



STANISLAUS COUNTY

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Office of Emergency Services

Disaster Council  
Operational Area Council  
Policies and Procedures Manual 2009

OFFICE OF EMERGENCY SERVICES

# Policies and Procedures Manual

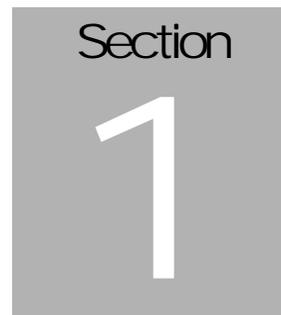
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## INTRODUCTION

The purpose of this manual is to establish the necessary organizational, operational, and administrative procedures necessary for the effective operation of the Disaster Council and Operational Area Council. This manual will provide guidance to Council members and Office of Emergency Services staff to make sure information flows smoothly and efficiently.

### Background of Disaster Councils

The California Emergency Services Act §8610 states that counties, cities and counties, and cities may create disaster councils by ordinance and a disaster council shall develop plans for meeting any condition constituting a local emergency. In 1946, the State of California certified the Stanislaus County Disaster Council. All nine cities in Stanislaus County have adopted Disaster Councils.

In 1991, as a result of the Oakland Hills Fire, Senator Petris wrote Senate Bill 1871 creating the Standardized Emergency Management System (SEMS) which is based on FIRESCOPE and the Incident Command System (ICS).

SEMS requires that each County in California organize as an Operational Area for enhancing large-scale emergency management concepts and plans. An Operational Area consists of a County and all the political subdivisions within the County area.

In 1998, the County and all nine cities adopted the Stanislaus County Operational Area Agreement bringing together all the participants as an Operational Area Council.

In April 2008, an amendment to the County re-established and re-defined the Disaster Council to operate under the Stanislaus Area Decision Process for Emergency Planning.

### Purpose of Disaster Council

The purpose of the Disaster Council is:

- To coordinate, collaborate, and communicate effectively within the Operation Area;
- Oversee the disaster preparedness activities of various County departments;
- Oversee the disaster preparedness activities of other jurisdictions within the County; and
- Oversee the preparation of emergency and disaster plans, policies, and procedures.

## Benefits of Disaster Council

The benefits of a Disaster Council are:

- Efficient use of resources—one Disaster Council instead of ten;
- Share technical and political resources;
- Creates effective partnerships in planning, preparedness, and response and recovery, to emergencies in the Operational Area;
- Allows for consistent and uniform standards so that plans do not conflict with one another;
- Provides access to public/private partners to participate and provide input;
- Ultimate approval of plans remains with the Board of Supervisors, City Council, or Board of Directors; and the
- Governing bodies can rest assured that the plans they are adopting are in compliance with: Incident Command System (ICS), Standardized Emergency Management System (SEMS), National Incident Management System (NIMS), and Homeland Security Presidential Directives (HSPD) 5 and 8.

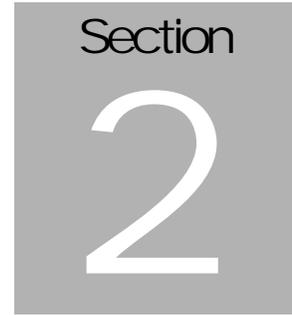
## Background of Operational Area Council

In June 1998, the Board of Supervisors adopted an agreement for the County to establish and participate in the Stanislaus Operational Area Agreement.

## Purpose of Operational Area Council

The purpose of the Operational Area Council is:

- Enhance large scale emergency management concepts and plans; and
- Bring together all nine cities to participate more efficiently in planning for future emergencies and/or disasters.



## DISASTER COUNCIL

### Disaster Council Membership

The Disaster Council shall consist of 12 members, 10 of whom are voting members. The Council will follow the Rule of Equal Dignity. Each elected official shall cast one vote. A member of the Board of Supervisors shall be appointed to serve a two (2) year term and may be appointed to consecutive terms. Each City shall appoint a Councilmember to represent their city on the Disaster Council. The appointed Councilmember shall serve a two (2) year term and may be appointed to consecutive terms. The City shall designate an alternate Councilmember who shall act for the designated member in his or her absence or other inability to perform his or her duties. Terms will be staggered through the process of attrition.

The Disaster Council members include:

- County Board of Supervisor member
- Director of Emergency Services—Chief Executive Officer of the County (Tie-Breaker vote)
- Assistant Director of Emergency Services—County Fire Warden (Non-voting member)
- City of Modesto Councilmember
- City of Turlock Councilmember
- City of Ceres Councilmember
- City of Riverbank Councilmember
- City of Oakdale Councilmember
- City of Hughson Councilmember
- City of Patterson Councilmember
- City of Waterford Councilmember
- City of Newman Councilmember

## Disaster Council Officers and Duties

Officers of the Disaster Council include: Chairman, Vice-Chairman, and Secretary:

- **CHAIRMAN**—Director of Emergency Services. The Chairman shall preside at all meetings and perform any and all other duties as may be required of the Chairman. The Chairman will ensure majority rule, provide order, fairness and decorum, and facilitate the transaction of business and expedite meetings. Procedural issues or disputes shall be resolved according to the latest edition of the Robert's Rules of Order. The Chairman will only vote in the case of a tie.
- **VICE-CHAIRMAN**—County Board of Supervisor Member. The Vice-Chairman shall perform the duties of the Chairman in the event of the absence of the Chairman and shall perform any and all other duties as may be required. The Vice-Chairman is a voting member.
- **SECRETARY**—Assistant Director of Emergency Services. The Secretary, and/or his or her designee, shall keep the minutes of all meetings, attend to all correspondence, and shall be responsible for the notification of all Members of the meetings and activities, and shall perform all other duties as may be required. The Secretary is not a voting member.

## Disaster Council Roles and Responsibilities

The Disaster Council's responsibilities include:

- Ensure unity of purpose in emergency plans, policies, and procedures;
- Ensure compliance with Incident Command System (ICS);
- Ensure compliance with Standardized Emergency Management System (SEMS);
- Ensure compliance with the National Incident Management System (NIMS);
- Ensure compliance with Homeland Security Presidential Directives (HSPD) 5 and 8;
- Approve as to form all proposed emergency plans, policies and procedures, and forward to the appropriate governing body with a recommendation for formal adoption;
- May hear proposals from any agency, department, or interested party in emergency and disaster preparedness;
- Prior to any formal action, the proposal shall have approval from the Operational Area Council for operational and procedural conformity with emergency operations, plans, policies, and procedures;
- Serve in an advisory capacity as related to Operational Area Mutual Aid Coordination activities;
- Sit as the Disaster Council for any jurisdiction that deems it appropriate by resolution and local ordinance;

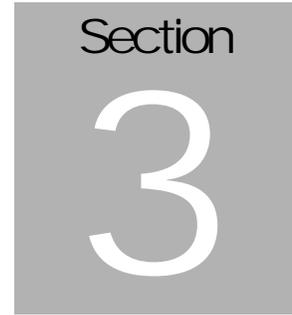
- Sit as the Disaster Council for any jurisdiction that deems it appropriate by resolution and local ordinance;
- Role does not include operational duties or powers during emergencies or disasters;
- Role does not include final adoption of emergency plans, policies, and procedures; and
- Role does not include enforcement functions of emergency plans, policies, and procedures.

