



# Memorandum

**TO:** HONORABLE MAYOR  
AND CITY COUNCIL

**FROM:** Raymond Riordan

**SUBJECT:** SEE BELOW

**DATE:** April 29, 2024

Approved

Date

5/8/2024

**SUBJECT: APPROVAL OF THE UPDATED EMERGENCY OPERATIONS PLAN**

## **RECOMMENDATION**

Adopt a resolution adopting the updated City of San José Emergency Operations Plan.

## **SUMMARY AND OUTCOME**

Adoption of the updated Emergency Operations Plan (EOP) will allow the City Manager's Office of Emergency Management and lead departments to continue implementing the policies set forth and to maintain existing, and develop additional, support annexes and response plans as needed to support the EOP (**Attachment** – Emergency Operations Plan – Base Plan). This would comply with Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code and allow City staff to continue improving the City's readiness to respond to disasters and emergencies.

## **BACKGROUND**

The City of San José last approved and adopted an EOP on February 5, 2019 (Resolution No. 78969). In 2023, the City Manager's Office of Emergency Management utilized one-time funding to update the plan, adhering to the five-year plan maintenance schedule. The scope of work included meeting state and federal requirements, focusing on statutory changes, ensuring the involvement of all City departments, and supporting outside agencies in the development of the updated EOP along with integrating lessons learned during a variety of emergencies, including COVID-19, public safety power shutoffs, wildfires, atmospheric river events, and localized flooding.

The EOP went through multiple reviews and comments were collected and updated each time. Participating stakeholders included 241 representatives from all City departments, including those from the Emergency Management Work Group. The Emergency Management Work Group, established in July 2017, was initiated to provide an interdepartmental platform to discuss policies, programs, and plans related to emergency management and response. There are two teams within the Emergency Management Work Group, a policy team and an operational management team. These teams include Department Directors, Assistant Directors, Deputy Directors, and/or department representatives given the authority to commit department resources to facilitate departmental capability and readiness to respond to an emergency. Other stakeholders that reviewed and provided comments on the EOP included key County of Santa Clara agencies and other external partners. Through a series of 31 workshops, all participants had an opportunity to review and comment on the plan, which was submitted for approval and allowed for the implementation of the support annexes and response plans developed by the lead departments.

As identified in San José Municipal Code Chapter 8.08, the City Manager, acting as the Director of Emergency Services, convened the Emergency Services Council for the express purpose to review the EOP, approve it, and request it be presented to the City Council. The Emergency Services Council unanimously approved her recommendation.

## **ANALYSIS**

The City of San José's overall EOP consists of a "base plan," support annexes, and response plans. The base plan provides an overview of the jurisdiction's approach to emergency operations. It identifies emergency response policies, describes the response and recovery organization, and assigns specific roles and responsibilities to City departments, agencies, and community partners. The base plan has the flexibility to be used for all emergencies and will facilitate response and recovery activities efficiently and effectively. The base plan describes the intended audience, the method of distribution, the approval process, and its applicability to the support annexes and response plans.

This plan further describes the coordination of the Emergency Management organization between the Incident Management Team, Emergency Operations Center, Department Operations Centers, those departments conducting field-level activities, and external entities, such as the operational area, community partners, and City residents and visitors.

The EOP is an evolving, dynamic document, and the City Manager's Office of Emergency Management is responsible for maintaining it. This plan complies with the National Incident Management System, the National Response Framework, the Standardized Emergency Management System, the Incident Command System, and is in alignment with the California State Emergency Plan, and the Santa Clara Operational Area Emergency Operations Plan. The base plan aims to establish the foundational policies and procedures that define how the City will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. It describes how the emergency management organization is activated, which

includes the engagement of an Incident Management Team or use of the Emergency Operations Center and other tools to respond to emergencies that create small, medium, large, or catastrophic impacts. The EOP addresses the following issues:

- Identifies the departments designated to perform response and recovery activities and specifies their roles and responsibilities;
- Sets forth lines of authority and organizational relationships and shows how all actions will be coordinated;
- Describes the system used to coordinate the request for and integration of resources and services available to the City during disaster situations;
- Specifies the coordination and communications procedures and systems that will be relied upon to alert, notify, and recall Emergency Operations Center personnel, warn the public, and protect residents and property;
- Identifies supporting annexes and emergency response plans and procedures applicable to the EOP and references them as plans, annexes or appendices;
- Describes the emergency management organization and transition of priorities and objectives to address post-disaster recovery considerations;
- Reflects the most recent guidance for emergency planning and considers better alignment with county, state, and federal emergency plans to support a unified approach to emergency management;
- Formalizes protocols that reflect best practices and operational realities;
- Develops hazard-specific plans that are scalable, actionable, and realistic;
- Provides a response structure for all-hazards; and
- Includes Americans with Disabilities Act and access and function needs inclusion in all aspects of preparedness, response, and recovery.

The EOP base plan is comprehensive and provides the structure for the development of the support annexes that provide additional policy, guidance and frameworks to operationalize the EOP base plan. Each support annex is created with the City departments who have primary or support responsibilities to carry out the duties assigned in the EOP base plan and as described in each support annex. Currently, the six EOP support annexes include:

- Emergency Operations Communications;
- Evacuation;
- Damage Assessment;
- Debris Management;
- Mass Care and Shelter; and
- Community Recovery.

### **Emergency Operations Communications Support Annex**

The [Emergency Operations Communications Support Annex](#) describes the fundamental organizational relationships to manage the City's communications function, identifies City departments and external entities' roles and responsibilities, and outlines a timeline of activities associated with crucial communications functions. The Emergency Operations Communications

Support Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, lessons learned in recent activations, and best practices.

### **Evacuation Support Annex**

The [Evacuation Support Annex](#) is a supporting component of the EOP designed to integrate with the Mass Care and Shelter Support Annex, Damage Assessment Support Annex, and Community Recovery Support Annex. The Evacuation Support Annex describes the overall process of evacuations and re-entry during an emergency or large-scale disaster in the City. This Evacuation Support Annex provides a framework for evacuation and re-entry that may assist decision makers, coordinators, planners, and agency representatives to implement an evacuation process following applicable hazards and local conditions.

The Evacuation Support Annex is intended to support all-hazard incidents and a holistic community approach to evacuations within the City. A whole-community approach supports and enables the safe and efficient movement of individuals and animals from an impacted or potentially impacted community and their return once it is safe.

### **Damage Assessment Support Annex**

The [Damage Assessment Support Annex](#) provides a strategic framework for coordinating activities required to successfully conduct safety and damage assessments following an incident that causes damage to public and private buildings, infrastructure, and systems. The Damage Assessment Support Annex describes the essential organizational relationships to manage the City's damage assessment function, identifies City departments and external entities roles and responsibilities, and outlines a timeline of activities associated with crucial damage assessment functions. The Damage Assessment Support Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, best practices, and stakeholder input..

### **Debris Management Support Annex**

The [Debris Management Support Annex](#) establishes the procedures and guidelines for managing disaster debris in a coordinated, environmentally responsible, and cost-effective manner for the City of San José. Specifically, this Debris Management Support Annex provides a strategic framework for coordinating activities required to successfully conduct debris management operations following an incident resulting in significant debris.

The Debris Management Support Annex works to facilitate debris operations within the City boundaries, reduce the impact on humans and the environment, ensure the effective use of the City debris resources, control and minimize the City's debris operations costs, and comply with local, state, and federal debris regulations.

### **Mass Care and Shelter Support Annex**

The [Mass Care and Shelter Support Annex](#) provides an overview of the operation, management, and coordination of services and accommodation for people needing mass care services when emergency shelters are opened in the City of San José. The Mass Care and Shelter Support Annex outlines the guidelines and procedures the City of San José will take in preparation for, response to, and recovery from planned and ‘no-notice’ emergency incidents. The Mass Care and Shelter Support Annex describes mass care and emergency assistance that may be needed in response to all hazards that may limit access to shelter, food, water, and basic supplies to individuals and households.

The Mass Care and Shelter Support Annex provides updates on new information in the field of mass care and incorporates lessons learned from significant emergency events that have happened since the approval and adoption of the 2017 Mass Care Support Annex.

### **Community Recovery Support Annex**

The [Community Recovery Support Annex](#) outlines the framework for how the City will collaborate and coordinate to more effectively utilize existing resources to promote resilience and support the recovery of those affected by an incident within the City of San José. The Community Recovery Support Annex describes the overarching framework necessary to ensure effective recovery. The Community Recovery Support Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, best practices, and stakeholder input. It provides a foundation for additional planning for the development of future incident-specific recovery plans and coordination.

## **EVALUATION AND FOLLOW-UP**

The City Manager’s Office of Emergency Management is responsible for coordinating the development and maintenance of the EOP. Each City department tasked with functional responsibility is responsible for taking leadership in developing and maintaining relevant portions of the EOP, including assigned functional annexes and response plans. Supporting nonprofit organizations are encouraged to participate in the updates.

A review of the EOP is scheduled annually with exercises to ensure the plan elements are valid, current, and compliant with the Standardized Emergency Management System, the National Incident Management System, and other guidance. Similar to the development process, each responsible department/agency reviews and updates its portion of the EOP and/or modifies its standard operating procedures, as required, based on deficiencies identified during exercises or actual events. Nonprofit and other partners are encouraged to provide information on how to integrate and enhance responses to meet the needs of residents. All revisions to the EOP are documented in the Record of Changes at the front of the plan.

In addition to periodic reviews, the EOP will also be reviewed, updated, and approved by the City Manager after the following events:

- A major incident (activation of the emergency management organization and After-Action Report);
- A change in operational resources (e.g., policy, personnel, organizational structures, management processes, facilities, and/or equipment);
- A formal update of planning guidance or standards;
- Major exercises (After-Action Report/Improvement Plan);
- A change in the jurisdiction's demographics or hazard or threat profile;
- A change in the acceptability of various risks;
- The enactment of new or amended laws or ordinances; and
- Every five years, a comprehensive update of the EOP will be presented to the City Council for adoption. The current actions meet that requirement.

