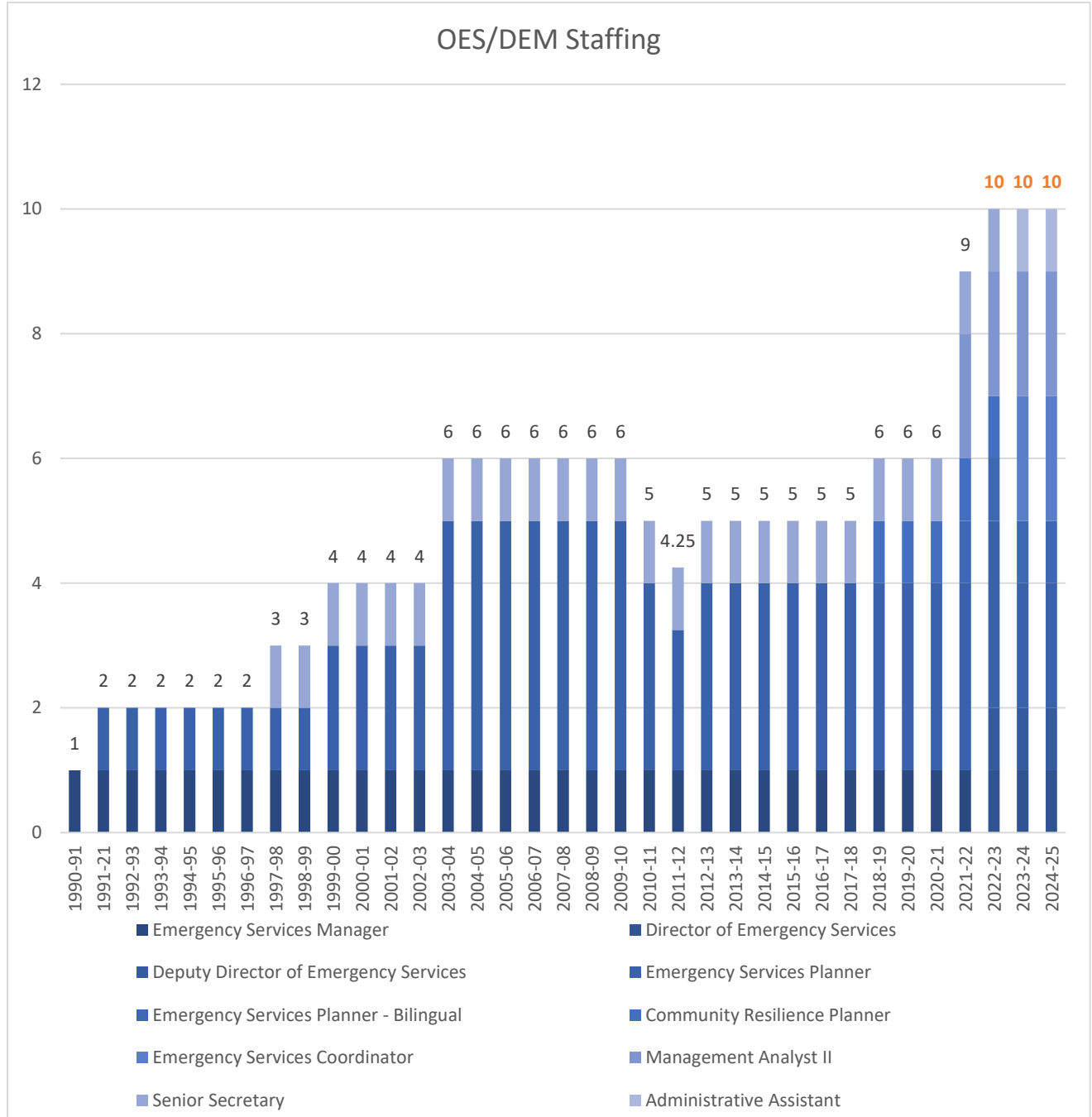
County of Monterey
Department of Emergency
Management
Organizational Chart

Phase 1 (2022-2023)
Phase 2 (2023-2024)



2.7 STAFF

As of January 2022, the Monterey County Office of Emergency Services is staffed by seven (7) full-time dedicated professionals with diverse backgrounds and areas of expertise. This proposal recommends an increase in staff and reorganization of role/responsibilities and job classifications.