## **Disaster Council Meetings**

- The Disaster Council shall meet a minimum of twice a year and/or as often as necessary to transact business and fulfill the duties set forth in this manual;
- The regular meetings of the Disaster Council shall be held at a designated hour, day, and place;
- Notice to the public will be provided for both regular and special meetings according to the Brown Act;
- Parliamentary procedure for all meetings shall be conducted in accordance with the latest edition of Robert's Rules of Order;
- Minutes will be kept of each meeting and they shall be approved by the Disaster Council at the next regularly scheduled meeting;
- A simple majority of all current members shall constitute a quorum;
- Action by the Disaster Council requires a simple majority vote by members present at a meeting where a quorum is satisfied;
- A majority of the members must be present to review and/or approve as to form, any plan, policy or procedure brought before the Council;
- A simple majority vote will carry the recommended action; and
- The recommended action will then be forwarded to the appropriate governing body for formal adoption.

## **Disaster Council Compensation**

None is authorized.



## **OPERATIONAL AREA COUNCIL**

### **Operational Area Council Membership**

The County Operational Area Council shall consist of 10 voting members. The OAC shall consist of the Assistant Director of Emergency Services, and a representative from each of the nine (9) cities within Stanislaus County. The Joint Powers Agreement member is generally the emergency manager from his/her jurisdiction. Each city shall appoint a member and an alternate member to represent their city on the OAC. The alternate representative must be equally qualified and have full authority to represent their city in the absence of the regular member.

The Operational Area Council members include:

- Assistant Director of Emergency Services—County Fire Warden
- City of Modesto Emergency Manager
- City of Turlock Emergency Manager
- City of Ceres Emergency Manager
- City of Riverbank Emergency Manager
- City of Oakdale Emergency Manager
- City of Hughson Emergency Manager
- City of Patterson Emergency Manager
- City of Waterford Emergency Manager
- City of Newman Emergency Manager

### **Operational Area Participants/Partners**

The Operational Area Council will also consist of participants who agree to partner with and lend their expertise to the OAC. These participants will be comprised of any government, public, or private individual, or organization that has an interest in Emergency Management. Operational Area Participants

and Partners do not have voting rights. Partners serve in an advisory capacity. These include, but are not limited to:

- United Way;
- American Red Cross;
- Stanislaus County Departments;
- Mountain Valley Emergency Medical Services Agency;
- Special Districts;
- Fire Districts;
- Law Enforcement;
- Utilities;
- Regional and State Office of Emergency Services;
- Schools;
- Private Industry;
- Faith-based organizations;
- Community-based organizations;
- Non-Governmental organizations;
- Hospitals;
- Broadcast Industry; and
- NOAA Weather Service.

## Operational Area Council Officers and Duties

Officers of the Operational Area Council include: Chairman, Vice-Chairman, and Secretary:

- **CHAIRMAN**—Assistant Director of Emergency Services and/or designee. The Chairman shall preside at all meetings and perform any and all other duties as may be required of the Chairman. The Chairman will ensure majority rule, provide order, fairness and decorum, and facilitate the transaction of business and expedite meetings. The Chairman shall call special meetings if needed, and coordinate all activities with designated staff. Procedural issues or disputes

shall be resolved according to the latest edition of the Robert's Rules of Order.

- **SECRETARY**—Shall be appointed by the Chairman. The Secretary shall keep the minutes of all meetings, attend to all correspondence, and shall be responsible for the notification of all Members of the meetings and activities, and shall perform all other duties as may be required. The Chairman will be responsible for providing Office of Emergency Services support staff to perform this function. OES support staff are not voting members of the OAC.

## Operational Area Council Roles and Responsibilities

The Operational Area Council's responsibilities include:

- Coordinate, review, and recommend for approval all emergency and disaster response policies, procedures, plans, and other influencing factors or events that would affect the Stanislaus Operational Area;
- Provide technical review of all disaster plans by any agency or jurisdiction in Stanislaus County for approval to form and compliance with:
  - Incident Command System (ICS)
  - Standardized Emergency Management System (SEMS)
  - National Incident Management System (NIMS)
  - Homeland Security Presidential Directives (HSPD) 5 and 8
- Coordinate with all agencies in the operational area;
- Be the lead agency for the Multi-Agency Emergency Operations Center Management Team and the Multi-Agency Incident Management Team;
- Foster an effective flow of disaster information and emergency preparedness on a day-to-day basis through training, uniformity in planning, and response plans and policies;
- Appoint task forces and/or specialist groups for specific detailed work that requires the focus of technical experts to develop plans, policies, and procedures for the Stanislaus Operational Area;
- After review/approval of the proposed plan, policies, and procedures, relating to emergency management, the Operational Area Council will then make its recommendation to the Disaster Council;
- The Operational Area Council does not have operational duties or powers during an event or emergency; and
- The Operational Area Council is created to serve in the preparedness and planning phases only.

## Task Force Group Members

Task Force Group members are representatives from any agency, jurisdiction, or organization, public or private with functional expertise in the area of interest or concern. Task Force members are responsible to review and make recommendations to the full OAC on issues that relate to their specific area of expertise.

## Task Force Group Roles and Responsibilities

- Temporary groups set-up to lend their technical expertise;
- Able to address the specific topic of concern due to functional expertise;
- Task Force group assignments will be approved by the Operational Area Council;
- Able to develop a response to the Operational Area Council that is ICS, SEMS, NIMS, and HSPD 5 and 8 compliant;
- Task Force group work products will be presented to the Operational Area Council for approval;
- All decisions will be made by consensus;
- Once approved by the Operational Area Council, the information will be forwarded to the Disaster Council with a recommendation to approve as to form/content.
- Once their assignment has been completed, and accepted by the Operational Area Council, they will generally be disbanded.

## Specialist Group Members

Specialist group members are representatives of any agency, jurisdiction, or organization, public or private, with functional expertise in areas of interest and emergency management. Specialist Group members are responsible to review and make recommendations to the full OAC on issues that relate to their specific area of expertise.

## Specialist Group Roles and Responsibilities

- Specialist groups may be long-term or terminate depending upon the projected need in their area of expertise;
- Specialist group assignments will be approved by the Operational Area Council;
- Able to develop a response to the Operational Area Council that is ICS, SEMS, NIMS, and HSPD 5 and 8 compliant;

- Specialist group work products will be presented to the Operational Area Council for approval;
- All decisions will be made by consensus;
- Once approved by the Operational Area Council, the information will be forwarded to the Disaster Council with a recommendation to approve as to form/content.

## **Office of Emergency Services Roles and Responsibilities**

The Assistant Director of Emergency Services will provide staff support to the Disaster Council and Operational Area Council.