### **COORDINATION**

This memorandum has been coordinated with the City Attorney's Office, City Manager's Budget Office, and the Emergency Management Working Group.

### **PUBLIC OUTREACH**

This memorandum will be posted on the City's Council Agenda website for the May 21, 2024 City Council meeting.

The updates to the EOP have occurred over the last three years, shortly after response to COVID-19 pandemic waned. Not only was the Emergency Management Working Group, as an internal inter-departmental activity, involved with the updates, the City included over 20 external stakeholders, including representatives from County of Santa Clara, State of California, and partner organizations such as the American Red Cross, the Collaborating Agencies' Disaster Relief Effort, San Andreas Regional Center, Santa Clara Valley Transportation Authority, and the Silicon Valley Independent Living Center.

### **COMMISSION RECOMMENDATION AND INPUT**

The Emergency Services Council convened on April 22, 2024 and the members unanimously approved the updated City of San José EOP, with a recommendation for the City Council to adopt.

HONORABLE MAYOR AND CITY COUNCIL

April 29, 2024

**Subject: Approval of the Updated Emergency Operations Plan**

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**CEQA**

Not a Project, File No. PP17-008, General Procedure and Policy Making resulting in no changes to the physical environment.

**PUBLIC SUBSIDY REPORTING**

This item does not include a public subsidy as defined in section 53083 or 53083.1 of the California Government Code or the City's Open Government Resolution.

A handwritten signature in black ink, appearing to read "Ray Riordan", is centered on the page.

RAYMOND RIORDAN

Director, City Manager's Office of Emergency  
Management

For questions, please contact Jay McAmis, Deputy Director, City Manager's Office of Emergency Management, at [jay.mcamis@sanjoseca.gov](mailto:jay.mcamis@sanjoseca.gov) or (408) 794-7043.

**Attachment** – Emergency Operations Plan – Base Plan



# **Emergency Operations Plan – Base Plan**

**April 2024**



## PROMULGATION LETTER

The City of San José (City) has prepared this Emergency Operations Plan (EOP) to serve as the programmatic framework that outlines the City's intended approach to preparing for, responding to, recovering from, and mitigating against the impacts of natural and human-caused disasters and emergencies. While no plan can completely prevent negative impacts to the City, good plans, carried out by knowledgeable and well-trained personnel, can and will minimize losses.

The City's EOP development and maintenance process is supported by analysis of the City's threats, hazards, community needs, capabilities, community-wide collaboration, periodic review, training, and exercises. Individual City departments, offices, and agencies have a responsibility to prepare and maintain their own specific procedures, guidelines, training, and exercises to effectively implement the responsibilities assigned in this plan.

Concurrence of this promulgation letter constitutes the adoption of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). This promulgation letter signifies adherence with applicable City of San José municipal codes and other state and federal regulations. In accordance with San José Municipal Code Section 8.08.230, this EOP is promulgated under the authority of the Emergency Services Council and adopted by the City Council. This EOP becomes effective upon approval by the City of San José City Council. This version of the City of San José's EOP supersedes and rescinds all previous versions.

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Matt Mahan

Mayor, City of San José

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Jennifer Maguire

City Manager, City of San José

## EXECUTIVE SUMMARY

The intent of the Emergency Operations Plan (EOP) is to unify a series of all-hazard documentation that holistically describes the doctrines, strategies, procedures, and responsibilities of the City of San José's (City's) emergency management program. Specifically, the EOP identifies how City departments coordinate emergency management related actions, resources, and activities with other local, state, regional, and federal governments; private-sector and nongovernmental organizations; and the broader community.

The EOP is written in a modular format to guide the reader through the key elements of the plan and interrelated documents. This "Base Plan" includes the programmatic information that is used to enhance the concepts and procedures in the annexes and other topical specific documentation. The base plan also describes the role of the City's Emergency Management Organization (EMO), Emergency Operations Center (EOC), and the coordination that occurs between the various response structures within the City. For example, the coordination between EOC staff, Department Operations Centers (DOCs) staff, and those personnel conducting field-level activities. This plan also describes the coordination with external entities, such as the Operational Area, community partners, and City residents and visitors. The support annexes provide an overview of each topical area (emergency communications operations, community recovery, damage assessment, debris, evacuation, and mass care and shelter) that are then fully documented in the topic specific. See **Section 1. 4** for a full overview of plans, annexes, and other emergency management documents. A high-level outline of the City's EOP, Support Annexes, and Response Plans is provided in **Figure EX-1** below.

**Figure EX-1. Planning Hierarchy.**



Historical events have helped guide the updates to the EOP in furtherance of a more resilient City. Following the 2017 Coyote Creek Flood, the City was quick to perform an after-action review process that included a comprehensive Improvement and Recommendations Report. The City took swift action in addressing the recommendations.

In response to the 2019 Public Safety Power Shutoffs (PSPS) where Pacific Gas & Electric Company (PG&E) shut-off power in areas deemed to be at high risk of wildfires due to downed power lines, the City once again commissioned an extensive after-action review process of the City's response efforts. The Office of Emergency Management (OEM) worked tirelessly with the Emergency Management Working Group to address the findings of this comprehensive review.

The City was once again put to the test in its response to the COVID-19 global pandemic. Believing that there is always something to be learned or improved, OEM conducted an after-action review and worked diligently to address the findings. The plan updates and new procedures/documentation are a direct result of these incidents and After-Action Reports/Improvement Plans (AARs/IPs).

The City conducts all emergency management operations under three guiding principles: a One Team; Compassion in Action; and Open, Honest, and Direct Communication. This EOP was developed with these guiding principles at its foundation.

- **One Team:** It is pertinent that all departments, jurisdictions, and communities work together to prepare for a respond to an incident. When disaster strikes, it knows no

limits or boundaries and responding to an incident does not fall on any single department but necessitates a City-wide response. Hence, the need for disaster operations to be conducted with a One Team mindset – all responding agencies and jurisdictions are One Team, with one shared goal.

- **Compassion in Action:** The City strives to serve the public with compassion. All individuals residing in or visiting the City during a disaster will be treated equally. All individuals will be treated with respect and City resources will be utilized equitably to ensure the safety of all individuals in the City. This includes vulnerable populations, individuals with disabilities, and those with access and functional needs.
- **Open, Honest, and Direct Communication:** Communication is key to an effective emergency response organization. The City believes in open, honest communication with both internal and external partners. This open communication extends throughout all phases of emergency management from preparedness, response, recovery, and mitigation.

## APPROACH

Pivotal to *Envision San José 2040 General Plan* are the twelve major strategies, with Community Based Planning being the first strategy. One of the keys to building ownership in the City of San José (City) Emergency Management Program is a collaborative plan revision process. This process combines iterative draft document development with facilitated working group sessions. The City's Emergency Management leadership utilized a collaborative methodology to capture information and inform the Emergency Operations Plan (EOP) update process. This methodology is defined as one in which each stakeholder's experience is considered and diverse viewpoints are incorporated into the final product. Additionally, the City engaged specific stakeholder organizations and departments (see the list below) that provided quality assurance and document oversight for Access and Functional Needs (AFN) considerations. To that end, the City of San José implemented the following approach for updating the EOP:

- A comprehensive document review process to ensure historical knowledge and expertise was incorporated into the final product.
- Seventeen workshops with key stakeholders to review the document(s) (i.e., community recovery, damage assessment, debris management, evacuation, mass care and sheltering), with three of the workshops focusing specifically on the development of the EOP. Stakeholders that participated in these workshops are listed in **Figure A-1**.
- One workshop focused on the AFN community and inclusion, equity, and diversity issues for input into the final product.
- A City lead for the EOP to ensure the inclusion of stakeholders that represent the unique difference and intricacies that are so beautifully woven into the fabric of the City.

**Figure A-1.** List of Stakeholders that Participated in the Development of the EOP.

City Offices and Departments	External Stakeholders
<ul style="list-style-type: none"><li>•Airport</li><li>•Budget</li><li>•City Attorney</li><li>•City Manager's Office</li><li>•Communications</li><li>•Economic Development and Cultural Affairs</li><li>•Emergency Management</li><li>•Employee Relations</li><li>•Environmental Services</li><li>•Finance</li><li>•Fire</li><li>•Housing</li><li>•Human Resources</li><li>•Information Technology</li><li>•Library</li><li>•Parks, Recreation, and Neighborhood Services</li><li>•Planning, Building, and Code Enforcement</li><li>•Police</li><li>•Public Works</li><li>•Transportation</li></ul>	<ul style="list-style-type: none"><li>•2-1-1 Bay Area</li><li>•American Red Cross</li><li>•Collaborating Agencies' Disaster Relief Effort (CADRE)</li><li>•Community Emergency Response Team (CERT)</li><li>•County of Santa Clara<ul style="list-style-type: none"><li>•Division of Equity and Social Justice</li><li>•Office of Supportive Housing</li><li>•Office of Emergency Management</li><li>•Public Health</li><li>•Social Services Agency</li></ul></li><li>•San Andreas Regional Center</li><li>•Santa Clara Valley Transportation Authority</li><li>•Silicon Valley Independent Living Center</li><li>•Valley Water</li></ul>

# APPROVAL & ENDORSEMENT

This **Emergency Operations Plan (EOP)** has been approved and endorsed by the City of San José departments with responsibilities described herein. It supersedes all previous versions.