FY 2021-22 POSITIONS

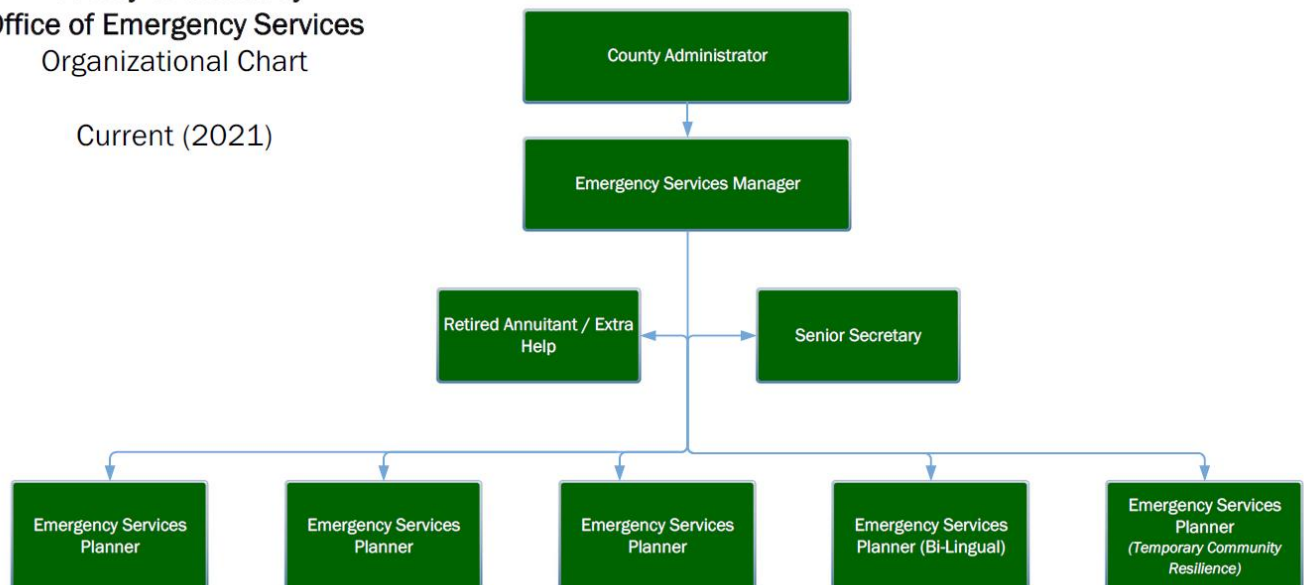
Classification Label	FTE
EMERGENCY SERVICES MANAGER	1.00
MANAGEMENT ANALYST II	2.00
EMERGENCY SERVICES PLANNER	3.00
EMERGENCY SERVICES PLANNER - BILINGUAL	1.00
EMERGENCY SERVICES PLANNER – COMMUNITY RESILIENCE PLANNER	1.00
SENIOR SECRETARY	1.00
RETIRED ANUITANT – EXTRA HELP	1.00
Total	10.00

In August 2021, the County approved an additional Emergency Services Planner position with a Spanish speaking bi-lingual requirement. In January 2022, the Board of Supervisors approved two Management Analyst II positions. The positions will be responsible for 1) Finance and Grant Management; and 2) Training and Exercises.

FY2020-21 and FY2021-22 included a part time extra help position for a retired annuitant funded by the CARES Act to assist the Emergency Operations Center COVID-19 continued response.

County of Monterey
Office of Emergency Services
Organizational Chart

Current (2021)