## **Operational Area Council Meetings**

- The Operational Area Council shall meet quarterly, or upon the call of the Assistant Director of Emergency Services, and/or as often as necessary to transact business and fulfill the duties set forth in this manual;
- The day, time, and place of the meetings shall be determined by the OAC members;
- The Operational Area Council meetings are not subject to the Brown Act;
- Parliamentary procedure for all meetings shall be conducted in accordance with the latest edition of Robert's Rules of Order unless the rules are agreed upon by a majority of the Council members;
- Minutes will be kept of each meeting and they shall be approved by the OAC at the next regularly scheduled meeting;
- A simple majority of all current members shall constitute a quorum;
- Action by the Operational Area Council requires a simple majority vote by members present at a meeting where a quorum is satisfied;
- A majority of the members must be present to review and/or approve as to form any plan, policy or procedure brought before the OAC;
- A simple majority vote will carry the recommended action; and
- The recommended action of the OAC will then be forwarded to the Disaster Council for approval.

## **Task Force Group Meetings**

- Task Force Group meetings shall be held as needed and may be scheduled at a time immediately preceding or following the full Operational Area Council meetings or at any other time as deemed necessary by the group; and

- Meetings are not subject to the Brown Act.

## **Specialist Group Meetings**

- Specialist Group meetings shall be held as needed and may be scheduled at a time immediately preceding or following the full Operational Area Council meetings or at any other time as deemed necessary by the group; and
- Meetings are not subject to the Brown Act.

## **Operational Area Council Compensation**

None is authorized.

## DECISION PROCESS FOR EMERGENCY MANAGEMENT

### Purpose of Decision Process

The Operational Area Decision Process was developed to provide a coordinated and collaborative approach to emergency preparedness to support the public and private sector. This decision making process creates buy-in among diverse agencies toward a common goal.

### Benefits of Decision Process

The benefits of the Decision Process include:

- Allows for a uniform approach to public education;
- Allows for a uniform approach to response and recovery plans for large scale emergencies;
- Allows for a uniform approach to emergency management for the County and our partner jurisdictions;
- Ensures support and coordination of all the emergency operations, plans, policies, and procedures;
- Ensures conformity/compliance with the State of California Mutual aid plans;
- Ensures conformity/compliance with the Incident Command System (ICS);
- Ensures conformity/compliance with the Standardized Emergency Management System (SEMS);
- Ensures conformity/compliance with the National Incident Management System (NIMS);
- Ensures conformity/compliance with Homeland Security Presidential Directives (HSPD) 5 and 8;
- Reduces communication conflicts;
- Enhances cooperation and collaboration between all public and private sectors interested in Emergency Management;
- Provides for a systematic approach to preplanning, public education, and response and recovery for natural and man-made disasters;

- Accepts input from all levels of the response system including the recipients of those services;
- Provides for an orderly, outlined process; and
- Support and acceptance from the Chief Executive Officer of Stanislaus County; and
- Support and acceptance from the Assistant Director of Emergency Services (Fire Warden), who also serves as the Operational Area Coordinator.

## Decision Process Categorization

The Operational Area Council Coordinator will categorize issues into one of three areas:

1. **DEVELOPMENTAL**
2. **POLICY/PROCEDURAL**
3. **INFORMATIONAL**

## Developmental Categorization Criteria

- Development of a new plan, or modification of, an existing emergency or disaster related plan; and
- Operational Area Council reviews/approves plans and forwards to the Disaster Council for approval.

## Policy/Procedural Categorization Criteria

- Issue that affects the management and/or operations of emergency response;
- Issue that involves joint operations of multiple agencies and/or jurisdictions;
- Issue must involve maintenance of mutual aid systems and programs within the County;
- Issue of mutual aid must address program level procedures and not day-to-day issues; and
- Operational Area Council reviews/approves policies and procedures, and forwards to the Disaster Council for approval.

## Informational Issue Criteria

- Issues can be addressed at either the Operational Area Council or the Disaster Council level;
- Level receiving information determines whether to forward the information to the other level;

- Operational Area Council Coordinator will assist in the exchange of information between the two levels; and
- Informational issues are of general interest and do not require any action by the Disaster Council.

## Sub-Categorization

The Operational Area Council will determine the appropriate sub-category for plans, projects, policies, and procedures. Membership is determined by the issues being addressed and the subsequent level of technical expertise required ensuring cross-disciplinary and cross-jurisdictional representation:

1. **TASK FORCE GROUP**—Formed to provide functional expertise for a specific project. Once their assignment has been completed and accepted by the OAC, they will generally be disbanded. These groups are considered short-term or ad-hoc.
2. **SPECIALIST GROUP**—Program specific groups that can provide functional expertise. These groups generally already exist and are considered long-term groups, such as schools or public health.

## Sub-Categorization Membership

Members of a Task Force Group or Specialist Group will be appointed at the OAC meeting where the plan, project, policy, or procedure is being introduced. The Operational Area Council shall discuss whether a Task Force or Specialist Group would be most appropriate to accomplish this particular task. Task Force and Specialist Group members may be appointed by the Chairman to facilitate the process. Members may also volunteer if they have the appropriate expertise and interest.

Group assignments shall be approved by the Operational Area Council, noted in the minutes, and logged onto the Sub-Categorization Member List Form. Decisions are made by a simple majority vote.

## Voting and/or Lack of Consensus

Decisions are made by a simple majority vote. If an issue should arise in which consensus cannot be achieved, the unresolved issue will be forwarded to the next organizational level for review and resolution with an explanation as to the reason for non-consensus. The local governing body will serve as the final authority in addressing issues of non-consensus within the Decision Process.

## How Does the Decision Process Work?

Please refer to the Flow Chart on Page 18 for an overview of the Decision Process for Emergency Management. Following the overview is a separate Flow Chart of the Decision Process for the Disaster Council, and the Operational Area Council.

## **Changes to Policy Manual and Decision Process**

This Policy Manual and Decision Process shall not be altered or amended except at a regular meeting of the Operational Area Council upon a majority vote.

The Officers of the Disaster Council and Operational Area Council may adopt a standing rule to further define the operating processes.

# DECISION PROCESS FOR EMERGENCY MANAGEMENT



## PLAN, PROJECT, POLICY, OR PROCEDURE SUBMITTED FOR REVIEW

- An agency within the Operational Area Council submits a plan, project, policy, or procedure for review
- Plans can be submitted to either the Operational Area Council or the Disaster Council
- Plans are usually submitted to the Operational Area Council first
- Operational Area Council reviews, approves, and forwards to the Disaster Council for action

## PLAN, PROJECT, POLICY, OR PROCEDURE CATEGORIZED BY THE OPERATIONAL AREA COORDINATOR

- **DEVELOPMENTAL**—A new plan, or modification of, an existing emergency or disaster related plan
- **POLICY/PROCEDURAL**—Issue that affects the management and/or operations of emergency response
- **INFORMATIONAL**—Issue of general interest that does not require action by the Disaster Council

## PLAN, PROJECT, POLICY, OR PROCEDURE SUB-CATEGORIZED BY THE OPERATIONAL AREA COUNCIL

- **TASK FORCE GROUP**—Formed to provide functional expertise for a specific project & then disbanded
- **SPECIALIST GROUP**—Program specific group that already exists, such as schools or public health

