

Part II. Planning and Developing SEMS

Section C

Operational Area

1. Responsibility for Planning and Developing the Operational Area

Need for Cooperative Planning Approach

The operational area is one of the five organizational levels of SEMS described in Part I of the guidelines. During emergencies, the operational area will coordinate mutual aid and emergency operations within the operational area and will be the channel for requesting mutual aid from the regional level.

The functioning of the operational area during emergencies will affect all local governments. Therefore, all local governments, have a stake in the development of an effective operational area. It is important that local governments within an operational area participate in its development.

The effective functioning of the operational area during an emergency will also depend on the cooperation of the local governments with the operational area emergency management organization.

Board of Supervisors Responsibility

The Board of Supervisors is responsible for the establishment of the operational area under SEMS regulations. This may be accomplished by adoption of an ordinance or resolution establishing the operational area.

Lead Agency Responsibility

A lead agency should be designated for the operational area. Designated lead agency staff have day to day responsibility for administration of the operational area. This includes taking a lead role in the initial planning and development of the operational area in concert with the member local governments.

SEMS regulations specify that the county government is the lead agency unless another member agency of the operational area assumes that responsibility by written agreement with county government. Alternatives for designating a lead agency are discussed further below.

2. Elements of an Effective Operational Area

The operational area must develop the capability to carry out its coordination role in an emergency. Among the elements needed for an effective operational area are:

- Established policy for use of the operational area in emergencies
- Agreements among local governments to participate in the operational area (although use of the operational area is not affected by non-participation of any local government)
- Designated lead agency and staff to maintain the operational area
- Designated operational area emergency management organization (EOC staff and Operational Area Mutual Aid Coordinators)
- Adequate EOC facility
- Communications links with member agencies
- Twenty-four hour a day answering point for emergency notifications from local government and state warning center
- Operational area emergency plan and procedures

3. Establishing the Lead Agency

The lead agency of the operational area should be formally designated by resolution or ordinance adopted by the County Board of Supervisors. The lead agency may be established by:

- Creation of a lead agency through a joint powers agreement among member local governments
- Designation of the lead agency through a memorandum of understanding between the county and other member local governments
- Designation of the lead agency through joint resolutions of the county and other member local governments
- Assumption of the lead agency responsibility by county government

It is anticipated that the county will be the lead agency for most operational areas unless a joint powers agreement is used to create the lead agency. It is permitted under SEMS to designate another existing local government as the lead agency. However, the role of the county is more closely related to that of an operational area

than are roles of cities or special districts. The county is already responsible for coordinating some emergency functions countywide, not just in unincorporated areas.

While the county may simply assume the role of lead agency under SEMS, agreements with local governments may be useful to clarify roles and responsibilities.

Joint Powers Agreement

The lead agency for the operational area may be established by a joint powers agreement. A joint powers agreement, authorized by Gov't Code 6500 et seq., is an agreement between two or more public agencies to jointly exercise any power common to them. The joint powers agreement may establish a new agency or entity to administer the agreement. A new agency established by a joint powers agreement is a separate entity from the county and the other local governments signing the agreement. The joint powers agreement (JPA) agency may be the operational area lead agency or may provide day-to-day support for the designated lead agency.

Each county and its political subdivisions is a distinct operational area and must have a lead agency to meet SEMS requirements. A JPA agency is eligible to be the lead agency provided that it is formed by member agencies of a single operational area. However, a joint powers agency formed for more than one county is not eligible to be a lead agency. A multi-county joint powers agency may assist operational area lead agencies, but cannot serve as a lead agency.

The JPA agency may be the lead agency even if all local governments in the operational area have not joined in the agreement. During an emergency, the lead agency must function on behalf of all local governments in the operational area.

A policy making body, established by the joint powers agreement and typically consisting of representatives from the signatory local governments, oversees the JPA agency. The joint powers agency may hire staff, purchase equipment and supplies, apply for grants, and enter into agreements with agencies for facilities and services. The JPA agency may undertake special projects, such as developing an operational area communications system. The staff of the JPA are responsible to the policy-making body.

The joint powers agreement may include provisions:

- Establishing a policy-making body for the agreement
- Establishing a JPA administrative agency
- Assigning responsibilities to the JPA administrative agency
- Defining responsibilities of the local governments signing the agreement
- Providing for joint funding of the JPA administrative agency

- Establishing staff positions for the JPA administrative agency

Memorandum of Understanding

A memorandum of understanding (MOU) may be used to develop a cooperative approach to organizing the operational area. The MOU may help clarify the county's role as the operational area lead agency and its relationship to other local governments. Unlike the joint powers agreement, it does not create a separate legal entity. The MOU may provide for sharing of staff, facilities or services among the local governments.

A memorandum of understanding may include provisions:

- Establishing an advisory body for the agreement
- Assigning responsibility to a member agency(s) for administering the agreement
- Defining roles and responsibilities of the local governments signing the agreement
- Identifying areas of cooperation including sharing of funds, staff or other resources

4. Lead Agency Staff

Staffing needs for the lead agency will vary depending on the size and complexity of the operational area. At a minimum, one person should be designated as the administrator for the operational area. The operational area administrator will be the lead staff person responsible for day to day planning, development, and maintenance of the operational area including coordinating with the local governments within the operational area.

