

Part One, Section Three
Standardized Emergency Management System
(SEMS) (CW-#10 & #21)

General

The Standardized Emergency Management System has been adopted by the City for managing response to multi-agency and multi-jurisdiction emergencies and to facilitate communications and coordination between all levels of the system and among all responding agencies.

SEMS (Government Code Section 8607(a)) incorporates the use of the Incident Command System (ICS), the Master Mutual Aid Agreement and existing mutual aid systems, the Operational Area Concept and multi-agency or inter-agency coordination.

The National Incident Management System (NIMS) was adopted by the State of California and is integrated into the existing SEMS. NIMS is further discussed in **Part One, Section Four**.

SEMS consists of five organizational levels: field response, local government, operational area, regional and state.

Field Response Level

The field response level is where emergency response personnel and resources carry out tactical activities. SEMS and NIMS regulations require the use of the Incident Command System (ICS) at the field response level of an incident. The ICS field functions are: command, operations, planning/intelligence, logistics and finance/administration.

Requests for any resources or support that cannot be obtained at the field level are sent to the City EOC.

Local Government Level

Local governments include cities, counties and special districts. Local governments manage and coordinate the overall emergency/disaster response and recovery activities in their jurisdictional emergency operations center (EOC). Local governments are required to use SEMS when their EOC is activated or a local emergency is proclaimed in order to be eligible for state funding of response-related personnel costs. Local governments shall provide the following functions in the EOC: management, operations, planning/intelligence, logistics and finance/ administration.

The City EOC will submit all requests for resources that cannot be obtained through local sources, along with other pertinent disaster information, to the Operational Area.

Local jurisdictions are responsible for overall direction of personnel and equipment provided for emergency/disaster operations through mutual aid (Government Code Section 8618). The City requests all mutual aid (except fire and law) through the Operational Area.

Fire and law mutual aid is coordinated through the designated Regional Fire and Law Coordinators.

All local governments are responsible for coordinating with the field response level, other local governments and the operational area. Local governments are also responsible for providing mutual aid within their capabilities.

SEMS Requirements for Local Governments

The City will comply with SEMS regulations in order to be eligible for state funding of response-related personnel costs and will:

- 1) Use SEMS when
 - A local emergency is proclaimed, or
 - The local government EOC is activated.
- 2) Establish coordination and communications with Incident Commanders either
 - Through department operations centers (DOCs) to the EOC, when activated, or
 - Directly to the EOC, when activated.
- 3) Use existing mutual aid systems for coordinating fire and law enforcement resources.
- 4) Establish coordination and communications between the City EOC and any state or local emergency response agency having jurisdiction at an incident within the City.
- 5) Use multi-agency or inter-agency coordination to facilitate decisions for overall local government level disaster/emergency response activities.

City Responsibilities under SEMS/NIMS

The integration of SEMS/NIMS will be a cooperative effort of all departments and agencies within the City that have a disaster/emergency response role. The City Manager is the Point of Contact for SEMS/NIMS compliance for the City with responsibilities for:

- Communicating information within the City on SEMS/NIMS requirements and guidelines.
- Coordinating SEMS/NIMS compliance among departments and agencies.
- Incorporating SEMS /NIMS into the City's procedures.
- Incorporating SEMS/NIMS into the City's emergency ordinances, agreements, memorandum of understandings, etc.
- Identification of special districts that operate or provide services within the City. The disaster/emergency role of these special districts should be determined and provisions made for coordination during emergencies.
- Identification of local volunteer and private agencies that have a disaster/emergency response role. Contacts should be made to develop arrangements for coordination in emergencies.

Operational Area (Los Angeles County Operational Area)

Under SEMS, the operational area is defined in the California Emergency Services Act as the intermediate level of the state's emergency services organization, consisting of a county and all political subdivisions within the county area. Political subdivisions include cities, counties and special districts. The operational area is responsible for:

- Coordinating information, resources and priorities among local governments within the operational area.
- Coordinating information, resources and priorities between the regional level and the local government level.
- Using multi-agency or inter-agency coordination to facilitate decisions for overall operational area level emergency response activities.

In compliance with SEMS regulations, On July 5, 1995, the Los Angeles County Board of Supervisors adopted a formal resolution establishing the Los Angeles County Operational Area, which includes the City. An Operational Area Advisory Board was formed which meets quarterly. The cities within Los Angeles County are represented on this Board by the Disaster Management Area Coordinators (DMACs). Los Angeles County Office of Emergency Management (OEM) is the coordinating agency for the Operational Area.