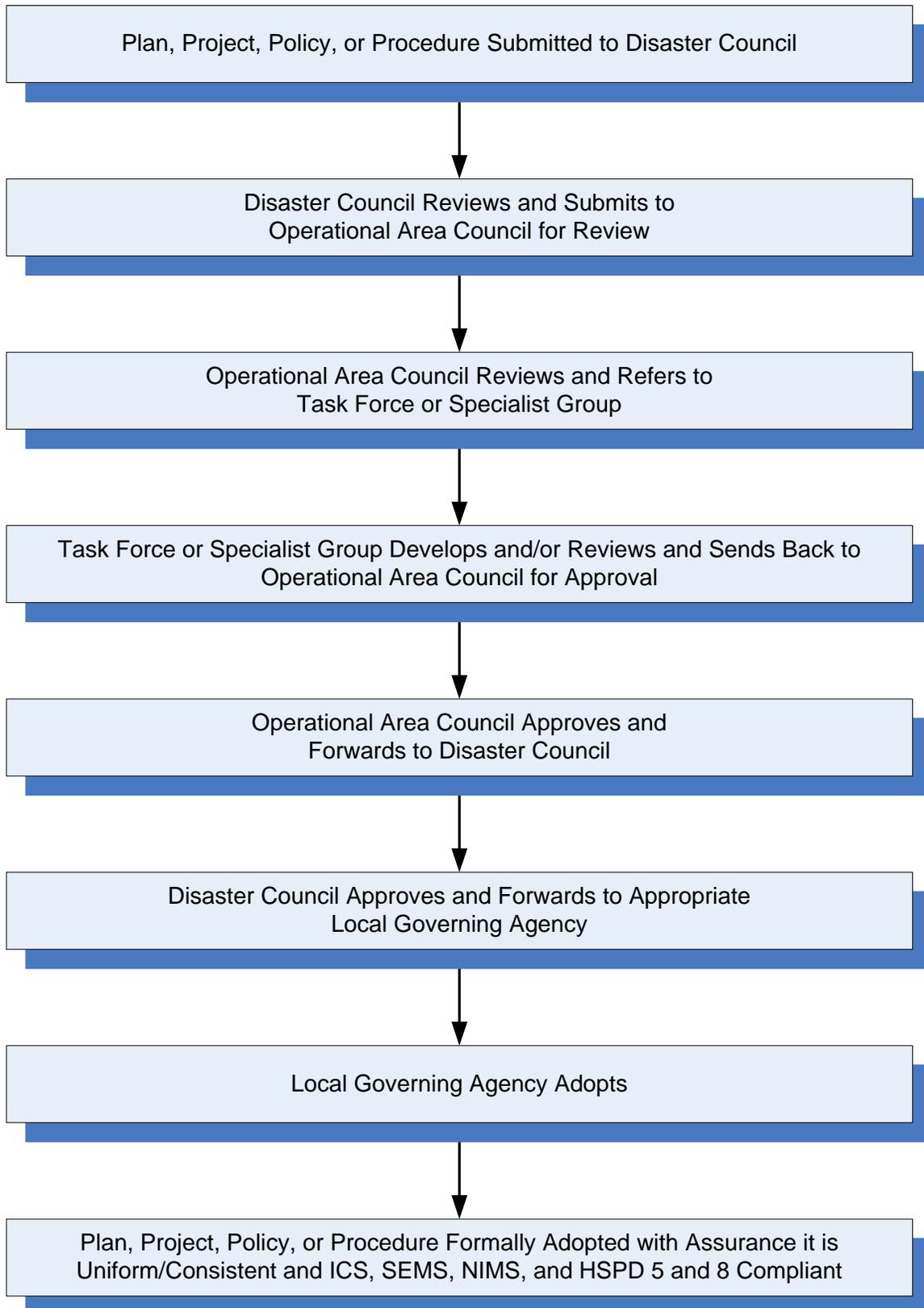
## REVIEW/APPROVAL/RECOMMENDATION FOR ADOPTION

- Task Force/Specialist Group reviews and forwards back to the Operational Area Council for approval
- Operational Area Council votes to approve as to form/content and forwards to Disaster Council
- Disaster Council votes to approve as to form/content and recommends adoption by governing agency

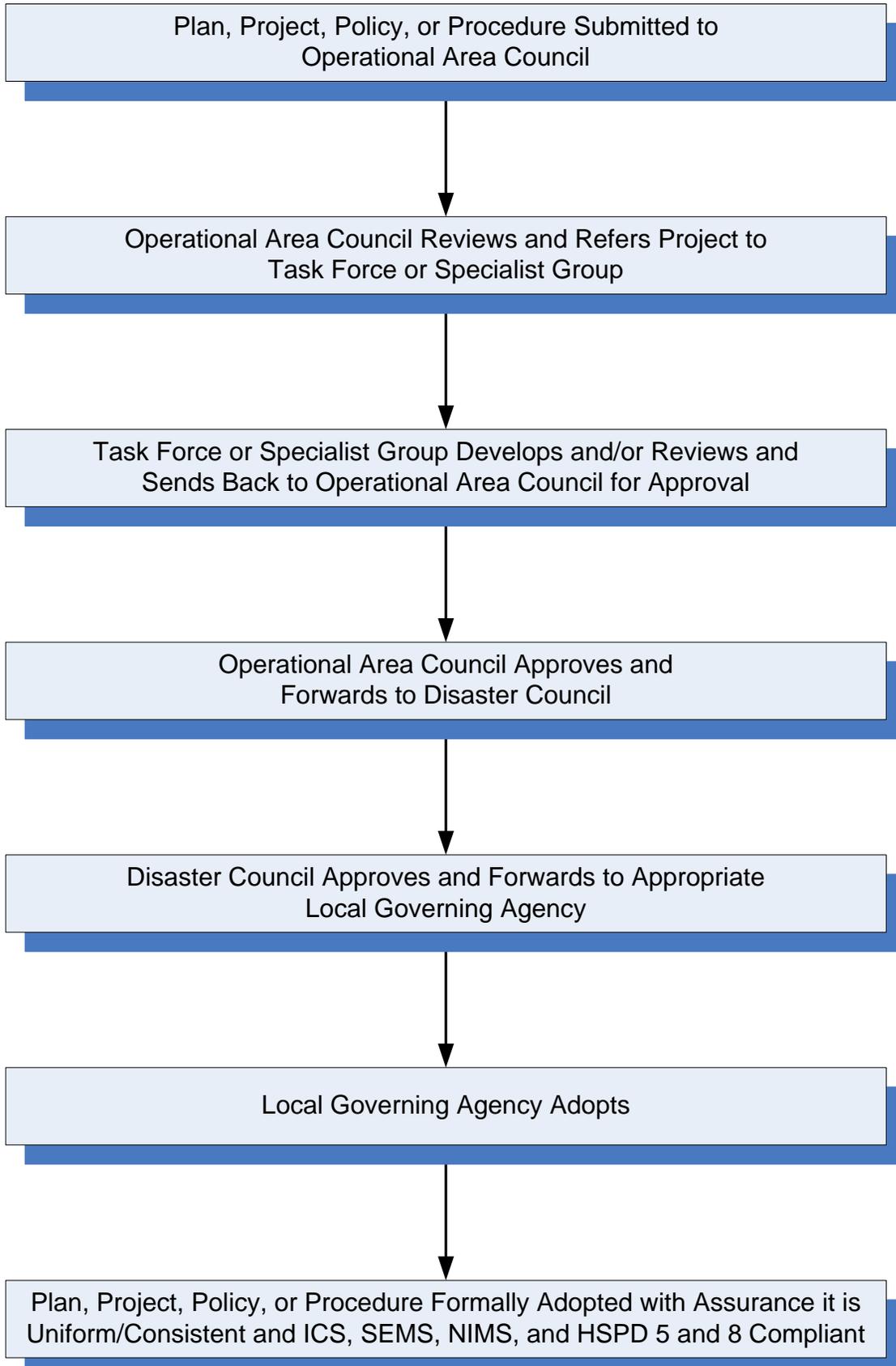
## FINAL ADOPTION

- Governing agency of that plan, project, or policy—Board of Supervisors or City Council votes to adopt
- Plan, project, or policy, formally adopted
- Governing body is assured it is uniform and ICS, SEMS, NIMS, and HSPD 5 & 8 compliant