Signed:

Jennifer Maguire, City Manager	Date Signed
Lee Wilcox, Assistant City Manager	Date Signed
Kip Harkness, Deputy City Manager	Date Signed
Rob Lloyd, Deputy City Manager	Date Signed
Rosalynn Hughey, Deputy City Manager	Date Signed
Angel Rios, Deputy City Manager	Date Signed
Omar Passons, Deputy City Manager	Date Signed
Dolan Beckel, Chief of Staff for the City Manager	Date Signed
Sarah Zarate, Director, City Manager’s Admin, Policy & Intergovernmental Relations Office	Date Signed

Jim Shannon, Director, City Manager's Budget Office	Date Signed
Carolina Camarena, Director, City Manager's Office of Communications	Date Signed
Raymond Riordan, Director, City Manager's Office of Emergency Management	Date Signed
Jennifer Schembri, Director, City Manager's Office of Human Resources & Employee Relations	Date Signed
Zulma Maciel, Director, City Manager's Office of Racial Equity	Date Signed
Nanci Klein, Director, City Manager's Office of Economic Development	Date Signed
Mookie Patel, Director of Aviation, Airport Department	Date Signed
Lori Mitchell, Director, Community Energy Department	Date Signed
Kerrie Romanow, Director, Environmental Services Department	Date Signed
Rick Bruneau, Director, Finance Department	Date Signed
Robert Sapien, Chief, Fire Department	Date Signed



Erik Soliván, Director, Housing Department	Date Signed
Khaled Tawfik, Director, Information Technology Department	Date Signed
Jill Bourne, Director, Library Department	Date Signed
Jon Cicirelli, Director, Parks, Recreation & Neighborhood Services Department	Date Signed
Chris Burton, Director, Planning, Building & Code Enforcement Department	Date Signed
Paul Joseph, Acting Chief, Police Department	Date Signed
Matt Loesch, Director, Public Works Department	Date Signed
John Ristow, Director, Department of Transportation	Date Signed

## RECORD OF CHANGES

Each update or change to the plan should be tracked. When changes to the plan are made, document the change number, the date of the change, the name of the person and their department that made the change, and a summary description of the change. See **Section 10** for more information on the process for reviewing and revising the plan.

Change Number	Date	Name & Department	Change in Section/Description

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# 1. Introduction

The City of San José (City) Emergency Operations Plan (EOP) provides an overview of the City's approach to emergency operations. It identifies emergency response policies, describes the response and recovery organization, and assigns specific roles and responsibilities to City departments, agencies, and community partners. The EOP has the flexibility to be used for all emergencies and will facilitate response and recovery activities in an efficient and effective manner. This section of the EOP provides a description of the EOP's intended audience, the method of distribution, the approval process, and its applicability to other plans.

This plan also describes the role of the City of San José's Emergency Management Organization (EMO); the Emergency Operations Center (EOC); and the coordination that occurs between the EOC staff, Department Operations Centers (DOCs) staff, those personnel conducting field-level activities. This plan also describes the coordination with external entities such as the Operational Area, community partners, and City residents and visitors.

This EOP is an evolving, dynamic document, and the City of San José Office of Emergency Management (OEM) is responsible for maintaining it as detailed in **Section 10**. The EOP complies with the National Incident Management System (NIMS), National Response Framework (NRF), National Disaster Recovery Framework (NDRF), Incident Command System (ICS), Standardized Emergency Management System (SEMS), and is in alignment with the Santa Clara Operational Area Emergency Operations Plan and California State Emergency Plan (SEP).

The EOP was developed using three guiding principles: One Team, Compassion in Action, and Open, Honest, and Direct Communication. These principles are the foundation for the City's EMO operations and provide for an effective emergency response.

## 1.1 Purpose

The purpose of this EOP is to establish the foundational policies and procedures that define how the City will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused threats, events, incidents, and disasters. This EOP is consistent with the requirements in SEMS, NIMS, ICS, and the California SEP for managing response and existing emergency plans and guidance documents. Where possible, best practices and lessons learned have been integrated into the plan. It is intended as a concept of collaboration and consistency among internal departments and their specific incident management plans, procedures, functions, and capabilities. As such, the EOP is flexible enough to use in all incident types and will facilitate response and recovery activities.

## 1.2 Scope

This EOP provides guidance on response activities for the City's most likely threats, hazards, and emergency conditions, as identified in the ***Santa Clara County Operational Area Hazard***

**Mitigation Plan**,<sup>1</sup> adopted by City Council in December 2023, Resolution No. RES2023-447. The EOP does not supersede the well-established departmental and operational policies and procedures for coping with and responding to day-to-day emergencies involving law enforcement, the fire service, medical aid, transportation services, flood control, or other discipline-specific emergency response systems. Nor does it detail response level operating instructions or procedures. The EOP is intended to supplement and complement such procedures and systems. Each department and organization identified in this EOP is responsible for, and expected to develop, implement, and test policies, instructions, and standard operating procedures (SOPs) or checklists that reflect the tactical, operational, strategic, and executive mission spaces and incident management concepts contained in this EOP. Such details are further contained in the support annexes and response plans as described in the **Executive Summary and Section 1.4**. Further, all City departments and organizations must be prepared to respond to any foreseeable emergency promptly and effectively. The EOP applies to all elements of the City of San José EMO during all phases of emergency management and all areas within the jurisdiction of the City.

### 1.3 Diversity, Equity, and Inclusion

The City of San José Emergency Management Working Group (EMWG) is responsible for incorporating the needs of all populations equitably in an emergency. Ensuring the safety and health of diverse populations and individuals with disabilities and others with access or functional needs (AFN)<sup>2</sup> who may be disproportionately impacted in a disaster is a top priority during response. Therefore, the City’s EOP and all associated annexes, appendices, and supporting documents are intended to ensure policies, program services, and communications equitably serve all individuals and all diverse and disproportionately impacted populations who reside in, work in, or visit the City of San Jose. **Appendix C** describes the framework for how the City incorporates diversity, equity, and inclusion into their planning process and documents.

#### 1.3.1 Whole Community Approach

This EOP adheres to federal guidance for using a “whole community” approach to meet the legal intent and humanitarian spirit of a response that is equitably inclusive of the entire community with the City, both geographically and demographically. As a concept, whole community is a means by which residents, organizational and community leaders, emergency management practitioners, and government officials can collectively and collaboratively understand and assess the needs of their respective communities, and then determine the best ways to organize and strengthen their assets, capacities, and interests. The whole community approach is reflected in this EOP’s planning strategies, operational approaches, and outreach

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<sup>1</sup> County of Santa Clara Office of Emergency Management, Multi-Jurisdictional Hazard Mitigation Plan, 2017. <https://emergencymanagement.sccgov.org/multi-jurisdictional-hazard-mitigation-plan-mjhmp>





<sup>2</sup> In alignment with the California Governor’s Office of Emergency Services (Cal OES) Office of Access and Functional Needs, the term “access and function needs (AFN)” refers to individuals who are or have physical, development, or intellectual disabilities; chronic conditions or injuries; limited English proficiency; older adults; children; low income, homeless and/or transportation disadvantaged (i.e., dependent on public transit); and pregnancy women.











communications to ensure inclusive, equitable, and just program service development, delivery, and assessment.

## 1.4 Relationship and Applicability to Other Emergency Management Documents


The EOP consists of the base plan and is enhanced by several support annexes, appendices, operational guides, and other documents. The support annexes, based on their reference in the EOP, have direct applicability and are consistent with the concepts described within it. **Table 1-1 and Table 1-2** provide an overview of the plans and annexes maintained and utilized by the City and their corresponding core capability.

**Table 1-1.** City of San José Response Plan Hierarchy.







	Core Capability	Responsible Departments	Emergency Operations Plan (EOP) and Support Annexes	Department Operations Center (DOC) and Field Level Plans
	<b>Operational Coordination</b>	Office of Emergency Management (OEM) City Manager's Office (CMO)	City of San Jose Emergency Operations Plan (EOP)	Donations Management Plan (in development) Volunteer Management Plan (in development) Community Emergency Response Team (CERT) Operations Plan
	<b>Planning</b>	OEM		Situation Unit Standard Operating Procedure (SOP) Documentation Unit SOP Community Recovery Plan Continuity of Operations Plan
	<b>Logistics and Supply Chain Management</b>	OEM Finance CMO		Resource Management Plan (in development)
	<b>Situational Assessment</b>	Planning, Building, and Code Enforcement (PBCE) Public Works (PW) OEM	Damage Assessment Support Annex	Safety and Damage Assessment (DA) Plan Critical Facilities and Priority Roads List DA Survey Collection Tool



	Core Capability	Responsible Departments	Emergency Operations Plan (EOP) and Support Annexes	Department Operations Center (DOC) and Field Level Plans
	<b>Public Information and Warning</b>	CMO – Communications	Emergency Communications Operations Annex (in development)	Emergency Communications Operations Plan (in development)
	<b>Infrastructure Systems</b>	PW Department of Transportation (DOT)	Debris Management Support Annex	Debris Management Plan Critical Facilities and Priority Roads List
	<b>Critical Transportation</b>	DOT Airport		In development
	<b>Environmental Response/Health and Safety</b>	Environmental Services Department (ESD)	Debris Management Support Annex	Debris Management Plan
	<b>Fatality Management Services</b>	County and Regional Level Plans		
	<b>Fire Management Services</b>	Fire Department		
	<b>Mass Care Services</b>	Parks, Recreation, and Neighborhood Services (PRNS)	Mass Care Annex	Shelter Management Plan
	<b>Mass Search and Rescue</b>	County and Regional Level Plans		
	<b>On-Scene Security, Protection and Law Enforcement</b>	Police Department	Evacuation Support Annex	Zone Haven Evacuation Planning App Evacuation Plan
	<b>Operational Communications</b>	IT, Police, PW, OEM, Fire		Communications Technology Plan (in development)



	Core Capability	Responsible Departments	Emergency Operations Plan (EOP) and Support Annexes	Department Operations Center (DOC) and Field Level Plans
	<b>Public Health</b>	County and Regional Level Plans		Pandemic Response Plan

**Table 1-2.** City of San José Community Recovery Plan Hierarchy.

	Core Capability	Responsible Departments	Recovery Operations Center (ROC) Level Plans	Department Operations Center (DOC) and Field Level Plans
	<b>Planning</b>	City Manager's Office (CMO) Office of Emergency Management (OEM)	Community Recovery Support Annex	Community Recovery Plan
	<b>Public Information and Warning</b>	CMO – Communications	Community Recovery Support Annex Emergency Communications Operations Annex	Community Recovery Plan Emergency Communications Operations Plan
	<b>Operational Coordination</b>	CMO OEM	Community Recovery Support Annex	Community Recovery Plan Disaster Financial Cost Recovery Plan (in development)
	<b>Infrastructure Systems</b>	Public Works (PW)	Community Recovery Support Annex	Community Recovery Plan
	<b>Economic Recovery</b>	Environmental Services Department (ESD)	Community Recovery Support Annex	Community Recovery Plan
	<b>Health and Social Services</b>	County and Regional Plans County of Santa Clara, Social Services Agency and Public Health	Community Recovery Support Annex	Community Recovery Plan

	<b>Housing</b>	Housing Department	Community Recovery Support Annex	Community Recovery Plan Post-Disaster Housing Plan
	<b>Natural and Cultural Resources</b>	Office of Economic Development	Community Recovery Support Annex	Community Recovery Plan

## 1.5 Situation Overview

The City of San José is the largest city in Northern California and Santa Clara County with over 1 million people. Known as the Capital of Silicon Valley, the City is located in north central California in the southern portion of the San Francisco Bay Area. As the largest and fastest growing city with the Silicon Valley, the City plays a pivotal role in shaping the future for this critical center of technology.