When the Operational Area EOC is activated, the Sheriff of Los Angeles County, designated by County Ordinance, is the Operational Area Coordinator and has the overall responsibility for coordinating and supporting emergency/disaster operations within the County. The Operational Area is the focal point for information sharing and resource requests by cities. The Operational Area submits all requests for resources that cannot be obtained within the County, and other relevant information, to OES Southern Region.

The Los Angeles County EOC will fulfill the role of the Operational Area EOC. Activation of the Operational Area EOC during a State of Emergency or a Local Emergency is required by SEMS regulations under the following conditions:

- 1) A local government within the operational area has activated its EOC and requested activation of the operational area EOC to support their emergency operations.
- 2) Two or more cities within the operational area have proclaimed a local emergency.
- 3) The county and one or more cities have proclaimed a local emergency.
- 4) A city or the county has requested a governor's proclamation of a state of emergency, as defined in the Government Code Section 8558(b).
- 5) A state of emergency is proclaimed by the governor for the county or two or more cities within the operational area.
- 6) The operational area requests or receives resources from outside its boundaries. This does not include resources used in normal day-to-day operations which are obtained through existing mutual aid agreements.

Regional

Because of its size and geography, the state has been divided into six mutual aid regions and three administrative regions. Los Angeles County is within OES Mutual Aid Region I and the OES Southern Administrative Region, which includes eleven counties. The primary mission of the Southern Region's emergency management organization is to support all the operational areas' response and recovery operations and to coordinate non-law and non-fire mutual aid regional response and recovery operations through the Regional EOC (REOC). **Refer to OES Administrative and Mutual Aid Regions, Chart 3, in Part One, Section Eleven – Mutual Aid.**

Emergency management within the State of California is overseen and directed by the Governor's Office of Emergency Services (OES).

State

The state level of SEMS manages state resources in response to the emergency/disaster needs of the other levels and coordinates mutual aid among the six mutual aid regions and between the three administrative regions and state level. The state level also serves as the coordination and communication link between the state and the federal disaster response system.

California Emergency Functions (CA-EFs)

The California Emergency Functions (CA-EFs), while similar to the federal Emergency Support Functions (ESFs), are established to augment state operations during all phases of emergency management, using the resource of state agencies, departments and stakeholders from the public and private sector. The CA-EFs are a source for discipline-specific and subject matter expertise that can be used during an emergency response at any level of SEMS. **See Chart 2 – California Emergency Functions (dated July, 2009 – California Emergency Plan).**

Local governments and operational areas (OAs) are not required to implement the CA-EF concept unless they choose to do so. Instead, they should organize consistent with local resources and established SEMS regulations and guidelines.

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Federal

U.S. Department of Homeland Security (DHS)

The Homeland Security Act of 2002 established the Department of Homeland Security (DHS) to:

- Secure the United States from terrorist threats or attacks.
- Reduce the vulnerability of the United States to terrorism, natural disasters and other emergencies.
- Minimize the damage and assist in the recovery from terrorist attacks, natural disasters and other emergencies.

Federal Emergency Management Agency (FEMA)

The Federal Emergency Management Agency (FEMA) serves as the main federal government contact during disasters and national security emergencies. In a disaster, different federal agencies may be involved in the response and recovery operations. Federal disaster assistance is organized under the concept of the Emergency Support Functions (ESFs) as defined in the National Response Framework. All contact with FEMA and other federal agencies must be made through the Operational Area during the response phase. During the recovery phase, there may be direct city contact with FEMA and other federal agencies.

Emergency Support Functions

The federal government organized much of its resources and capabilities under 15 Emergency Support Functions (ESFs) as described in the National Response Framework (NRF). When the federal government deploys its ESF to assist in an emergency, it provides the greatest possible access to federal department and agency resources regardless of which organization has those resources.