Operational areas with numerous member local governments may need several staff persons to handle the day-to-day needs of the operational area.

In the case of the county as the lead agency, operational area administrative staff will typically be the County Emergency Services Office. A joint powers of agreement lead agency may have its own staff. Under a joint powers agreement, the operational area administrator and staff may also be the emergency services staff of the county government. The operational area staff may also provide staff services to other local governments' emergency services organizations, under a joint powers agreement or other staff sharing arrangement.

In an emergency, the operational area staff may fill positions in the EOC organization. The operational area administrator may be authorized to coordinate mutual aid resources within the operational area other than resources for which Operational Area Mutual Aid Coordinators have been designated such as fire, law and medical.

5. Operational Area Disaster Councils

An operational area disaster council (or emergency services council) may be a useful way to involve elected officials in developing and maintaining the operational area. The council may serve as an advisory body to the County Board of Supervisors and the county staff, or pursuant to a joint powers agreement, serve as the policy-making body of the operational area lead agency.

6. Designated Operational Area EOC

The operational area must have a designated emergency operations center (EOC). The operational area EOC and the county government EOC should generally be combined to make efficient use of personnel (assuming the county or a joint powers agency is the lead agency). Many county officials have county-wide emergency responsibilities that are closely related to operational area responsibilities.

The combined operational area and county government EOC should have:

- Sufficient work space to accommodate staff for operational area and county emergency functions
- Sufficient work space to accommodate local government representatives, a state OES representative, and other liaison representatives
- Procedures for setup and internal operations including message handling
- Communications links with:
 - Local governments including cities and special districts
 - County departmental operations centers (DOCs)
 - Incident Command Systems in unincorporated areas either directly or through DOCs
 - Volunteer and private agencies involved in emergency response
 - OES Regional EOC and Regional Mutual Aid Coordinators
 - Operational Area Mutual Aid Coordinators (if not part of the EOC staff)
- Emergency power
- Pre-stocked supplies and forms for an extended period of operation

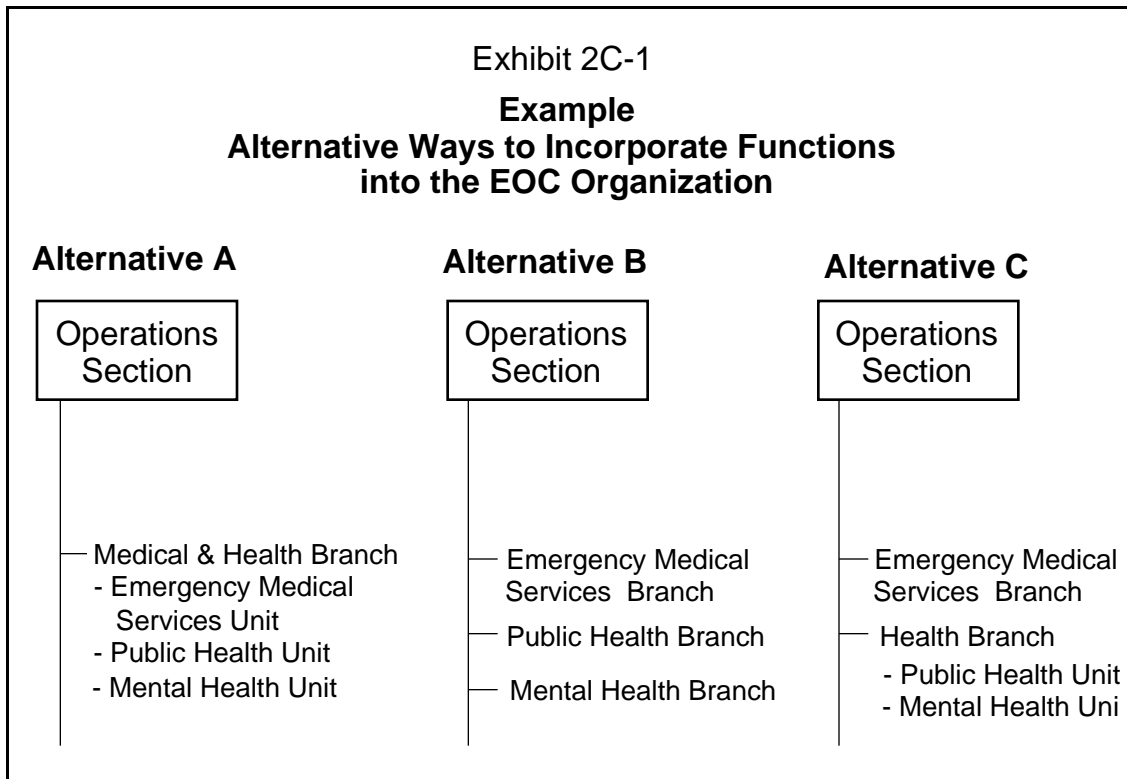
7. Developing the EOC Organization

The existing county EOC organization should be reviewed as a starting point for developing the operational area EOC organization. Some modification may need to be made to incorporate SEMS concepts including the five essential SEMS functions. Additional elements may need to be added or existing elements redefined or

rearranged to provide for all the necessary operational area functions, as well as county government functions.