### 1.5.1 Hazard Analysis Overview

This section of the EOP provides an overview of the hazards that may impact the City. Additional hazard information is found in the ***Santa Clara County Operational Area Hazard Mitigation Plan (HMP)***.<sup>3</sup> The ***Operational Area HMP*** provides a detailed analysis of the following hazards, listed in alphabetical order:

- Climate change/sea-level rise
- Dam and levee failure
- Drought
- Earthquake
- Flood
- Landslide
- Severe weather
- Tsunami
- Wildfire

This is not an all-encompassing list of the hazards that the City may face and thus, the City must be prepared for all hazard. The City recognizes other hazards may occur such as a pandemic or public health threat, extreme heat, winter storms, power outages or shutoffs, hazardous materials incidents, terrorism or human-caused threats, and technological and resource emergencies. The City has created this all-hazards EOP to provide a response framework for any

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<sup>3</sup> County of Santa Clara Office of Emergency Management, Multi-Jurisdictional Hazard Mitigation Plan, 2017.  
<https://emergencymanagement.sccgov.org/multi-jurisdictional-hazard-mitigation-plan-mjhmp>

type of hazard or incident that they encounter. Hazards are assessed based on their likeliness to occur and their impact to people, property, and the economy.

In recent years, the City has responded to numerous incidents that were the result of various hazards. Some of which resulted in a Presidential disaster declaration, while others did not, but still required a coordinated City response. From January 2019 through February 2024, the City activated its Emergency Management Organization for 22 events. This included activations for large-scale events (1), civil unrest (1), pandemic (1), atmospheric river (2), floodings (3), winter storms (3), wildland and building fires (4), and gas leaks and/or public safety power shutoffs (7). There have been 15 Presidential Disaster Declarations in Santa Clara County since 1982. Of these events, 5 were related to severe storms, 3 were flooding, 2 fires, 1 earthquake, 1 coastal storm, and 1 pandemic. According to historical records we see that the most frequent hazard that the City faces are severe storm<sup>4</sup> and flooding.

A cursory analysis of historical storm event data from the National Centers for Environmental Information (NCEI) reveals a telling pattern of events. According to NCEI, there have been 23 flooding events in the City of San José since 1998.<sup>5</sup> According to NCEI data analysis, 70% of flooding events in the City of San José occur in either January or February.

The City also recognizes the significance of climate change. The impacts of changes in climate-related systems have been identified in a wide range of natural, human, and managed systems. There is strong evidence that long-term changes in climate-related systems (including the atmosphere, ocean, and cryosphere) will have significant impacts on future natural hazard event frequency, intensity, and magnitude across the globe, including in the City of San José. With increasing global surface temperatures, the possibility of more droughts and increased frequency and intensity of storms will likely occur. As more water vapor evaporates into the atmosphere, it will become fuel for more frequent and more powerful storms to develop, and will lead to increased coastal, fluvial (i.e., riverine), and pluvial (i.e., rainfall) flooding.

## 1.6 Planning Assumptions

For planning purposes, the City makes the following assumptions:

- Emergency management activities are accomplished using SEMS and NIMS.
- The City maintains span of control and responsibility for emergency management activities within their jurisdiction, unless otherwise superseded by statute or agreement in accordance with authorities conveyed under state law and local ordinances.
- Control over the City resources will remain at the City level even though the Governor has the legal authority to assume control in a State Proclamation of Emergency.
- Mutual aid assistance will be available and requested in accordance with the authorities

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<sup>4</sup> Severe Storm also includes Flooding, Landslides, and Mud Flows

<sup>5</sup> Flooding events include Flood, Flash Flood, Heavy Rain and are only those reported in the City of San José. This data excluded all other reports outside the City, even those upstream that may have impacted the City. As of 03/15/2023

defined in the California Master Mutual Aid Agreement (MMAA) when disaster relief requirements exceed the City's ability to meet them.

- Public, private, and volunteer organizations and the general public will be expected to provide for their immediate needs, utilize their own resources, and be self-sufficient for at least 72 hours following an incident.
- It may be necessary to shelter a substantial number of the City's population due to either evacuation or damage to residences.
- Medically fragile evacuees may require transportation to/from shelter locations, may require specialized medical care found only in a hospital, and/or may require access to medication, refrigeration, mobility devices, or service animals.
- Critical infrastructure and/or public utilities may be seriously impaired following a major incident and may not be fully restored for 30 days or more.
- Transportation corridors may be impacted, and the supply chain disrupted, making it more difficult or impossible to get daily supplies (groceries, water, etc.).
- Infrastructure damage may limit the number of emergency response personnel available for at least 12 hours. Damage may limit the ability of personnel to report to a physical EOC, making virtual or hybrid operations of the EMO necessary.
- In the event of a complex large incident or event, a clear picture regarding the extent of damage, loss of life, and injuries may not be known for well over a day.
- The City will utilize all available local resources and initial mutual aid agreements before requesting assistance through the County. Outside resources may not be immediately available due to the size and scope of the incident and the impact on the City's infrastructure.
- The City's planning, policies, strategies, operations, and tactics will make every effort to consider the needs of the general population, children of all ages, individuals with disabilities, and individuals with access and functional needs.
- City departments charged with care and shelter responsibilities in collaboration with the American Red Cross will ensure shelters meet the minimum requirements of the Americans with Disabilities Act of 1990 (ADA).
- Essential City services will be maintained as long as conditions permit, and as outlined in the Continuity of Operations Plan developed by each department.
- An emergency will require prompt and effective response and recovery operations by the entire City EMO, to include emergency services; mutual aid resources; disaster relief and volunteer organizations; the private sector; the elected, executive, strategic, operational, and tactical incident responders; and the whole community.

## 2. Concept of Operations

The Office of Emergency Management (OEM) identifies potential threats to life, property, and the environment, and then develops plans and procedures to respond to those threats. These plans and procedures will help to coordinate and support emergency response and recovery activities and will be tested through exercises and validated by the results of real-world responses. The goal is to maintain a robust Emergency Management Organization (EMO) with strong collaborative ties among governments, community-based organizations, volunteers, public service agencies, and the private sector. The City of San José (City) conforms to, and this Emergency Operations Plan (EOP) complies with the Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), and Incident Command System (ICS) guidelines.

### 2.1 NIMS and SEMS Compliance

In accordance with state and federal laws, the City has officially adopted and integrated the following emergency management, response, and coordination systems:

- Standardized Emergency Management System<sup>6</sup>
- National Incident Management System<sup>7</sup>

Together, these operational constructs outline how critical incidents, emergencies, and disasters will be coordinated in the field, at the local level, up through the county, region, State, and Federal levels.

#### *2.1.1 National Response Framework*

The National Response Framework (NRF) is based upon the premise that incidents are handled at the lowest jurisdictional level. In most incidents, state and local resources and interstate mutual aid will provide the first line of emergency response and incident management support. When state resources and capabilities are overwhelmed, Governors may request Federal assistance. The NRF provides the framework for Federal interaction with State, local, tribal, private sector, and non-governmental entities in the context of domestic incident management to ensure timely and effective federal support.

The NRF is the core operational plan for national incident management, and establishes national-level coordinating structures, processes, and protocols that will be incorporated into certain existing Federal interagency incident or hazard-specific plans. The NRF is intended to facilitate coordination among local, State, tribal, and Federal governments and the private sector without impinging on any jurisdiction or restricting the ability of those entities to do their jobs. The NRF does not alter or impede the ability of first responders to carry out their specific authorities or perform their responsibilities.

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<sup>6</sup> City of San José Resolution No. 66401 (January 23, 1996).

<sup>7</sup> City of San José Resolution No. 72949 (November 1, 2005).

The NRF and NIMS are designed to work in tandem to improve the Nation's incident management capabilities and overall efficiency. Use of NIMS enables local, State, tribal, and Federal governments and private-sector and non-governmental organizations (NGOs) to work together effectively and efficiently to prevent, prepare for, respond to, and recover from actual or potential domestic incidents regardless of cause, size, or complexity.

### *2.1.2 National Incident Management System*

National Incident Management System provides a comprehensive, whole community, whole government approach to incident management for all hazards and integrates existing best practices into a consistent nationwide approach to domestic incident management that is applicable to all jurisdictional levels and across functional disciplines. NIMS is based on a balance of flexibility and standardization that allows government and private entities at all levels to work together to manage domestic incidents, regardless of their cause, size, location, or complexity. Five major components make up this system's approach: preparedness; communications and information management; resource management; command and management; and ongoing management and supporting technologies.

### *2.1.3 Standardized Emergency Management System*

The Standardized Emergency Management System is required by California Government Code Section 8607(a) for managing response to multi-agency and multi-jurisdiction incidents in California. SEMS incorporates the use of the ICS, the California Master Mutual Aid Agreement (MMAA), the Operational Area Concept, and multi-agency coordination. Local governments must use SEMS to be eligible for reimbursement of their response-related personnel costs under State disaster assistance programs.

SEMS is a NIMS-compliant system used to manage multi-agency and multi-jurisdictional responses to emergencies in California. SEMS consists of five hierarchical levels: Field, Local Government, Operational Area, Regional, and State. Under SEMS, response activities are managed at the lowest possible organizational level.

