

Part II. Planning and Developing SEMS

Section B

Local Government

1. Adopting SEMS

Local governments must use SEMS in order to be eligible for state funding of response-related personnel costs. Local governments are encouraged to adopt SEMS as official policy to facilitate its use. This may be accomplished by ordinance, resolution, or policy statement of the governing board. A formally adopted policy provides clear direction to departments and staff to meet SEMS requirements. Local governments should update existing ordinances, resolutions, or emergency plans to reflect the use of SEMS.

2. Responsibility for SEMS Planning

All elements of local government with an emergency role have responsibilities for developing and using SEMS. The development of SEMS within the local government should be a cooperative effort of all departments and agencies with an emergency response role.

Lead staff responsibility for SEMS planning should be designated. This would typically be the local government's emergency manager or emergency services coordinator. The lead staff should be responsible for:

- communicating information within the local government on SEMS requirements and guidelines,
- coordinating SEMS development among departments and agencies,
- coordinating with other local governments, the operational area, and volunteer and private agencies on development of SEMS,
- incorporating SEMS into the local government emergency plan and procedures.

3. Participating in the Operational Area

An essential part of SEMS is developing an effective operational area organization and systems for coordination within the operational area. All cities should be active

participants in the development of the operational area level within their respective counties. Special districts that serve multiple jurisdictions should also participate in developing the operational area level. Guidelines Part II.C. provides information on planning and developing the operational area level.

4. Developing Relationships with Other Local Governments

Cities should identify the special districts that operate or provide services within the city boundaries. The emergency role of these special districts should be determined and provisions made for coordination during emergencies.

Special districts should determine their emergency responsibilities and identify the cities and other local governments that they serve. Contacts should be made to develop arrangements for coordination in emergencies.

Local governments should also identify local volunteer and private agencies that have an emergency response role. Contacts should be made to develop arrangements for coordination in emergencies.

5. Incorporating SEMS into the Emergency Plan

Local governments should include the use of SEMS in their emergency plans and procedures to be in compliance with SEMS regulations. Additions or modifications to the existing emergency plan may be needed to reflect the use of SEMS. The following are some of the items that should be included in the emergency plan:

- Statement that SEMS will be used in emergencies
- Description of the role of local government and its relationship to other SEMS levels
- Statement of participation in the operational area
- Inclusion of the five essential SEMS functions in the EOC organization
- Incorporation of SEMS features into the functioning of the EOC including management by objectives, action planning, modular organization, organizational unity and hierarchy of management, span of control, personnel accountability, common terminology, resource management, and integrated communications
- Provisions for use of multi-agency and inter-agency coordination
- Use of ICS at the field level
- Relationship to department operations centers (if applicable)

- Provisions for coordination between the local government and field level
- Provision for coordination with the operational area
- Provisions for coordination with other local governments, volunteer and private agencies
- Provisions for use of the mutual aid system
- Description of communications systems from the EOC to department operating centers or field level, operational area level, and other agencies

The current model for local emergency plans in California is the Multi-Hazard Functional Planning Guidance (MHFP). The basic concepts of the MHFP are generally consistent with SEMS. It is anticipated that the Governor's Office of Emergency Services will revise the MHFP in the future to include SEMS. In the interim, local governments that have used the MHFP should be able to meet SEMS requirements by modifying some locally-specific information and adding some additional information, as listed above, without substantially rewriting their current plan.

A key part of meeting SEMS requirements is to include the five essential SEMS functions in the emergency plan. A method of integrating SEMS and MHFP functions is described below.

6. Relationship of SEMS and MHFP Functions

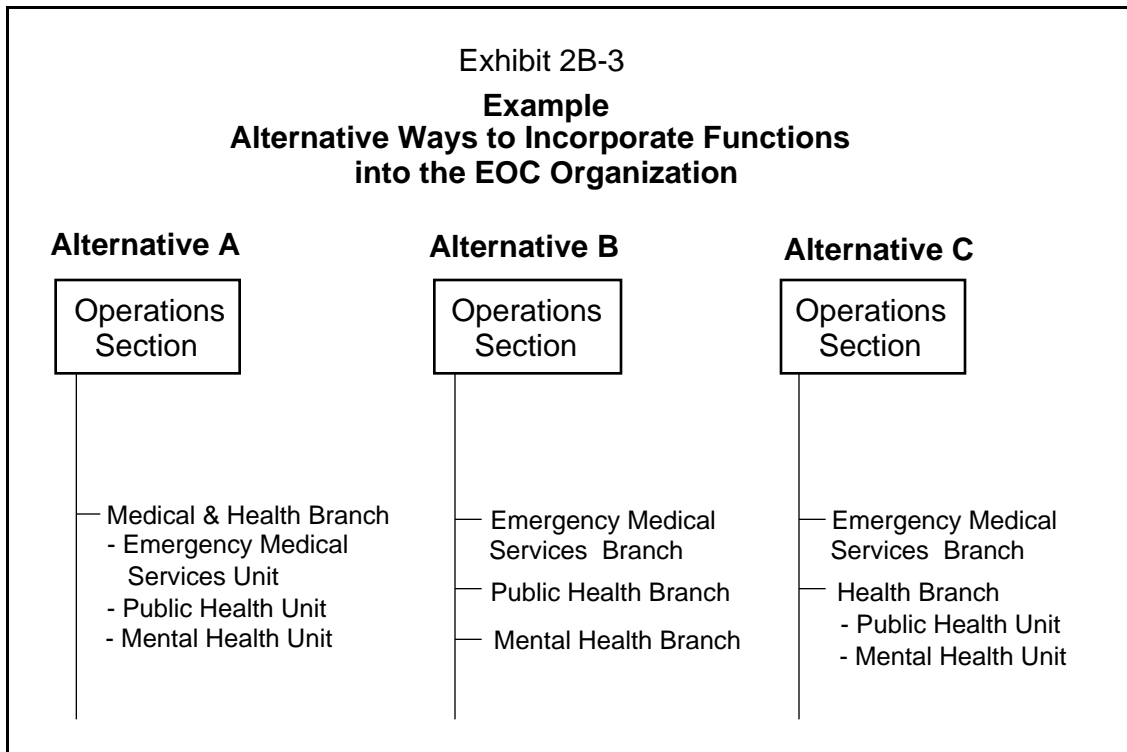
The Multi-Hazard Functional Planning Guidance (MHFP) is designed around a set of key response functions that are described in Annexes to the Basic Plan. The MHFP does not recommend a specific way of incorporating these functions into an EOC organization. These functions should be incorporated into the EOC organization and placed in the framework of the five essential SEMS functions. The matrix on the following page (Exhibit 2B-1) shows one way of relating MHFP functions to SEMS functions.