**See: Chart 1-California Emergency Functions
Chart 2 – SEMS/NIMS Communications and Coordination.**

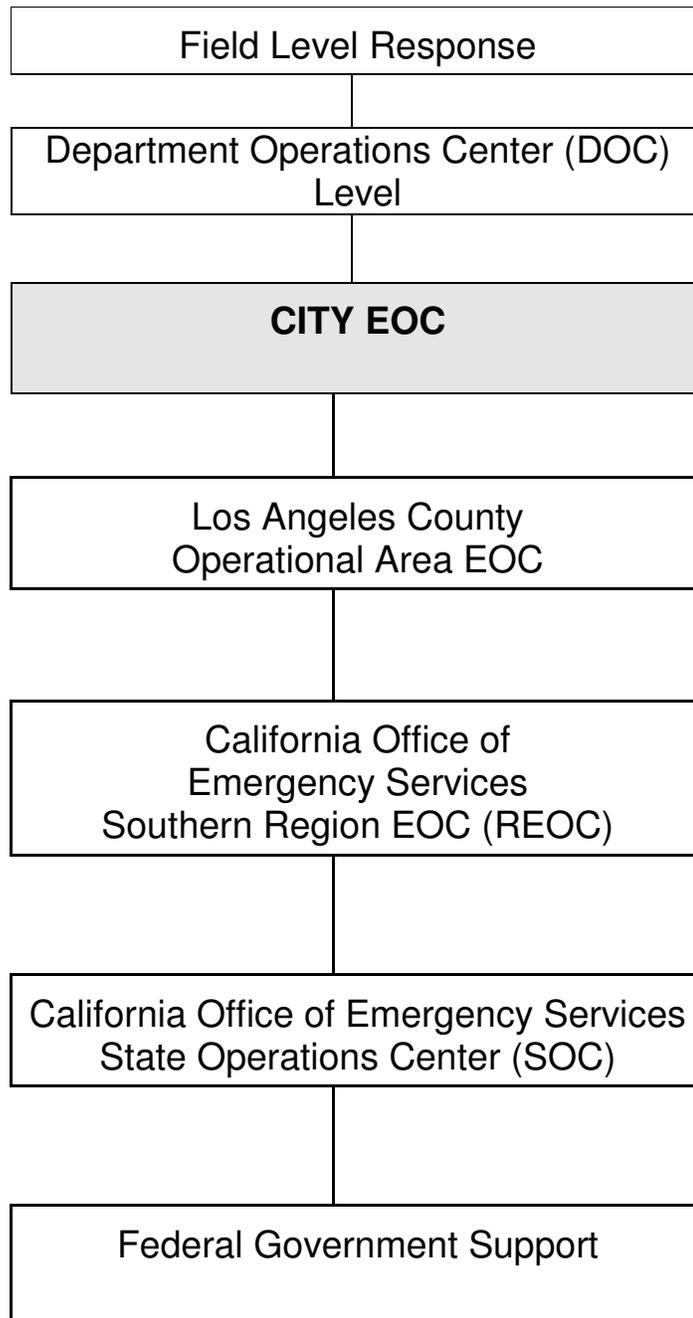
Chart 1
California Emergency Functions
(Excerpt from July 2009 CA Emergency Plan)

CA-EF Title	Definition	Lead Agency	Federal ESF
Transportation	Assists in the management transportation systems and infrastructure during domestic threats or in response to incidents.	Business, Transportation and Housing Agency	ESF #1 – Transportation
Communications	Provides resources, support and restoration of government emergency telecommunications, including voice and data. Lead will transfer to the Office of the Chief Information Officer on May 1, 2009, upon implementation of the Governor's Reorganization Plan.	State and Consumer Services Agency or Office of Chief Information Officer	ESF #2 - Communications
Construction and Engineering	Organizes the capabilities and resources of the state government to facilitate the delivery of services, technical assistance, engineering expertise, construction management and other support to local jurisdictions.	State and Consumer Services Agency	ESF #3 – Public Works and Engineering
Fire and Rescue	Monitors the status of fire mutual aid activities. Coordinates support activities related to the detection and suppression of urban, rural and wildland fires and emergency incident scene rescue activities and provides personnel, equipment and supplies to support local jurisdictions.	California Emergency Management Agency	ESF #4 – Firefighting
Management	Coordinates and resolves issues among the CA-EFs in the four phases of emergency management to ensure consistency in the development and maintenance of the SEP annexes. During emergencies, serves in an advisory capacity to the EOC Director.	California Emergency Management Agency	ESF #5 – Emergency Management
Care and Shelter	Coordinates actions to assist responsible jurisdictions to meet the needs of victims displaced during an incident including food assistance, clothing, non-medical care and sheltering, family reunification and victim recovery.	Health and Human Services Agency	ESF #6 – Mass Care, Emergency Assistance, Housing and Human Services
Resources	Coordinates plans and activities to locate, procure and pre-position resources to support emergency operations.	State and Consumer Services Agency	ESF #7 – Logistics Management and Resource Support