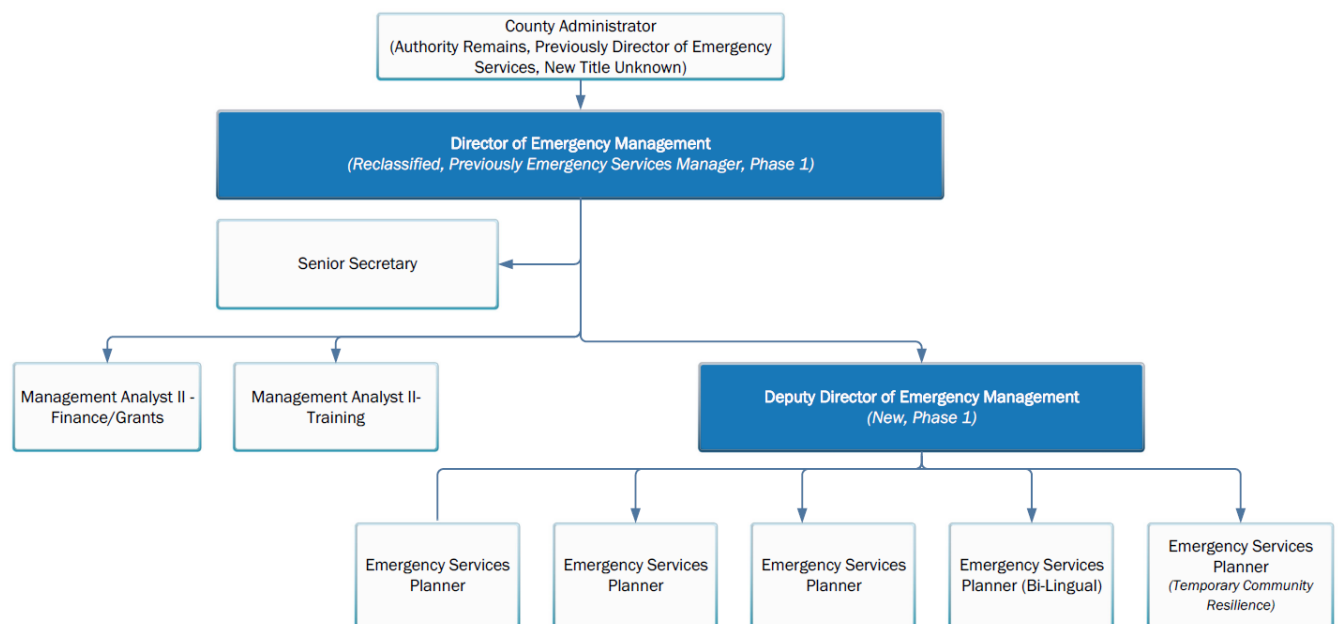
FY 2022-23 RECOMMENDED POSITIONS

Classification Label	FTE
DEPARTMENT OF EMERGENCY MANAGEMENT, DIRECTOR	1.00
EMERGENCY SERVICES MANAGER	0.00
DEPARTMENT OF EMERGENCY MANAGEMENT, DEPUTY DIRECTOR	1.00
MANAGEMENT ANALYST II	2.00
EMERGENCY SERVICES PLANNER	3.00
EMERGENCY SERVICES PLANNER - BILINGUAL	1.00
EMERGENCY SERVICES PLANNER – COMMUNITY RESILIENCE PLANNER	1.00
SENIOR SECRETARY	1.00
Total	10.00

In Fiscal Year 2022-2023, the Monterey County Office of Emergency Services intends to transition to a department, the Monterey County Department of Emergency Management, in anticipation of a sustained increase for calls for service and to reflect the County's commitment to provide modern emergency services to the Monterey County Operational Area.

This transition will include the: 1) reclassification of the Emergency Services Manager position to the Director of Emergency Management; and 2) addition of a Deputy Director of Emergency Management.

It is anticipated that the Emergency Services Planner – Community Resilience Planner Position grant funding will end in FY 2022-23; permanent funding for this position will not be requested. This position was funded in FY18-19 and FY19-20 by the Urban Area Security Initiative Grant Program. This position was funded in FY20-21 and FY21-22 by the [Community Foundation for Monterey County and United Way 2-1-1](#).