Other functions, in addition to the MHFP functions, may be included in the EOC organization under the five SEMS functions. Exhibit 2B-2 lists some additional functions and shows a way of relating them to the SEMS functions. Some of the listed functions may be considered sub-elements of an MHFP function.

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Insert SEMS-other functions matrix from
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The SEMS functions of operations, planning/intelligence, logistics and finance are incorporated as sections in the EOC organization, using ICS terminology. Responsibility for MHFP functions should be incorporated into the EOC organization through branches, groups, or units. Local governments may accomplish this in various ways considering jurisdiction size, complexity, and normal departmental structure. An EOC branch may be responsible for one or more MHFP functions. The functions may be organized as distinct groups or units within a branch or may simply be a responsibility of the branch. In the case of the public information function, it may be appropriately organized as a section in large EOC organizations. The following chart illustrates how functions may be organizationally placed in various ways in an EOC.



It is recommended that the emergency plan include a chart or table showing the correspondence between the EOC organizational elements and the functional annexes and appendices in the plan.

7. Use of OASIS Forms

OASIS is a satellite communications system connecting the state and regional levels to operational areas for disaster communications. OASIS contains a standard reporting system for transmitting information between operational areas and the regional EOC. OASIS reporting forms have been developed for major functions. OASIS forms are contained in OASIS Guidelines.

Effective coordination of emergency response and mutual aid within an operational area will require the exchange of information between local governments and the operational area. While local governments are generally not connected to the satellite system, the use of OASIS forms by local governments will facilitate the reporting of information between local governments and the operational area. Local governments are encouraged to work with the operational area lead agency to determine the appropriateness of using OASIS forms for information exchange.

8. Training

All local government staff who may participate in emergencies in the EOC, in department operations centers (DOCs), or at the field level must maintain minimum training competencies pursuant to the approved course of instruction. A training plan and schedule should be developed to provide SEMS training as rapidly as feasible to all staff with emergency roles. Provisions should be made for an on-going training program to accommodate personnel changes.

Approved SEMS Introductory and EOC Courses are available for personnel who will perform a SEMS function in an EOC or DOC. Minimum training competencies are identified in the approved SEMS courses as performance objectives. Agencies using an alternate training course should be able to demonstrate that the required competencies are being maintained. Further information on the approved training course is in Part III.

Training for field level personnel is discussed in Part II.A.

Local governments should document the training provided to emergency response personnel. SEMS training documentation may be integrated with agencies' normal training documentation systems. Agencies that do not currently have a training documentation system should establish a record-keeping system for SEMS training.

It is recommended that a SEMS training record-keeping system include:

- An individual training record for each person, kept either in their personnel file or in a separate training record file. The name of the course, instructor, location, and date of the course should be included in the training record.
- Maintenance of the individual training record for as long as the person is employed in a position that involves an emergency response role. Records of personnel involved in an actual emergency should be kept at least until any training compliance issues have been resolved.
- Documentation of the agency's SEMS training program including copies of the training materials used, such as, instructor syllabus, lesson plans, student notebook, exercises, and tests.

9. Exercises

Exercises provide the most effective method of training EOC staff without experiencing an actual emergency. Local governments should develop an exercise program that provides periodic exercises for EOC and DOC personnel. The following exercise program is suggested for local governments.

First year:

1. Orientation briefing for all EOC and DOC personnel.
2. Discussion type exercise(s) to walk through EOC or DOC procedures with emphasis on the use of SEMS and the local government coordination role.
3. EOC/DOC simulation exercise (functional exercise).

On-going exercises on a four year cycle:

1. One full-scale exercise during the four year cycle.
2. One functional exercise during each of the remaining three years.

The exercises may be conducted in conjunction with department operations centers, the operational area and other local governments.

10. Planning Checklist

The following planning checklist focuses on the specific requirements for SEMS at the local government level. It is not intended to be an all encompassing emergency planning checklist for local governments.

- Has the governing body formally adopted SEMS?
- Has the governing body agreed to participate in the operational area?
- Have all departments and agencies of the local government been informed of SEMS requirements?
- Have departments and agencies of the local government involved in the field level been identified? (See Part II. A. for field level planning guidelines)
- Have departments and agencies of the local government with department operations centers (DOCs) been identified?
- Has the emergency plan been updated to include SEMS?

- Have SEMS functions been incorporated into the EOC organization?
- Have criteria and procedures been developed for EOC activation?
- Have emergency procedures or SOPs been updated to include the use of SEMS?
- Have procedures been developed for coordination and communications to the field level through DOCs or directly from the EOC?
- Have arrangements been made for coordination with:
 - department operations centers?
 - the operational area?
 - other local governments including special districts?
 - volunteer and private agencies?