# DECISION PROCESS FOR DISASTER COUNCIL



# DECISION PROCESS FOR OPERATIONAL AREA COUNCIL



Section  
5

## PROCESSES AND FORMS

1. Any multi-jurisdictional partner within the Operational Area may submit a plan, project, policy, procedure, or information using the Submittal Form. Agencies may be public or private, and have policies that need to blend and coordinate with others in the area.
2. The Operational Area Council Coordinator will complete a Categorization and Agenda Request Form.
3. Office of Emergency Services support staff will assign a Project Number and log onto the Master Tracking List.
4. The Agenda Request Form will inform OES support staff whether to place the item on the Operational Area Council Agenda, the Disaster Council Agenda, and/or both.
5. Task Force or Specialist Group sub-categorization appointments will be discussed and made at the Operational Area Council meeting.
6. The Operational Area Council Secretary will document the names of the group members in the minutes and place the names on the Sub-Categorization Member List Form.
7. Upon completion of the task, each Task Force or Specialist Group member will complete a Review Form. This will ensure compliance with ICS, SEMS, NIMS, and HSPD 5 and 8.
8. The Review Form will allow each Group Member to voice his/her opinion and thoughts regarding the assignment and whether or not it is compliant.
9. Disagreements amongst group members can be settled at the group level or brought before the entire Operational Area Council for further discussion and review.
10. The Group Leader will then present the results of the review to the full Operational Area Council prior to the Council voting to approve as to form/content.
11. Once the Operational Area Council has approved the project, it will be forwarded to the Disaster Council for review and approval.
12. The Group Leader, with assistance from OES support staff, will complete the Disaster Council Agenda Action Summary. The Group Leader will provide the executive summary of the OAC recommendations so the Disaster Council is better able to make an informed decision prior to voting.



**OPERATIONAL AREA COUNCIL/DISASTER COUNCIL  
SUBMITTAL FORM**

SUBMITTAL INFORMATION		
Name of Submitting Agency:		
Name of Plan/Project/Policy:		
<p><b>Summary:</b> What is being submitted and why. If this is a plan, is it a new plan or a modification to an existing emergency or disaster related plan? If it is a policy, explain how it affects the management/operations of emergency response. If informational, please explain the importance to Operational Area Council and/or Disaster Council.</p>		
Primary Contact for Submitting Agency:		
Title:		
Business Address:		
City:	Zip Code:	State:
Phone:	Fax #:	
E-mail:	Date Sent:	

FOR COUNTY USE ONLY	
Project Number:	Date Received:
Received by:	Title:
Submitted to Operational Area Coordinator for review on:	



## OPERATIONAL AREA COUNCIL COORDINATOR CATEGORIZATION AND AGENDA REQUEST FORM

INFORMATION REVIEW	
<b>Name of Submitting Agency:</b>	
<b>Name of Project/Plan/Policy:</b>	
<b>Primary Contact for Submitting Agency:</b>	<b>Project #:</b>
CATEGORIZATION	
<b>Categorization:</b>	
<input type="checkbox"/> <b>Developmental</b> —A new plan, or modification of, an existing emergency or disaster related plan	
<input type="checkbox"/> <b>Policy/Procedural</b> —Issue that affects the management and/or operations of emergency response	
<input type="checkbox"/> <b>Information</b> —Issue of general interest that does not require action by the Disaster Council	
AGENDA REQUEST	
<b>Agenda Placement:</b> <input type="checkbox"/> Operational Area Council <input type="checkbox"/> Disaster Council	
<input type="checkbox"/> <b>Developmental</b> —Place on next Agenda to determine if need:  <input type="checkbox"/> <b>Task Force Group</b> <input type="checkbox"/> <b>Specialist Group</b>	
<b>Agenda Placement:</b> <input type="checkbox"/> Operational Area Council <input type="checkbox"/> Disaster Council	
<input type="checkbox"/> <b>Policy/Procedural</b> — Place on next Agenda to determine if need:  <input type="checkbox"/> <b>Task Force Group</b> <input type="checkbox"/> <b>Specialist Group</b>	
<b>Agenda Placement:</b> <input type="checkbox"/> Operational Area Council <input type="checkbox"/> Disaster Council	
<input type="checkbox"/> <b>Information</b> —Issue of general interest that does not require action by the Disaster Council	



**OPERATIONAL AREA COUNCIL  
SUB-CATEGORIZATION MEMBER LIST FORM**

**INFORMATION REVIEW**

**Name of Submitting Agency:**

**Name of Project/Plan/Policy:**

<b>Primary Contact for Submitting Agency:</b>	<b>Project #:</b>
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**CATEGORIZATION**

**Categorization:**

**Developmental**—A new plan, or modification of, an existing emergency or disaster related plan

**Policy/Procedural**—Issue that affects the management and/or operations of emergency response

**SUB-CATEGORIZATION**

**Sub-Categorization:**

**Task Force Group**—Short-term, ad-hoc group, formed to provide functional expertise for a specific project. Once assignment has been completed, and accepted by the OAC, group will be disbanded.

**Specialist Group**—Long-term group that generally already exists. These groups provide functional expertise.

<b>Group Leader</b>	<b>E-Mail Address</b>	<b>Phone Number</b>	<b>Jurisdiction/Agency</b>

<b>Group Members</b>	<b>E-Mail Address</b>	<b>Phone Number</b>	<b>Jurisdiction/Agency</b>
1.			
2.			
3.			
4.			
5.			
6.			