### *2.1.4 Incident Command System*

The Incident Command System, a primary component of SEMS and NIMS, is a standardized on-scene emergency management system designed to allow for an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS addresses both organization and process. ICS is used to manage facilities, equipment, personnel, procedures, and communications using a common organizational structure and standardized procedures, per the ICS Field Operations Guide (ICS 420-1).<sup>8</sup>

### *2.1.5 Integrating Local, Regional, State, and Federal Systems*

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<sup>8</sup> Field Operations Guide: ICS 420-1, U.S. Fire Administration/National Fire Academy, June 2016. [https://www.usfa.fema.gov/downloads/pdf/publications/field\\_operations\\_guide.pdf](https://www.usfa.fema.gov/downloads/pdf/publications/field_operations_guide.pdf).

Taken together the National Response Framework, Standardized Emergency Management System, National Incident Management System, Incident Command System, and this EOP integrate the capabilities and resources of various governmental jurisdictions, incident management and emergency response disciplines, NGOs, and the private sector into a cohesive, coordinated, and seamless national framework for domestic incident management. Field level emergency responders, Department Operations Center (DOC) staff, Emergency Operations Center (EOC) staff, department executives, elected officials, and public information officers all have a vital role in successful comprehensive incident management and make up the City's EMO.

## 2.2 Phases of Emergency Management

The Federal Emergency Management Agency (FEMA) identifies four phases in emergency management: mitigation, preparedness, response, and recovery. While useful for targeting efforts and resources, the phases of emergency management are not distinct and activities in each phase often overlap with other phases. For example, response often includes recovery measures (i.e., immediate debris removal) and recovery projects often include elements of mitigation (i.e., rebuilding structures using current building codes). The phases are cyclical in nature and lessons learned from an incident are applied in preparedness efforts for future emergencies. All activities within each phase include the consideration of our most vulnerable populations and those with disabilities and others with access and functional needs.

### 2.2.1 Preparedness

The preparedness phase involves activities that are undertaken in advance of an emergency to develop and enhance operational capacity to respond to and recover from an emergency. Plans and procedures are developed and revised to guide disaster response and increase available resources. Activities can include developing hazard analyses, emergency planning, training and exercises, and public information. Individual preparedness activities are key elements in this phase and a significant factor in the success of a community in responding to an emergency. Preparedness activities are part of the implementation of the California Emergency Services Act, the California MMAA, and the California State Emergency Plan (SEP).

Preparedness activities fall into two basic areas: readiness and capability. Readiness activities shape the emergency management framework and create the basis of knowledge necessary to complete a task or mission. Capability activities involve the procurement of items or tools necessary to complete tasks or missions.

### 2.2.2 Response

The response phase can be broken down into three types of responses. Each type of response has distinct considerations, which seldom flow sequentially, often occurring simultaneously. The response types are increased readiness (pre-incident for anticipated events), initial response (first 72 hours), and extended response (response activities beyond the first 72 hours).

Upon receipt of a warning or in anticipation that an emergency is imminent or likely to occur,



the City initiates actions to increase its readiness. This might include briefing City leadership or providing just-in-time training. When an emergency occurs, the City will perform its initial response activities, most of which are performed at field-level. Emphasis is placed on saving lives and minimizing the effects of an emergency or disaster. The City's coordination of extended response activities is primarily conducted by the EMO, which may operate in a virtual or in person EOC. Extended emergency operations involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations.

### *2.2.3 Community Recovery*

At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. While the immediate lifesaving activities are occurring, it is important to begin assessing how soon the response phase can transition to recovery. Critical response phase operations will gradually shift to equitably assisting all individuals, households, businesses, and governments in meeting basic needs and returning to self-sufficiency. The City's coordination of recovery efforts will begin with the EOC staff during the response; as the incident begins to stabilize, additional recovery operations will take place and recovery collaboration and action may transition to the Recovery Operations Center (ROC).

Community recovery activities and objectives fall into three categories: short-term, intermediate, and long-term. The objectives during the recovery phase include coordinating widespread debris operations, rebuilding infrastructure to meet the whole community needs, and restoring government functions.

### *2.2.4 Mitigation*

Mitigation efforts occur both before and after emergencies or disasters. Some post-disaster mitigation activities may be incorporated into the recovery process. Effective mitigation includes eliminating or reducing the impact of hazards that exist within the City. Mitigation activities may include amending local ordinances and statutes, initiating structural retrofitting measures, and assessing levies or abatements.

## **2.3 Operational Priorities**

The City of San José has established the following general priorities for establishing response goals, governing resource allocation, prioritizing actions, and developing operational strategies. The operational priorities will support the City's overarching priorities priority of: People, Building/Infrastructure, Environment, and Recovery.

### **People**

- **Saving Lives:** The preservation of life is the top priority for the City and takes precedence over all other considerations.
- **Equity:** Delivering services ensuring quality and equity for all racially and ethnically diverse communities and individuals with disabilities and others with access and functional needs is required for all populations throughout the City. There are no emergency waivers to civil rights obligations.



- **Partner engagement:** Engaging community partners that are trusted, knowledgeable about, and representative of, the populations impacted by the disaster event to inform the ongoing response and recovery services, procedures, and communications.
- **Address Human Needs:** Beyond the simple preservation of human life, all possible efforts should be made to provide for basic human needs, including food, water, shelter, and security.
- **Caring for Individuals with Disabilities and Others with Access or Functional Needs (AFN):** Supporting individuals with disabilities and others with AFN is a high priority and requires equitable, coordinated operations to ensure meeting time-sensitive needs and services to maintain health and safety and maximize independence. Specific considerations must be made, at a basic minimum for: communications, transportation, and sheltering.
- **Preservation of local culture and heritage of diverse populations residing in the City.**

#### Building/Infrastructure

- **Protecting Property:** All feasible efforts must be made to protect public and private property and resources (including critical infrastructure) from damage during and after an emergency.
- **Protect and preserve culturally and historically significant properties:** All feasible efforts must be made to protect and preserve culturally and historically significant properties from damage during or after an emergency.

#### Environmental

- **Protect the Environment:** All possible efforts must be made to preserve the City's environment and protect it from damage during and after an emergency.
- **Restore Basic Services:** Power, water, sanitation, transportation, and other essential services must be restored as rapidly as possible to enable residents and businesses to resume their normal activities.

#### Community Recovery

- **Support Community and Economic Recovery:** City of San José representatives must work with the community to ensure that recovery operations are conducted efficiently, effectively, and equitably, promoting expeditious recovery of the affected areas.

#### *2.3.1 Response Objectives*

To ensure alignment with the City's Operational Priorities, the City has established objectives for each phase of emergency management. Measuring and communicating the progress of objectives throughout all phases of emergency management promotes transparency, accountability, and efficiency. Using objectives and benchmarks helps the City track progress as well as allows for continuous improvement and adjustment of operational priorities and activities.

**Table 2-1** provides an overview of the City’s preparedness and response objectives. See the **Community Recovery Support Annex** and **Community Recovery Plan** for recovery objectives. Many activities begin in the preparedness or increased readiness phase of response and carry throughout the initial and extended phases of a response (e.g., communicating with stakeholders, informing the public, etc.). This table is not a complete list of objectives and incident-specific objectives may be added or edited for each incident. Details on the City’s mitigation activities (particularly post-disaster) are included in the **Santa Clara County Operational Area Hazard Mitigation Plan**.

**Table 2-1.** City of San José Emergency Preparedness and Response Objectives.

Preparedness	
1	Develop and maintain inclusive emergency plans and procedures that serve the whole community, especially diverse populations and individuals with disabilities and others with access or functional needs (AFN).
2	Conduct drills and exercises, incorporating all members of the Emergency Management Organization (EMO), including individuals and groups representing vulnerable and diverse populations.
3	Incorporate Agile Principles and Scrum Methods into emergency preparedness training and response operations.
4	Identify resources, staff, and equipment needed to conduct recovery.
5	Assess gaps in resources, staff, and equipment. Purchase additional resources and equipment when feasible and develop agreements or processes to fill outstanding gaps.
6	Review pre-existing mutual aid agreements with other organizations and develop new agreements as necessary.
7	Implement findings from previous After-Action Reports (AAR) and Improvement Plans (IPs) to increase the City’s readiness for future events.
8	Implement inclusive, accessible emergency public education campaigns and emergency warning systems, processes, and procedures.
Increased Readiness	
1	Inform stakeholders of the anticipated event. This may include the Mayor, City Council, City Manager, other key officials, applicable department representatives, all City employees, and external partners or jurisdictions that may provide support.
2	Activate appropriate members of the EMO and mobilize the Incident Management Team (IMT), or individual departments as needed.
3	Determine if EMO operations will occur in person, virtually, or in a hybrid format and prepare facilities, such as the Emergency Operations Center, as necessary.
4	Review the Emergency Operations Plan (EOP) and all relevant annexes, policies, and procedures.

5	Incorporate Agile Principles and Scrum Methods into response operations.
6	Provide just-in-time training.
7	Conduct evacuations of threatened populations in the potentially impacted area(s). Open shelters as needed for evacuees (see the <i>Shelter Management Plan</i> and <i>Mass Care Annex</i> for more information).
8	Increase inclusive, culturally competent public information capabilities (i.e., adding, assigning, and/or training personnel, participating in the Santa Clara County Operational or Regional Joint Information Center [JIC], implementing technology support systems, etc.) and provide warning to at-risk elements of the population, including those with AFN.
9	Pre-position personnel, equipment, and resources.
10	Inspect critical facilities and equipment, including the testing of warning and communications systems.
11	Collect, analyze, and disseminate information to maintain situational awareness on all response activities and to support disproportionately impacted individuals through equitable response efforts.
12	Proclaim a local emergency (note: this may be done during any of the response phases, depending on the severity and impacts of the incident).
<b>Initial Response</b>	
1	Continue to notify and update stakeholders as appropriate.
2	Conduct lifesaving operations.
3	Treat injured individuals and establish a triage system if necessary.
4	Continue evacuation, rescue, and sheltering operations.
5	Disseminate culturally inclusive warnings, emergency public information, and instructions to the community members.
6	Conduct initial damage assessments and surveys.
7	Maintain or restore critical infrastructure, facilities, and equipment.
8	Request mutual aid assistance and/or state and federal assistance.
9	Assess the need and begin preparations for community recovery operations.
<b>Extended Response</b>	
1	Continue to notify and update stakeholders as appropriate.
2	Continue to disseminate culturally inclusive warnings, emergency public information, and instructions to the community members.
3	Request a Gubernatorial state of emergency proclamation and/or Presidential emergency or major disaster declaration (note: this may be done during any of the response phases, depending on the severity and impacts of the incident).
4	Continue mass care and sheltering operations, ensuring accessibility is a priority.