CA-EF Title	Definition	Lead Agency	Federal ESF
Public Health and Medical	Coordinates Public Health and Medical activities and services statewide in support of local jurisdiction resource needs for preparedness, response, and recovery from emergencies and disasters.	Health and Human Services Agency	ESF #8 – Public Health and Medical Services
Search and Rescue	Supports and coordinates response of personnel and equipment to search for and rescue missing or trapped persons. Cal EMA Law Enforcement supports and coordinates responses to search for, locate and rescue missing or lost persons, missing and downed aircraft, high angle rock rope rescue and investigations of missing person incidents that may involve criminal acts and water rescues. Cal EMA Fire and Rescue supports and coordinates responses to search for, locate and rescue victims of structure collapse, construction cave-ins, trench, confined space, high angle structure rope rescue and similar emergencies and disasters and water rescues.	California Emergency Management Agency	ESF #9 – Search and Rescue
Hazardous Materials	Coordinates state resources and supports the responsible jurisdictions to prepare for, prevent, minimize, assess, mitigate, respond to and recover from a threat to the public or environment by actual or potential hazardous materials releases.	California Environmental Protection Agency	ESF #10 – Oil and Hazardous Materials Response
Food and Agriculture	Supports the responsible jurisdictions and coordinates activities during emergencies impacting the agriculture and food industry and supports the recovery of impacted industries and resources after incidents.	Department of Food and Agriculture	ESF #11 – Agriculture and Natural Resources
Utilities	Provides resources and support to responsible jurisdictions and in partnership with private sector to restore gas, electric, water, wastewater and telecommunications.	Resources Agency	ESF #12 – Energy
Law Enforcement	Coordinates state law enforcement personnel and equipment to support responsible law enforcement agencies, coroner activities and public safety in accordance with Law Enforcement and Coroner’s Mutual Aid Plans.	California Emergency Management Agency	ESF #13 – Public Safety and Security
Long-Term Recovery	Supports and enables economic recovery of communities and California from the long-term consequences of extraordinary emergencies and disasters.	SCSA and BTHA	ESF #14 – Long-Term Community Recovery
Public Information	Supports the accurate, coordinated, timely and accessible information to affected audiences, including governments, media, the private sector and the local populace, including the special needs population.	California Emergency Management Agency	ESF #15 – External Affairs

CA-EF Title	Definition	Lead Agency	Federal ESF
Volunteer and Donations Management	Supports responsible jurisdictions in ensuring the most efficient and effective use of affiliated and unaffiliated volunteers and organizations and monetary and in-kind donated resources to support incidents requiring a state response.	California Volunteers	N/A
Evacuation	Supports responsible jurisdictions in the safe evacuation of persons, domestic animals and livestock from hazardous areas.	Business, Transportation and Housing Agency	N/A

Chart 2 SEMS/NIMS Communications and Coordination



SEMS EOC Organization

SEMS regulations require local governments to provide for five functions: management, operations, planning/intelligence, logistics and finance/administration. These functions are the basis for structuring the EOC organization.

- **Management:** Responsible for overall emergency policy and coordination through the joint efforts of governmental agencies and private organizations.
- **Operations:** Responsible for coordinating all jurisdictional operations in support of the disaster/emergency response through implementation of the local government's EOC Action Plan.
- **Planning/Intelligence:** Responsible for collecting, evaluating and disseminating information; developing the EOC Action Plan and After-Action/Corrective Action Report in coordination with other functions; and maintaining documentation.
- **Logistics:** Responsible for providing facilities, services, personnel, equipment and materials.
- **Finance/Administration:** Responsible for financial activities and other administrative aspects.

The EOC organization should also include representatives from special districts, volunteer agencies, and private agencies with significant response roles.

Special District Involvement (CW-#12)

Special districts are defined as local governments in SEMS. The disaster/emergency response role of special districts is generally focused on providing normal services. During disasters, some special districts will be more involved in the disaster/emergency response by assisting other local governments.

Coordination and communications should be established among special districts who are involved in disaster/emergency response, other local governments and the operational area. This may be accomplished in various ways depending on the local situation. Relationships among special districts, cities, county government and the operational area are complicated by overlapping boundaries and by the number of special districts. Special districts need to work with the local governments in their service areas to determine how best to establish coordination and communications in disasters/emergencies.