## OPERATIONAL AREA COUNCIL TASK FORCE OR SPECIALIST GROUP REVIEW FORM

PHASE ONE—INFORMATION REVIEW			
<b>Submitting Agency:</b>			
<b>Jurisdiction:</b>	<b>Public</b> <input type="checkbox"/>	<b>Private</b> <input type="checkbox"/>	
<b>Primary Contact for Submitting Agency:</b>			<b>Project #:</b> 2009-001
<b>Name of Plan/Project/Policy:</b>			
<b>Categorization Type:</b>			
<input type="checkbox"/> Emergency Operations Plan <input type="checkbox"/> Modification of an existing emergency or disaster related plan <input type="checkbox"/> Other Plan <input type="checkbox"/> Disaster Response Policy <input type="checkbox"/> Other Policy <input type="checkbox"/> Project <input type="checkbox"/> Procedure <input type="checkbox"/> Planning <input type="checkbox"/> Response and Recovery			
PHASE TWO—CHECKLIST REVIEW			
	<b>YES</b>	<b>NO</b>	<b>N/A</b>
Conforms/compliant with State of California Mutual aid plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Conforms/compliant with Incident Command System (ICS)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Conforms/compliant with Standardized Emergency Management System (SEMS)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Conforms/compliant with National Incident Management System (NIMS)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Conforms/compliant with Homeland Security Presidential Directives (HSPD) 5 & 8	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Uniform/consistent and will prevent communication conflicts	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Uniform/consistent with other emergency operations plans	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Uniform/consistent with other emergency operations policies and procedures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supports a uniform/consistent approach to preplanning for disasters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Supports a uniform/consistent approach to response and recovery for disasters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

	YES	NO	N/A
Supports a uniform/consistent approach to public education for disasters	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Input was received from all levels involved including the recipients of service	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Cooperation/collaboration was reached between all public and private sectors	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
<b>PHASE THREE—RECOMMENDATION REVIEW</b>			
	YES	NO	
Approve as to form and content	<input type="checkbox"/>	<input type="checkbox"/>	
Recommend training	<input type="checkbox"/>	<input type="checkbox"/>	
Recommend training exercise	<input type="checkbox"/>	<input type="checkbox"/>	
Recommend public education	<input type="checkbox"/>	<input type="checkbox"/>	
Recommend Operational Area Council send to Disaster Council for approval	<input type="checkbox"/>	<input type="checkbox"/>	
<b>PHASE FOUR—EXECUTIVE SUMMARY/COMMENTS</b>			
<p>Please share your thoughts regarding the positive/negative components of this plan/policy and what you perceive to be the benefits. The information provided in the executive summary will be incorporated into the Agenda Action Summary that is presented to the Disaster Council recommending the merits of approval.</p>			
<b>PHASE FIVE—RECOMMENDATION VERIFICATION</b>			
<b>Print Name of Task Force Reviewer</b>	<b>Print Name of Specialist Group Reviewer</b>		
<b>Signature Verifying Recommendation</b>	<b>Signature Verifying Recommendation</b>		
<b>Date Signed:</b>	<b>Date Signed:</b>		



**STANISLAUS COUNTY DISASTER COUNCIL**

AGENDA ACTION SUMMARY			
Project #:		Agenda Date:	
Submitting Agency:			
Jurisdiction:		Public <input type="checkbox"/>	Private <input type="checkbox"/>
Name of Plan/Project/Policy:			
Operational Area Council Concurs with Recommendation:		YES <input type="checkbox"/>	NO <input type="checkbox"/>
Operational Area Council Approved as to Form and Content:		YES <input type="checkbox"/>	NO <input type="checkbox"/>
OAC Approved Compliant with ICS, SEMS, NIMS, and HSPD 5 & 8:		YES <input type="checkbox"/>	NO <input type="checkbox"/>
Attachments: None <input type="checkbox"/> Available from OES <input type="checkbox"/> Attached to Action Summary <input type="checkbox"/>			
Quorum Must be Established		YES <input type="checkbox"/>	NO <input type="checkbox"/>
Majority Vote Required		YES <input type="checkbox"/>	NO <input type="checkbox"/>

**EXECUTIVE SUMMARY OF OPERATIONAL AREA COUNCIL RECOMMENDATIONS:**



# Stanislaus County Operational Area Council A G E N D A



## Operational Area Council

The OAC coordinates, reviews, and recommends for approval all emergency and disaster response policies, procedures, plans, and other influencing factors or events that would affect the Stanislaus Operational Area. The OAC provides technical review of all disaster plans by any agency or jurisdiction in the County for approval as to form and compliance with ICS, SEMS, NIMS, and HSPD 5 and 8.

### JPA Members

- Stanislaus County
- City of Ceres
- City of Hughson
- City of Modesto
- City of Newman
- City of Oakdale
- City of Patterson
- City of Riverbank
- City of Turlock
- City of Waterford

### Participating Agencies

- American Red Cross
- United Way
- CERT
- Advancing Vibrant Communities
- California Emergency Management Agency
- Schools
- Latino Emergency Communication Council (LECC)
- Mountain Valley EMSA
- Utilities
- Stanislaus County Departments
- Private Industry
- National Weather Service

**October 20, 2009**

**1:30 p.m.**

**Regional Fire Training Center**

1. Call to Order
2. Roll Call/Determination of a Quorum
3. Approval of Minutes from September 20, 2009
4. Introduction of New Projects
  - a) Modification of Ceres Emergency Operations Plan—2009.005
    - Discuss/determine whether needs Task Force or Specialist Group
    - Appoint/approve group members
  - b) New policy regarding emergency response from City of Modesto—2009.006
    - Discuss/determine whether needs Task Force or Specialist Group
    - Appoint/approve group members
  - c) New Information regarding H1N1—2009.007
5. Task Force/Specialist Group Status Report Updates
  - a) City of Modesto Emergency Operations Plan—2009.002
  - b) City of Turlock Emergency Operations Plan—2009.003
  - c) County disaster response policy—2009.004
6. Approve as to Form/Content and forward to Disaster Council for approval:
  - Stanislaus County Emergency Operations Plan—2009.001
7. Operational Area Discipline Reports
  - a) Emergency Management
  - b) Fire
  - c) Law Enforcement
  - d) Public Health
8. Next Meeting - December 17, 2009
9. Announcements
10. Adjourn



## **A G E N D A**

### **DISASTER COUNCIL**

December 12, 2009

4:00 P.M.

County Center Three—Room Two  
917 Oakdale Road  
Modesto, California

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### **DISASTER COUNCIL**

The Disaster Council makes recommendations to local governing agencies on matters pertinent to the development of mitigation, disaster preparedness, response and recovery plans and programs for any potential local emergency. Disaster Council meetings provide for communication and coordination between the public and private sectors in the County in analyzing and developing plans, projects, policies and procedures for emergency operations. The Disaster Council welcomes you to its meetings which are held twice a year. Your interest is encouraged and appreciated.

### **PUBLIC COMMENT PERIOD**

Matters under the jurisdiction of the Disaster Council, and not on the posted agenda, may be addressed by the general public at the beginning of the regular agenda and any off-agenda matters before the Disaster Council for consideration. However, California law prohibits the Disaster Council from taking action on any matter which is not on the posted agenda unless it is determined to be an emergency by the Disaster Council. Any member of the public wishing to address the Disaster Council during the "Public Comment" period shall be permitted to be heard once for up to five (5) minutes. Please complete a Public Comment Form and give it to the Secretary of the Disaster Council.

### **REGULAR CALENDAR**

These items will be individually discussed and include all items on the agenda.

### **ADDRESSING THE DISASTER COUNCIL ON A MATTER ON THE AGENDA**

Please raise your hand or stand up at the time the item is announced by the Disaster Council Chairman. In order that interested parties have an opportunity to speak, any person addressing the Disaster Council will be limited to a maximum of five (5) minutes unless the Chairman of the Disaster Council grants a longer period of time.