5	Continue restoring critical infrastructure, facilities, and equipment, and expand restoration operations as the situation and resources allow.
6	Continue to assess resource gaps, requesting mutual aid, state, and/or federal assistance as needed.
7	Conduct detailed damage assessments.
8	Establish a Local Assistance Center.
9	Assess the need to open the Recovery Operations Center (ROC), virtually or in person, and determine when to transition from response to recovery operations.

## 2.4 Proclaiming a Local Emergency

The authority to proclaim a Local Emergency in the City of San José is vested in the City Council, or in its absence, the Director of Emergency Services (City Manager), or designated alternate. A proclamation of Local Emergency is invalid after seven days, unless ratified by the governing body (City Council). In the event that the governing body ratifies the proclamation, and the proclamation extends beyond seven days, the governing body must review the need to continue the proclamation at least every sixty days until the Local Emergency is terminated. In any case, the governing body must proclaim the termination of the Local Emergency as soon as conditions warrant. If and when Santa Clara County proclaims a Local Emergency, the City will be covered under their proclamation. According to the California Emergency Services Act, a proclamation of Local Emergency provides the local governing body the authority to:

- Request and receive assistance from local agencies and assistance from the State under the California Disaster Assistance Act (CDAA).
- In the absence of a Presidentially proclaimed State of War Emergency or State of Emergency, recover from the State the cost of extraordinary services incurred in executing mutual aid agreements.<sup>9</sup>
- Provide public employees, Disaster Service Workers (DSWs), and governing bodies with certain legal immunities for emergency actions taken.
- Promulgate orders and regulations necessary to provide for protection of life and property.
- Promulgate orders and regulations imposing a curfew.

Additionally, the City defines in its government code<sup>10</sup> the following:

- In the event of a proclamation of a Local Emergency, or the proclamation of a State of Emergency by the governor or the Director of California Governor's Office of Emergency Services (Cal OES), or the existence of a State of War emergency, the OEM Director is

<sup>9</sup> Reimbursement can be sought under this provision only when approved by the Governor in accordance with orders and regulations promulgated as prescribed in GOV Section §8567

<sup>10</sup> San José Municipal Code 8.08.250

hereby empowered:

- 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 city council.
- To obtain vital supplies, equipment, and such other properties needed for the protection of life and property, and to obligate the city for the fair value thereof and, if required immediately, to commandeer for public use.
- To require emergency services of any city officer or employee and, in the event of the proclamation of a state of emergency in Santa Clara County or the existence of a state of war emergency, to command the aid of as many citizens of this community as he or she deems necessary. Such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered disaster service workers.
- To requisition necessary personnel or material of any city department or agency.
- To execute all of the ordinary powers as city manager, all of the special powers conferred upon him or her by this chapter or by resolution or emergency plan adopted by the city council, as well as all powers conferred by any statute, by any agreement approved by the city council, and by any other lawful authority.

## 2.5 Activation of the Emergency Management Organization

This section lists the levels of emergency and their relationship to activation of the Emergency Management Organization (EMO), or mobilization of the Incident Management Team (IMT), specific departments, or portions of the EMO. This includes information on who can activate and deactivate the EMO and parameters to consider when determining if an activation is necessary. Additional details regarding activation levels, triggers and the staffing plans for each level are found in the ***EOC Operations Guide***.

### 2.5.1 Activation Levels

The City Manager's Office of Emergency Management, as part of its daily operations, maintains an on-call Duty Officer to act as the initial point of contact for evolving event coordination and information sharing. If the event requires it, activation of City resources would follow as specified below.

The City has four activation levels:

- **Level IV: Monitoring** – The City is in a state of readiness. OEM would be in monitoring mode, prepared to recommend activation of any part(s) of the Emergency EMO, including but not limited to the use of an IMT, specific departments, or other portion of the EMO. The OEM Duty Officer along with a City Manager Office emergency contact may make recommendations to gather any portion of the EMO or IMT members to conduct initial meetings to discuss upcoming activation.

- **Level III: Minimum Activation** – The City is experiencing a minor to moderate emergency where local resources are both adequate and available to respond. An IMT may be mobilized, as the full EMO is not required. The IMT may be virtual to support field operations or gather in person at the EOC.
- **Level II: Partial Activation.** – The City is experiencing a moderate to severe emergency where local resources are not adequate, and assistance may be required from other jurisdictions. The EMO is partially activated and staff activity may occur virtually or in person at the EOC. Staffing needs for partial activations vary depending on the scope of the event and must be adaptable to changing conditions.
- **Level I: Full Activation** – The City is experiencing a major to catastrophic disaster where resources in the impacted area are overwhelmed and extensive state and/or federal assistance is required. For a full activation, the EMO is activated, and all or most of the positions in the City’s response organization are filled.

#### *2.5.2 Activation/Deactivation Authorities*

The City of San José Emergency Management Organization can be activated as requested by the following City officials:

- City Manager
- Assistant City Manager
- Deputy City Manager
- Director of Emergency Management
- Police Chief
- Fire Chief

When one of these individuals requests activation of the EMO, they will determine the level of activation, staffing needs, and whether the EOC staffing organization will operate virtually, hybrid, or in person at the EOC, alternate EOC, or another location.

If an emergency is too large to be coordinated from the field, the Department Head whose department is responding may request activation of the EMO. Authority to activate resides with the City Manager or designee.

#### *2.5.3 Activation*

When activating the Emergency Management Organization and determining the staffing levels needed, the responsible official should consider the following as part of the process of activation:

- Determine the scope of the incident or event
- Determine the appropriate level of activation
- Notify/recall the EMO for activation

- Determine whether the EMO will operate virtually, hybrid environment, or in person. Open the EOC, if necessary, and/or prepare web-based platforms to operate virtually.

The **EOC Operations Guide** provides triggers that may factor into activating the EMO as well as a sample of hazard- and threat-specific triggers that may inform the level of activation.

#### 2.5.4 Deactivation

While conditions necessitating the operations of the EMO deescalate, the EMO will be deactivated, and positions and functions demobilized. When all response objectives have been met and/or additional resources are no longer needed, the EMO will be demobilized.

Deactivation criteria that the EOC Director will use in the decision-making process for deactivation should consider:

- The impacted area is in stable condition, and it is likely to remain stable
- Conditions no longer constitute an emergency or danger to people or property

Prior to deactivating the EMO, the Liaison Branch should notify all internal and external partners of the decision to deactivate and the date/time of deactivation, while providing instructions for continued coordination outside the incident. After deactivation, all documentation should be gathered and maintained to support recovery efforts and the after-action review. Additionally, if utilized, the EOC should be restocked and prepared for future activations.

#### 2.5.5 Transition to Community Recovery

Recovery and restoration activities will begin almost immediately upon the initiation of response actions to sync the response activities with the recovery activities. The sequence of recovery activities will vary depending on the specifics of the incident. Short-term and intermediate recovery activities will likely begin while the EMO is still activated as personnel begin to assemble information and data regarding the extent of damages and disaster-related costs and losses, to support requests for recovery resources, and to take the necessary steps for requesting and obtaining State and Federal disaster assistance. As the incident begins to stabilize, additional recovery operations will take place and recovery collaboration and action may transition to the ROC and/or continue as virtual or hybrid operations. See the **Community Recovery Support Annex** and **Community Recovery Plan** for additional information on recovery activities and timelines.

## 2.6 Continuity of Operations

The California Emergency Services Act and the Constitution of the State of California provide the authority for a state and local government to reconstitute itself in the event incumbents are unable to serve. Additional details regarding the City's approach to continuing government authority and responsibilities are found in the **Continuity of Operations (COOP) Plan**. The **COOP Plan** is developed, managed, and published separately from this Emergency Operations Plan.

## 3. Organization and Assignment of Responsibilities

California’s Standardized Emergency Management System (SEMS) designates five organizational levels—field response level, local government level, Operational Area (OA) level, regional level, and state level—with each level being activated in a modular component network style as needed.

### 3.1 SEMS Organization Levels

#### 3.1.1 Field Response

Using the structure of Incident Command System (ICS) and the established standard operating procedures first responders carry out tactical decisions and activities in direct response to an incident or threat. As events evolve and require activation of the Emergency Management Organization (EMO), field level resources maintain local command of incident response and mitigation (in the form of a Department Operations Center [DOC]) while coordinating with activated EMO staff, who may be staffing the Emergency Operations Center (EOC). DOCs and their coordination relationships with the field level and the EOC staff are defined in **Section 4.2.2**.

#### 3.1.2 Local Government

The City of San José (City) is a local government.<sup>11</sup> According to California Government Code and SEMS doctrine, a local agency (local government) includes incorporated cities, special districts, and the county. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their EMO is activated or a Local Emergency is proclaimed, to be eligible for state reimbursement of response-related costs.

#### 3.1.3 Operational Area

The County of Santa Clara is the designated Operational Area in which the City of San José resides. The OA facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments in the OA. The OA serves as the coordination and communication link between the local government level and regional level (California Governor’s Office of Emergency Services [Cal OES] Coastal Region).