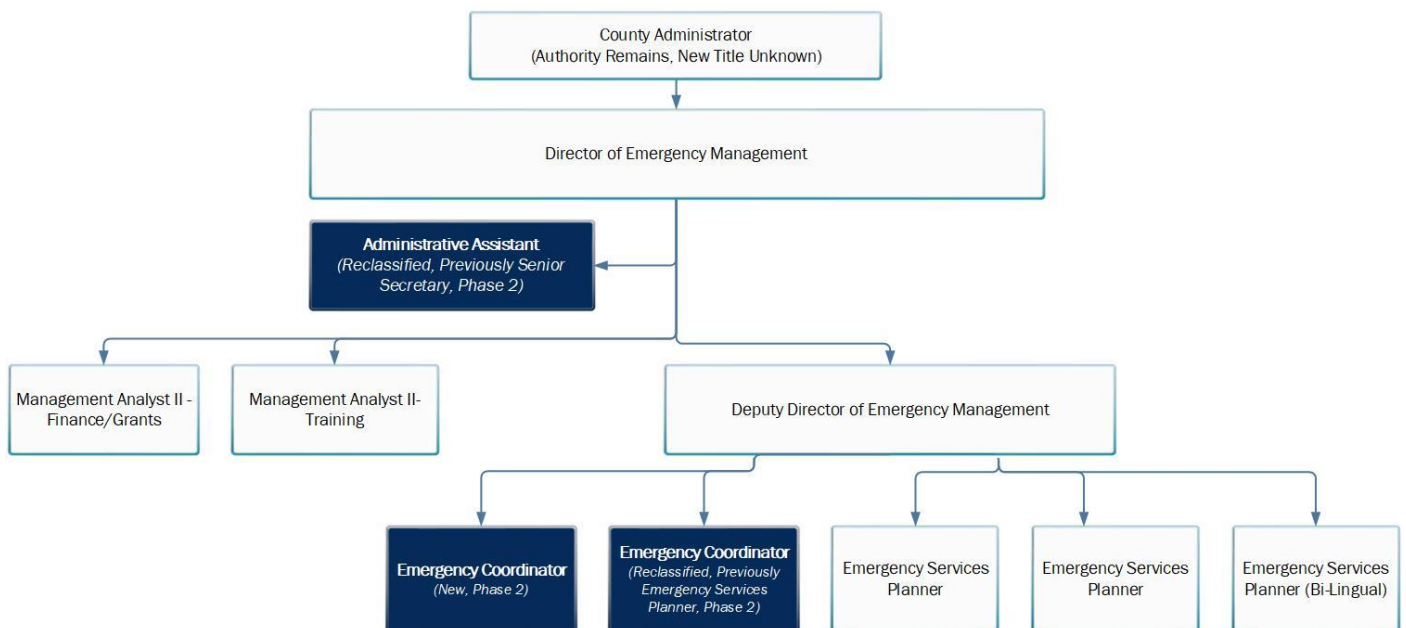
FY 2023-2024 RECOMMENDED POSITIONS

Classification Label	FTE
DEPARTMENT OF EMERGENCY MANAGEMENT, DIRECTOR	1.00
DEPARTMENT OF EMERGENCY MANAGEMENT, DEPUTY DIRECTOR	1.00
MANAGEMENT ANALYST II	2.00
EMERGENCY COORDINATOR	2.00
EMERGENCY SERVICES PLANNER	2.00
EMERGENCY SERVICES PLANNER - BILINGUAL	1.00
SENIOR SECRETARY	0.00
Total	10.00

In Fiscal Year 2023-2024, the Monterey County Department of Emergency Management will complete the transition with the addition of two Emergency Coordinators and the elimination of one Emergency Services Planner positions. Additionally, the reclassification of the Senior Secretary Position to Administrative Assistant to reflect the change in job requirements affiliated with a department.

County of Monterey
 Department of Emergency Management
 Organizational Chart

Phase 2 (2023-2024)



3 ATTACHMENT 1: SUMMARY OF CALIFORNIA COUNTY EMERGENCY MANAGEMENT PROGRAMS

The following chart summarizes the location of county-level emergency management programs in California. Staffing levels are provided for Bay Area counties.

County	Population 2010	Population 2020	Parent Agency Discipline	Total Staff	Ratio of 1 Staff Person to Population
Butte	220,000	211,632	Chief Executive	1	211,632
Marin	252,409	262,321	Fire/CAO	6	43,720
Monterey	415,057	439,035	Chief Executive	5	87,807
Placer	348,432	404,739	Chief Executive	4	101,185
Santa Barbara	423,895	448,229	Fire/CAO	6	74,705
Santa Cruz	262,382	270,861	Independent Dept	4	67,715
San Mateo			Independent Dept		
Solano	413,344	453,491	Sheriff	28	16,196
Sonoma	483,878	488,863	Independent Dept	12	40,739
Stanislaus	514,453	552,878	Sheriff (Previously CAO)	28	19,746
Tulare	442,179	473,117	CAO	3	157,706

Napa – sherriff

Contra costa – sherriff

Alemenda -so

Santa clara – independent

San Francisco – indepenedet

San benito – health

Mendocino – so

Humboldt – so

Del norte – ca

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