### **DISASTER COUNCIL AGENDAS**

Disaster Council Agendas are posted at 917 Oakdale Road, 72 hours preceding a meeting. Copies of items to be considered by the Disaster Council related to an item on the Agenda are available for public inspection at the Office of Emergency Services 3705 Oakdale Road, Modesto, California during normal business hours.

### **REASONABLE ACCOMMODATIONS**

In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, please contact the Office of Emergency Services at (209) 552-3600. Notification 72 hours prior to the meeting will enable the County to make reasonable arrangements to ensure accessibility to this meeting.



# A G E N D A

## DISASTER COUNCIL

December 12, 2009

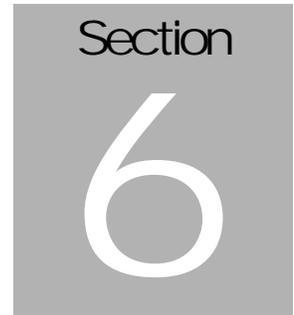
4:00 P.M.

County Center Three—Room Two

917 Oakdale Road

Modesto, California

AGENDA ITEM	COMMENTS BY	RECOMMENDED ACTION	ATTACHMENTS
<b>1. Call to Order</b>	Chairman	None	None
<b>2. Roll Call</b>	Secretary	Establish Quorum	None
<b>3. Public Input</b>	Chairman	Action as Necessary	None
<b>4. Approval of Minutes</b>	Chairman	Approval of Minutes	Minutes of 6/12/09
<b>5. Emergency Operations Plan Stanislaus County</b>	Emergency Manager	Approve as to form/content and forward to Board of Supervisors for adoption.	EOP—2009.001
<b>6. Emergency Management Preparedness Program</b>	Gary Hinshaw, OES	Approval of minimum standards/forward for adoption	EMPP standards report
<b>7. County Mass Care and Shelter Project</b>	Gary Hinshaw, OES	Approve as for form/content and forward to BOS for adoption	Presentation and report
<b>8. Homeland Security Grants Update</b>	Deb Thrasher, OES	Information Only	Handout
<b>9. Fire Season 2009 Public Education</b>	Bill Houk, OES	Information Only	Handout
<b>10. EOC Activation for H1N1</b>	Dr. Walker, PH	Information Only	Handout
<b>11. New Business</b>	Chairman	Action as necessary	None
<b>12. Announcements/Reports</b>	Chairman	Information Only	Handout
<b>13. Schedule Next Meeting</b>	Chairman	March 12, 2010 at 3-5 p.m.	Meeting Schedule
<b>14. Close Meeting</b>	Chairman	Adjourn	None



## **RESOURCES**

**Ordinances Governing Disaster Council**

**Ordinances Governing Operational Area Council**

**Authorities**

**Roster Disaster Council**

**Roster Operational Area Council**



## Chapter 2.52 CIVIL DEFENSE AND DISASTER COUNCIL

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### Note

\* Prior ordinance history: Prior code Sections 2-140—2-149 and Ordinance CS 539.

#### **2.52.010 Purpose.**

The declared purposes of this chapter are to provide for the preparation and carrying out of plans for the protection of persons and property within this county in the event of an emergency, the direction of the emergency organization, and the coordination of the emergency functions of this county with all other public agencies, corporations, organizations, and affected private persons. (Ord. CS 1037 §1, 2008).

#### **2.52.020 Emergency defined.**

As used in this chapter, “emergency” means the actual or threatened existence of conditions of disaster or of extreme peril to the safety of persons and property within this county caused by such conditions as fire, flood, storm, epidemic, riot or earthquake, domestic terrorism, or other conditions including conditions resulting from war or imminent war, but other than conditions resulting from labor controversy, which conditions are or are likely to be beyond the control of the services, personnel, equipment, and facilities of this county, requiring the combined forces of other political subdivisions to combat. (Ord. CS 1037 §1, 2008).

#### **2.52.030 Disaster council—Membership.**

The county disaster council is created and shall consist of the following:

- A. The director of emergency services, who shall be chair of the disaster council;
- B. A member of the board of supervisors, who shall be vice chair;
- C. The assistant director of emergency services, who shall be secretary;
- D. One elected official from each city in Stanislaus County. (Ord. CS 1067 §1, 2009; Ord. CS 1037 §1, 2008).

#### **2.52.040 Disaster council—Powers and duties.**

The disaster council shall have power to:

- A. Oversee the preparedness activities of the various county departments and other jurisdictions in the Stanislaus County operational area. This includes preparation of emergency and disaster plans, policies and procedures, and ensuring unity of purpose. The council will be responsible to ensure unity of purpose. The council will be responsible to ensure compliance with the National Incident Management System, the Standardized Emergency Management System and the Incident Command System.

B. Approve to form all proposed emergency operations procedures, plans and other documents related to emergency preparedness and planning.

C. Hear proposals from any agency, department or interested party in emergency and disaster preparedness. Prior to any formal action, the proposal shall have the approval of the operational area council for operational and procedural conformity with the Stanislaus County emergency operations plan, policies, and procedures.

D. Be required to have a majority of the members present for approval and/or review of any plan, policies or issues and a simple majority vote will carry the recommended action. Thereafter, the recommended action will be forwarded to the appropriate board, commission, or executive representative.

E. Sit as the disaster council for any jurisdiction that deems it appropriate by resolution and local ordinance.

The disaster council does not have operational duties or powers during emergencies, disasters or other events or incidents. (Ord. CS 1037 §1, 2008).

#### **2.52.049 Operational area council.**

The Stanislaus County operational area council is created under the authority of Government Code Article 9, Section 8605, and shall consist of the assistant director of emergency services and Joint Powers Agreement (JPA) members that represent each city within Stanislaus County. Generally, the JPA member will be the emergency manager from his/her jurisdiction. The operational area council will:

A. Coordinate, review, and recommend for approval all emergency or disaster response policies, procedures, plans, and other influencing factors or events that would affect the Stanislaus operational area.

B. Review all disaster plans by any agency or jurisdiction in Stanislaus County for approval to form and compliance with the National Incident Management System, the Standardized Emergency Management System and the Incident Command System. After review of the proposed plans, policies and procedures, relating to emergency management, the operational area council will then make its recommendation to the disaster council.

C. Be the lead agency for the multi-agency emergency operations center management team and the multi-agency incident management team(s).

D. Foster an effective flow of disaster information and emergency preparedness on a day-to-day basis through training, exercises, uniformity in planning, and response plans and policies.

E. Appoint task forces and/or specialist groups for specific detailed work that requires the focus of technical experts to develop plans, policies and procedures for the Stanislaus operational area.

Standing task forces may be appointed to include:

- a.. Special needs population;
- b. Public health emergency preparedness committee;
- c. Faith-based representation;

The operational area council does not have operational duties or powers during an event or emergency and is created to serve in the preparedness and planning phases only. (Ord. CS 1037 §1, 2008).

#### **2.52.050 Meetings.**

A. The disaster council shall meet a minimum of twice annually and as often as may be deemed necessary. The disaster council will operate under the Brown Act for open meetings and local legislative bodies.