The “Operational Area” is conceptual in nature and incorporates the effective incident management collaboration of the various jurisdictions within the boundaries of Santa Clara County. The County of Santa Clara, as a jurisdiction and organization, is charged with taking the lead coordination and arbitration role within the OA and with being the primary point of contact for the region and state. In an OA lead entity capacity, the County manages and/or coordinates information, resources, and priorities among local governments and serves as the

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<sup>11</sup> California Government Code §8680.2 - “Local agency” (or local government) means any city, city and county, county, county office of education, community college district, school district, or special district.



link between the local government level and the regional level. At this level, the governing bodies of all local jurisdictions are required in SEMS to reach consensus on how resources will be allocated in a major crisis affecting multiple jurisdictions or agencies.

California Government Code, Title 2, Division 1, Chapter 7, Article 9—California Emergency Services Act—defines an operational area as:

“Each county is designated as an operational area. In a state of war emergency each operational area shall serve as a link in the system of communications and coordination between the state’s emergency operating centers and the operating centers of the political subdivisions comprising the operational area.

The governing bodies of each county and of the political subdivisions in the county may organize and structure their operational area.

An operational area may be used by the county and the political subdivisions comprising the operational area for the coordination of emergency activities and to serve as a link in the communications system during a state of emergency or a local emergency.”  
(Government Code § 8605)

Additionally, in accordance with California Code of Regulations (CCR), Title 19, Division 2, Chapter 1, Article 4—SEMS—“The county government shall serve as the lead agency of the operational area unless another member agency of the operational area assumes that responsibility by written agreement with county government.” (19 CCR § 2409)

In accordance with state statute the OA was organized in 1995 with a cooperative agreement (Santa Clara County Ordinance Code § A8-5) between the County and the 15 cities/towns located within the county geographic area. The Santa Clara County Operational Area Disaster Response and Recovery Organization Interim Agreement defines the OA and provides for sharing of critical information and emergency resources in a disaster, as well as for compliance with SEMS requirements.

#### *3.1.4 Regional*

As identified in the California State Emergency Plan (SEP), the Cal OES regional level coordinates information, resources, and state agency support among OAs within the mutual aid region and between the OAs and the state level. The regional team does so by being the primary conduit of the Cal OES relationships with the OAs. There are three Cal OES Administrative Regions – Inland, Coastal, and Southern – which are further divided into six mutual aid regions. When an incident occurs, or information is received that may require Cal OES or other state support or expertise, Cal OES regional staff will deploy to an OA’s (or other) EOC or Incident Command Post (ICP) to provide any necessary technical advice, support, or on-scene assistance. The City of San José is within the Cal OES Coastal (Administrative) Region and Mutual Aid Region II.

#### *3.1.5 State*

The State level of SEMS prioritizes tasks and coordinates State resources in response to requests from the regional level; it coordinates mutual aid among the mutual aid regions and between the Regional level and State level. The State level operates out of the State Operations

Center (SOC).

The SOC is in Sacramento at the Cal OES headquarters. Cal OES manages state resources in response to the emergency needs of the other levels. The State also serves as the coordination and communication link between the State and the Federal disaster response system.

## 3.2 Additional Support and Planning Organizations

The groups, committees, and organizations identified below all participate in ensuring the county's preparedness to respond to emergencies and disasters.

### 3.2.1 Disaster Service Workers

#### City Disaster Service Worker

In accordance with state law (CCR Title 2, Division 2, Chapter 2, Subchapter 3) and City Policy, all City employees are automatically designated as a Disaster Service Worker (DSW). In the event of an emergency the expectation is that City employees will secure their own homes and families and then, if possible, they will return to the City to assist in response activities. City employees, as DSWs, will play an important role in maintaining the services necessary for the community to recover from a disaster.

DSWs provide services and support during declared emergencies or disasters. In the event of a major emergency or disaster, City employees may be called upon to perform certain duties in support of emergency management operations. In the City:

- DSWs may be asked to serve at locations, times, and under conditions other than normal work assignments.
- Assignments may include duties within the EOC, in the field, or at another designated location.
- Under no circumstances will City employees that do not usually have a response role in their day-to-day responsibilities be asked to perform duties or functions that are hazardous, that they have not been trained to perform, or that are beyond their recognized capabilities.

#### Volunteer Program

The Disaster Service Worker Volunteer (DSW-V) Program, as managed by Cal OES, encourages community members to volunteer as a DSW-V. This program was created as the result of legislation to provide workers' compensation benefits to registered DSW-Vs who are injured while participating in authorized disaster-related activities, including pre-approved training. Disaster service, as defined for the Program, is designed to aid in the preparedness, response and recovery phases in a disaster or emergency. The Program also provides limited immunity from liability, as long as they carry out the duties for which they were trained. Volunteers may register with the City through designated Emergency Volunteer Centers (EVC) during response and fill important roles in the overall response effort. **Sections 3.2.2 and 3.2.3** provide information on City designated volunteer programs that provide opportunities to register the volunteers as DSW-Vs prior to an emergency.

Additional information on DSW and DSW-V can be found in **Section 8.1**.

### *3.2.2 Community Emergency Response Team*

The Community Emergency Response Team (CERT) program educates people about disaster preparedness for hazards that may impact their immediate area and trains them in basic disaster response skills such as fire safety, light search and rescue, team organization, and disaster medical operations. The CERT program allows community members to prepare for an emergency and serve as affiliated volunteers under the DSWVP when necessary.

Using classroom and simulation-based education, CERT members can assist others in the neighborhood or workplace immediately following an event when emergency responders may not be immediately available to help.

The City's Office of Emergency Management (OEM) will continue to promote a consistent and standardized approach to CERT team activation, mobilization, utilization, and integration into the City's Incident Management structure.

### *3.2.3 Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services*

The City coordinates with trained amateur radio operators, registered with their respective Amateur Radio Emergency Services / Radio Amateur Civil Emergency Services (ARES/RACES) organization. Local ARES/RACES radio operators are a primary source of initial damage assessment in any significant incident. They respond immediately to any obvious incident with assessment of their local area and report to the City radio personnel at the EOC.

ARES/RACES individuals are registered as DSW-Vs for the City, providing immunity from liability and protecting the registered volunteers from financial loss as a result of injuries sustained while engaged in disaster service activities. All ARES/RACES volunteers are trained in a curriculum approved by the City's Emergency Services Council.

### *3.2.4 Emergency Management Working Group*

The Emergency Management Working Group (EMWG), established in 2017, was initiated to provide an interdepartmental platform to discuss policies, programs and plans related to emergency management and response, including this EOP. There are two teams within the EMWG, a Policy Team and an Operational Management Team. These teams include Department Directors, Assistant Directors, Deputy Directors and/or Department Representatives given the authority to commit department resources to facilitate departmental capability and readiness to respond to an emergency.

### *3.2.5 Emergency Services Council*

The City of San José Emergency Services Council was established in 1947, consistent with the California Emergency Services Act, and accredited by Cal OES. The purpose of the Emergency Services Council is to:

- Review plans and procedures, and when appropriate, recommend adoption by the City Council.

- Review agreements (mutual aid or others), and when appropriate, recommend adoption by the City Council.
- Review and approve how volunteer organizations are organized and integrated with city response, including CERT and RACES organized volunteer programs.

The Emergency Services Council includes eighteen members, including the City leaders (e.g., City Manager, Mayor), Co-Responders (e.g., Cal OES Regional Administrator, Santa Clara County Office of Emergency Management), and other response organizations (e.g., American Red Cross, San José Unified School District).

### 3.2.6 Special Districts and Other Organizations

Many special districts, utilities, and private companies such as the Valley Transportation Authority (VTA), Santa Clara Valley Water District (SCVWD), and San Jose Water Company also have incident management systems for continuity of operations and to provide resources in support of an emergency response. Community Based Organizations (CBOs), Non-Governmental Organizations (NGOs), and private-sector organizations provide a range of services to address needs that are wholly or partly unmet by local, state, and federal governments during response and recovery operations.

## 3.3 City Roles and Responsibilities

Roles and responsibilities for City departments/agencies in **Table 3-1**.

**Table 3-1.** Departments/agencies with roles supporting the City’s Emergency Management Operations.

Department / Agency	Responsibilities
Airport	<ul style="list-style-type: none"> <li>• Provides management of all the airport assets</li> </ul>
City Council	<ul style="list-style-type: none"> <li>• Ratifies formal proclamation of a Local Emergency</li> <li>• Approves Emergency Operations Plan (EOP) and any future revisions</li> <li>• Makes, enforces, or waives City of San José (City) regulations to facilitate an effective emergency response</li> <li>• Activate and facilitate ten Disaster District Offices during an emergency to provide conduit between community and Emergency Operations Center (EOC)</li> </ul>
City Manager’s Office (CMO)	<ul style="list-style-type: none"> <li>• Provides direction for the overall City coordination of Local Emergency response efforts</li> <li>• Directs EOC during activations</li> <li>• Directs recovery operations</li> <li>• Leads City response and recovery efforts</li> <li>• Issues initial Local Emergency proclamation for the City</li> </ul>
CMO Budget	<ul style="list-style-type: none"> <li>• Provides budgetary management of city resources</li> </ul>
CMO Employee Relations	<ul style="list-style-type: none"> <li>• Implements the City Disaster Service Worker (DSW) Policy</li> <li>• Reassigns city staff as needed during an emergency</li> <li>• Works with unions to address concerns</li> </ul>