When a special district is wholly contained within the City, the special district should have a liaison representative at the City EOC and direct communications should be established between the special district EOC and the City EOC. An exception may occur when there are many special districts within the City.

Typically, special district boundaries cross municipal boundary lines. A special district may serve several cities and county unincorporated areas. Some special districts serve more than one county. In such a situation, the special district may wish to provide a liaison representative to the Operational Area EOC to facilitate coordination and communication with the various entities it serves.

When there are many special districts within a City, it may not be feasible for the City EOC to accommodate representatives from all special districts during area-wide disasters. In

such cases, the City should work with the special districts to develop alternate ways of establishing coordination and communications.

The initial reporting contact for a special district would be with the Liaison Officer at both the EOC and field levels.

Coordination with Nongovernmental Agencies and Private Sector Businesses (CW-#12)

In disaster/emergency preparedness, response and recovery, the City partners with nongovernmental agencies and private sector business.

- Nongovernmental Organizations (NGOs) provide vital support services to promote the disaster recovery process for disaster victims and some may provide specialized services that help individuals with disabilities. These groups collaborate with first responders, governments at all levels and other agencies and organizations.
- Key business partners should be involved in the local crisis decision-making process or have a direct link to the EOC during an incident.

City EOCs will generally be a focal point for coordination of response activities with many of these nongovernmental agencies and key businesses. The EOC should establish communication with private and volunteer agencies providing services within the city.

Agencies that play key roles in the response should have representatives at the EOC or at the Incident Command Post, and their initial contact would be with the Liaison Officer. If an agency supports several functions and has only one representative at the EOC, the agency representative should be located at the liaison area. If an agency is supporting one function only, its representative may be located with that functional element. Some agencies may have several personnel participating in functional elements in the EOC. For example, American Red Cross personnel may be part of the staffing for the Care and Shelter element of the EOC.

Agencies that have countywide response roles and cannot respond to numerous city EOCs should be represented at the operational area level.

Cities served by a large number of private and volunteer agencies may not be able to accommodate representatives in the EOC from all agencies that have important response roles. Cities should develop alternate means of communicating with these agencies when liaison representation is not practical.

Coordination with volunteer and private agencies that do not have representatives at the EOC may be accomplished through telecommunications, liaison with community councils that represent several agencies or involvement of agencies in special multi-agency groups on specific issues.

Major Concepts of SEMS

Organization Flexibility – Modular Organization

The SEMS organization is modular and can be expanded or contracted as the situation develops. The types of activated functions and their relationship to one another will depend

upon the size and nature of the incident. Only those functional elements that are required to meet current objectives will be activated. Those functions which are needed but not staffed will be the responsibility of the next higher element in the organization.

Management of Personnel – Hierarchy of Command and Span-of-Control

Each activated function will have a person in charge of it, but a supervisor may be in charge of more than one functional element. Every individual will have a supervisor and each supervisor will generally be responsible for no more than seven employees, with the ideal span-of-control being one supervisor to every five persons or units.

EOC Action Plans

At local, operational area, regional and state levels, the use of EOC action plans provide designated personnel with knowledge of the objectives to be achieved and the steps required for achievement. Action plans not only provide direction, but they also serve to provide a basis for measuring achievement of objectives and overall system performance. Action planning is an important management tool that involves:

- A process for identifying priorities and objectives for emergency response or recovery efforts,
- Documentation of the priorities and objectives, the tasks and personnel assignments associated with meeting them.

The action planning process should include all EOC functions and other agency representatives, as needed. The Planning/Intelligence Section is responsible for coordinating the development of the action plan and for facilitation of action planning meetings.

Action plans are developed for a specified operational period which may range from a few hours to 24 hours and beyond. The operational period is determined by first establishing a set of priority actions that need to be performed. A reasonable time frame is then established for accomplishing those actions. The action plans need not be complex, but should be sufficiently detailed to guide EOC elements in implementing the priority actions. Guidelines for developing action plans and example action plan formats are contained in **Part Two, Planning/Intelligence Section Annex, Supporting Documents – Action Planning.**

Multi-Agency or Inter-Agency Coordination at the Local Government Level (EOC)

Emergency response is coordinated at the EOC through representatives from city departments and agencies, outside agencies, volunteer agencies and private organizations.

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.

The City may participate with other local governments and agencies in a multi-agency coordination group organized by another local government.