B. The operational area council shall meet quarterly or upon call of the assistant director of emergency services. (Ord. CS 1037 §1, 2008).

#### **2.52.060 State of war, state of emergency or local emergency.**

During a “state of war,” “state of emergency” or “local emergency,” the chair of the disaster council, or the director of emergency services may call upon the disaster council to meet with the emergency operations center policy group to act as an advisory group on issues as determined by the director of emergency services or the disaster council chair. (Ord. CS 1037 §1, 2008).

#### **2.52.070 Plan and agreement preparation.**

It shall be the duty of the disaster council to review and recommend for adoption by the board of supervisors, emergency plans and agreements and such ordinances and resolutions and rules and regulations as are necessary to implement such plans and agreements. (Ord. CS 1037 §1, 2008).

#### **2.52.080 Director—Office created.**

There is created the office of director of emergency services. The chief executive officer shall be the director of emergency services. (Ord. CS 1037 §1, 2008).

#### **2.52.090 Assistant director.**

There is created the office of assistant director of emergency services, who shall be the county fire warden. (Ord. CS 1037 §1, 2008).

### **2.52.100 Deputy director.**

There is created the office of deputy director of emergency services, who shall be appointed by the assistant director (county fire warden). (Ord. CS 1037 §1, 2008).

### **2.52.110 Director—Powers and duties.**

- A. The director is empowered to:
1. Request the board of supervisors to proclaim the existence or threatened existence of a local emergency if the board of supervisors is in session, or to issue such proclamation if the board of supervisors is not in session. Whenever a local emergency is proclaimed by the director, the board of supervisors shall take action to ratify the proclamation within seven days thereafter or the proclamation shall have no further force or effect;
  2. Request the Governor to proclaim a state of emergency when, in the opinion of the director, the locally available resources are inadequate to cope with the emergency;
  3. Control and direct the effort of the emergency organization of this county for the accomplishment of the purpose of this chapter;
  4. Direct cooperation between and coordination of services and staff of the emergency organization of this county and resolve questions of authority and responsibility that may arise between them;
  5. Represent this county in all dealings with public or private agencies on matters pertaining to emergencies as defined in this chapter;
  6. In the event of the proclamation of a local emergency as provided in this chapter, the proclamation of a state of emergency by the Governor or the Director of the State Office of Emergency Services, or the existence of a state of war emergency, the director is empowered:
    - a. To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the board of supervisors,
    - b. To obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and to bind the county for the fair value thereof and, if required immediately, to commandeer the same for public use,
    - c. To execute all of the ordinary power as (chief executive officer), all of the special powers conferred upon the position by this chapter or by resolutions or emergency plan pursuant hereto adopted by the board of supervisors, all powers conferred upon the position by any statute, by any agreement approved by the board of supervisors, and by any other lawful authority.

B. The director of emergency services shall designate the order or succession to that office, to take effect in the event the director is unavailable to attend meetings and otherwise perform the director's duties during an emergency.

C. The assistant director, under policy direction of the director, shall act as chief of staff of the emergency organization.

D. The deputy director shall, under the supervision of the assistant director and with the assistance of emergency service chiefs, develop emergency plans and manage the emergency programs of this county on a day-to-day basis and shall have such other powers and duties as may be assigned by the assistant director. (Ord. CS 1037 §1, 2008).

#### **2.52.120 Emergency organization.**

All officers and employees of this county, together with those volunteer forces enrolled to aid them during an emergency, and all groups, organizations, and persons who may by agreement or operation of law, including persons impressed into service under the provisions of subsection (A)(6) of Section 2.52.080, be charged with duties incident to the protection of life and property in this county during such emergency, shall constitute the emergency organization of the county. (Ord. CS 1037 §1, 2008).

#### **2.52.130 Emergency plan preparation.**

The director of emergency services, in concert with the county disaster council and the operational area council shall be responsible for the development of the county emergency plan; such plan shall provide for the effective mobilization of all of the resources of this county, both public and private, to meet any condition constituting a local emergency, state of emergency, or state of war emergency and shall provide for the organization, powers and duties, services, and staff of the emergency organization. Such plan shall take effect upon adoption by resolution of the board of supervisors. (Ord. CS 1037 §1, 2008).

#### **2.52.140 Expenditures.**

Any expenditures made in connection with emergency activities, including mutual aid activities, shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of the county. (Ord. CS 1037 §1, 2008).

#### **2.52.150 Violations designated and penalty.**

It shall be a misdemeanor, punishable by a fine of not to exceed one thousand dollars, or by imprisonment for not to exceed six months, or both, for any person, during a state of war emergency, state of emergency, or local emergency, to:

A. Willfully obstruct, hinder, or delay any member of the emergency organization in the enforcement of any lawful rule or regulation issued pursuant to this chapter, or in the performance of any duty imposed upon him/her by virtue of this chapter;

B. Do any act forbidden by any lawful rule or regulation issued pursuant to this chapter, if such act is of such a nature as to give or be likely to give assistance to the enemy, or to imperil the lives or property of inhabitants of this county, or to prevent, hinder, or delay the defense or protection thereof;

C. Wear, carry, or display, without authority, any means of identification specified by the emergency agency of the state. (Ord. CS 1037 §1, 2008).



## AUTHORITIES

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- City of Riverbank, Resolution No. 2008-088 approving the re-establishment of a combined city/county disaster council;
- The Stanislaus County Ordinance C.S. 1037, an ordinance amending Chapter 2.52 related to Civil Defense and Disaster Council adopted by the Board of Supervisors on March 25, 2008, Resolution Number 2008-219;
- The State of California, pursuant to the California Emergency Services Act (Government Code §8610) encourages cities and counties to create disaster councils by ordinance;
- California Code of Regulations, Title 19, Division 2, Office of Emergency Services, §2409 requires local governments within a county geographic area to be organized into a single Operational Area;
- California Government Code § 8559, 8605, and 8607 define an Operational Area as an intermediate level of the state emergency services organization of a county and all political subdivisions within the county area;
- Executive Order S-2-05 by the Governor of the State of California directs the Governor's Office of Emergency Services and the Office of Homeland Security in cooperation with Standardized Emergency Management System Advisory board to develop a program to integrate the National Incident Management System, to the extent appropriate, into the state's emergency management system;
- Homeland Security Presidential Directive 5 serves to enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system. This management system is designed to cover the prevention, preparation, response, and recovery from terrorist attacks, major disasters, and other emergencies. The implementation of such a system would allow all levels of government throughout the nation to work efficiently and effectively together. The directive gives further detail on which government officials oversee and have authority for various parts of the national incident management system, as well making several amendments to various other HSPDs.
- Homeland Security Presidential Directive 8 establishes policies to strengthen the U.S. preparedness in order to prevent and respond to threatened or actual domestic terrorist attacks, major disasters, and other emergencies. The directive requires a national domestic all-hazards preparedness goal, with established mechanisms for improved delivery of Federal preparedness assistance to State and local governments. It also outlines actions to strengthen preparedness capabilities of federal, state, and local entities. This is a companion directive to [HSPD 5](#).