An example operational area EOC organization is shown in Guidelines Part I.C. There is considerable flexibility in the way that branches and units may be arranged under the five SEMS functions. It is essential that major functions such as those identified in the MHFP be covered, but that can be accomplished in various ways. For example, Exhibit 2C-1 shows how two MHFP functions, Medical and Public Health, can be handled by various branch and unit combinations along with other related functional elements. The existing county departmental or service delivery structure should be a consideration in determining the most effective way to organize the EOC. However, the operational area emergency management organization should be a functionally based, not departmentally based, organization.

EOC staff who will be carrying out operational area responsibilities should be thoroughly briefed. The distinction between county government responsibility and the operational area coordination role should be made clear.



8. Plans and Procedures

The operational area should have an adopted emergency plan. This plan may be combined with the county government emergency plan. A combined plan should include both the operational area and county government roles.

In many cases, the operational area plan can be developed by updating the county emergency plan to reflect SEMS and incorporate the operational area role. The MHFP is already oriented toward the operational area concept.

The emergency plan should be supported by detailed procedures needed to fulfill the operational area role. As a minimum, the operational area should have activation procedures meeting SEMS requirements (See Guidelines Part I.C.).

9. Training

All personnel who will be staffing positions in the operational area EOC must maintain minimum training competencies pursuant to the approved course of instruction. The training should be provided to primary and alternate EOC staff. Training should be initiated as soon as feasible after EOC staff are designated. 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. Minimum training competencies are identified in the approved SEMS courses as performance objectives. Operational areas 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.

The lead agency should ensure that the training provided to operational area personnel is documented. 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.

10. Exercises

Exercises provide the most effective method of training EOC staff without experiencing an actual emergency. The following exercise program is suggested for operational areas.

First year:

1. Orientation briefing for all EOC personnel
2. Discussion type exercise to walk through EOC procedures with emphasis on the operational area coordination role
3. EOC 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 local governments and the regional level.

11. Getting Started

All operational areas in the state will be starting at a slightly different point depending on the complexity of the operational area and the member local governments' experience in using the operational area concept and developing cooperative emergency management programs. The following are some general suggestions on how to approach the task of organizing the operational area. The steps are based partly on the experience of the prototype OASIS projects.

One of the first steps is to identify the local governments that are part of the operational area including cities and special districts. Special districts should be analyzed to determine their potential role in emergency response. All cities and those special districts having major roles in emergency response should be involved in the operational area development process.

Key elected officials and local government staff should be identified. Informal discussions should be held with them on SEMS requirements and the need to organize the operational area.

Relevant portions of the SEMS Guidelines should be made available for review by those who will be involved in the process.

Meeting(s) of key players should be arranged to discuss development of the operational area. The meeting(s) should be designed to review the operational area concept, obtain commitment to the operational area concept, discuss options for

organizing the operational area (JPA or MOUs), and develop a consensus on a general strategy for organizing the operational area. Key players should be asked to develop support within their jurisdiction or agency for the operational area.

A work plan for operational area implementation should be developed with the major steps and timelines, such as:

- Organizing work groups
- Drafting of agreements (JPA or MOUs)
- Reviewing and adopting of agreements by political subdivisions
- Organizing an operational area disaster council
- Incorporating volunteer and private agencies into the operational area planning
- Developing an operational area emergency plan (by review and update of county plan)
- Developing the EOC organization
- Developing operational area procedures
- Developing training and exercise plans for operational area EOC staff

The work plan should be implemented through working group(s) meetings and staff support.

12. Planning Checklist

This checklist is intended as a guide to the initial planning and development of the operational area level.

- Have all local governments in the operational area been identified?
- Have special districts' emergency roles and methods of coordinating with them been determined?
- Have volunteer and private organizations been identified who should be involved at the operational area level?
- Has the board of supervisors established the operational area by policy, resolution or ordinance?
- Have local governments adopted policies to participate in the operational area?

- Has the operational area lead agency been identified?
- Has operational area disaster or emergency council been formed?
- Has an operational area emergency plan been adopted?
- Has an adequate operational area EOC been identified?
- Have EOC activation criteria and procedures been developed?
 - Does it include the required activation criteria?
 - Does it include additional activation criteria based on hazards?
 - Has it been coordinated with local governments?
 - Does it include a 24 hour contact point for local governments?
- Have other standard operating procedures been developed?
- Do EOC procedures provide for the use of OASIS forms?
- Has the operational area EOC organization been developed?
 - Does it include the five SEMS functions?
 - Does it provide for functions from the MHFP Guidance and other needed functions?
 - Does it include operational area mutual aid coordinators or their representatives?
- Have primary and alternate EOC staff been identified?
- Has a training plan and schedule been developed for EOC staff?
- Has means of communicating with local governments been identified?
- Have means of communicating with the OES REOC and Regional Mutual Aid Coordinators been identified?
- Has an exercise plan been developed?