Department / Agency	Responsibilities
CMO Office of Emergency Management	<ul style="list-style-type: none"> <li>• Oversees the City of San José Emergency Management Program</li> <li>• Advises City Manager and Elected Officials on Emergency Management policies and procedures</li> <li>• Provides emergency management training to key stakeholders</li> <li>• Initiates warnings and notifications</li> <li>• Maintains the EOP and the City EOC in a constant state of readiness</li> </ul>
CMO Communications	<ul style="list-style-type: none"> <li>• Provides public information services for the city</li> <li>• Supports language translations through the Language Access Team</li> </ul>
CMO Racial Equity	<ul style="list-style-type: none"> <li>• Gathers and analyzes data regarding racial equity to promote inclusion and enhanced cultural awareness for preparedness and response activities</li> <li>• Encourages and assists with racial equity impact assessment for emergency management projects</li> </ul>
City Attorney's Office	<ul style="list-style-type: none"> <li>• Provides legal advice during emergency operations</li> </ul>
City Auditor's Office	<ul style="list-style-type: none"> <li>• Conducts internal audits on incident-related costs</li> </ul>
City Clerk's Office	<ul style="list-style-type: none"> <li>• Maintains DSW registrations</li> <li>• Maintains City of San José critical government vital records</li> </ul>
Economic Development	<ul style="list-style-type: none"> <li>• Assists with post-disaster economic recovery</li> <li>• Assists with liaison efforts with private sector</li> <li>• Assists with liaison efforts with other response partners</li> </ul>
Employee Relations	<ul style="list-style-type: none"> <li>• Advises on the DSW Policy of San José's Volunteer Program</li> <li>• Manages timekeeping and payroll</li> </ul>
Environmental Services	<ul style="list-style-type: none"> <li>• Support debris management activities</li> <li>• Identifies temporary collection and processing sites for debris</li> <li>• Provides water services to a third of the city – coordinates repair of infrastructure and restoration of services</li> <li>• Provides regional wastewater services – coordinates repair of infrastructure and restoration of services</li> <li>• Manages waste and recycling programs</li> <li>• Coordinates sorting of recyclable debris</li> </ul>
Finance	<ul style="list-style-type: none"> <li>• Supports emergency resource procurement</li> <li>• Facilitates post-disaster cost-recovery</li> <li>• Establishes systems/procedures in advance of an emergency to deal with tracking all emergency costs, etc. for recovery</li> </ul>
Fire	<ul style="list-style-type: none"> <li>• Mitigates fire risk through public information and outreach and fire code enforcement</li> <li>• Confines and extinguishes fires</li> <li>• Provides search, rescue, and recovery<sup>12</sup> operations</li> <li>• Coordinates Fire and Rescue Mutual Aid for the City (local government)</li> <li>• Responds to hazardous material incidents</li> <li>• Conducts triage and victim care during mass causality incidents</li> </ul>
Housing	<ul style="list-style-type: none"> <li>• Coordinates post-disaster interim, transitional, and long-term housing solutions</li> </ul>

<sup>12</sup> Recovery in this usage, refers to recovery of the deceased in coordination with the Coroner-Medical Examiner

Department / Agency	Responsibilities
Human Resources	<ul style="list-style-type: none"> <li>• Manages workers compensation claims</li> <li>• Advises on City employees as DSWs and assists in the recall of employees during emergencies.</li> </ul>
Information Technology	<ul style="list-style-type: none"> <li>• Provides technical support for all Information Technology applications and systems</li> </ul>
Library	<ul style="list-style-type: none"> <li>• Provides support for information gathering</li> <li>• Supports advanced planning</li> <li>• Provides language access and communications support services</li> </ul>
Mayor's Office	<ul style="list-style-type: none"> <li>• Communicates with constituents regarding their concerns and needs</li> <li>• Coordinates with elected officials to facilitate assistance for community needs</li> </ul>
Parks, Recreation, and Neighborhood Services	<ul style="list-style-type: none"> <li>• Coordinates shelter activations and operations</li> <li>• Coordinates the provision of Mass Care services</li> </ul>
Planning, Building, and Code Enforcement	<ul style="list-style-type: none"> <li>• Coordinates safety assessments</li> <li>• Coordinates damage assessment activities for private-sector facilities</li> <li>• Manage land use changes post-disaster when changes need to be made to avert similar problem in future</li> </ul>
Police Department	<ul style="list-style-type: none"> <li>• Manages law enforcement activities for the City</li> <li>• Manages and coordinates evacuations in the City</li> <li>• Provides security and perimeter control for critical facilities and other vulnerable emergency response locations</li> <li>• Coordinates law enforcement mutual aid for the City (local government)</li> </ul>
Public Works	<ul style="list-style-type: none"> <li>• Coordinates debris clearance for city government facilities</li> <li>• Manages city vehicle fleet to include fuel management</li> <li>• Coordinates damage and safety assessments for City facilities</li> <li>• Provides technical support for all Geographic Information Systems and applications.</li> </ul>
Transportation	<ul style="list-style-type: none"> <li>• Maintains transportation technology systems and sewer and storm drainage systems on City roads</li> <li>• Coordinates the debris management activities including: <ul style="list-style-type: none"> <li>○ Coordinates debris clearance from roads and right of ways</li> <li>○ Coordinates damage assessments for roads and bridges under local jurisdiction</li> </ul> </li> </ul>

**Table 3-2** presents City departments/agencies and their primary and supporting roles in the City's staffing the EMO. **Primary agencies** are those entities that are responsible for overall management and have significant authorities, roles, resources, and capabilities for a particular function. **Support agencies** are those entities with specific capabilities or resources that support the Primary Agencies in executing the mission of the function. The primary distinction between the primary and the support entities is the frequency at which the agency is expected to actively participate in a function.

**Table 3-2.** Matrix of EOC Roles and the Departments that have Primary and Support Roles.

ICS Function	Departments	Airport	Auditor	Budget	City Clerk	City Council	City Attorney	City Manager	Communications	Community Energy / Clean	Economic Development	Emergency Management	Employee Relations	Environmental Services	Finance	Fire	Housing	Human Resources	IT	Library	Mayor	Parks, Recreation, and Neighborhood Services	Planning, Building, and Code Enforcement	Police	Public Works	Racial Equity	Transportation
Management	EOC Director						P																				
	Assistant to the EOC Director						P																				
	AFN Coordinator							S											S								
	Legal Advisor						P																				
	Liaison Branch					S		P		S	S									S							
	Emergency Public Information Branch					S		P	S	S			S		S			S	S	S		S	S		S		
	Safety Officer										S						P					S					
Operations	Airport Branch	P																									
	CERT										P				S												
	Community Energy Branch									P																	
	Damage Assessment Branch	S									S		S	S	S			S			S	P	S	S		S	
	Debris Management						S	S			S		S	S	S						S	S	S	S		P	
	Environmental Services Branch												P											S		S	
	Fire and Rescue Branch														P												
	Homelessness Branch															P											
	Law Enforcement Branch																					P					
	Mass Care Branch						S	S			S	S			S	S	S	S	S	S		P	S	S		S	
	Public Works Branch												S											P			
	Transportation Branch	S																								P	

ICS Functions		Departments	Airport	Auditor	Budget	City Clerk	City Council	City Attorney	City Manager	Communications	Community Energy / Clean	Economic Development	Emergency Management	Employee Relations	Environmental Services	Finance	Fire	Housing	Human Resources	IT	Library	Mayor	Parks, Recreation, and Neighborhood Services	Planning, Building, and Code Enforcement	Police	Public Works	Racial Equity	Transportation
Planning & Intelligence	Action Planning Unit												P								S							
	Advanced Planning Unit												P															
	Damage Data Unit	S											S		S		S			S	S		S	P	S	S		S
	Documentation Unit								P				S						S		S				S			
	FirstNet / Alert & Warning Unit								P				S															
	GIS Unit																			S				S		P		
	Innovation Branch																			P								
	Situation Status Branch								P				S		S						S			S	S	S		S
Logistics	Facilities and Utilities Unit										S															P		
	Fleet and Fuel Unit																									P		
	IT Support Unit																			P								
	Personnel Unit					S								S					P									
	Procurement Unit			S											S											P		
	Volunteers Unit					S								S					S		S		S					
Finance & Administration	Claims and Compensation Unit			S										S		S			P									
	Cost and Time Unit		S	S												P			S									
	Purchasing Unit			S												P												
	Risk Management Unit															P												



ICS Functions	Departments	Airport	Auditor	Budget	City Clerk	City Council	City Attorney	City Manager	Communications	Community Energy / Clean	Economic Development	Emergency Management	Employee Relations	Environmental Services	Finance	Fire	Housing	Human Resources	IT	Library	Mayor	Parks, Recreation, and Neighborhood Services	Planning, Building, and Code Enforcement	Police	Public Works	Racial Equity	Transportation
Recovery	Recovery Transition	S	S	S		S	S	P	S	S	S	S	S	S	S	S	S		S	S	S	S	S	S	S	S	S
	Program Administration Unit			S							S	S			P			S	S	S		S	S		S		
	Recovery Action Planning							P			S																
	Cost Recovery											S			P												
	Diversity, Equity, and Inclusion																								P		
	Community Planning and Capacity Building										P											P					
	Economic and Business					S				S	P						P										
	Health and Social Services						S					S										P					
	Housing												S				P						S				
	Infrastructure	S								S					S								S		P		S
	Natural and Cultural										S			P													

P = Primary Agency  
S = Support Agency

## 4. Direction, Control, and Coordination

The City Manager, Assistant City Manager, Deputy City Manager, and Deputy City Managers have the power to direct staff and civilian responses in the City of San José (City) and to settle questions of authority and responsibility. If necessary to protect life and property or to preserve public order and safety, the City Council or the City Manager, as the Director of Emergency Service defined by City of San José's Municipal Code 08.08.200 may promulgate orders and regulations. These must be in writing and must be given widespread publicity. In a proclaimed emergency, the City Manager, or designee may buy or commandeered supplies and/or equipment and may command the aid of individuals residing in the City.

Additionally, the Governor has the power to suspend State agency orders, rules, or regulations that may impede emergency responses. Local governments generally do not have this power, except by order of the Governor.

A basic premise of the National Incident Management System (NIMS) is that all incidents start and end locally. During an emergency, the City maintains responsibility for emergency management activities within its jurisdiction, unless otherwise superseded by statute or agreement in accordance with authorities conveyed under state law and local ordinances. The City maintains control over its resources, though the Governor has the legal authority to assume control in a State Proclamation of Emergency.

### 4.1 Response Structure

#### 4.1.1 Incident Management Team

The City's Incident Management Team (IMT) includes City personnel that fill key roles during emergency response and decision-makers regarding emergency operations. These individuals often fill command and general staff roles in a typical Incident Command System (ICS) (e.g., Operations Section Chief, Planning Section Chief, Incident Commander, or Emergency Operations Center Director, etc.).

When an incident is anticipated or imminent, the IMT will be activated or on standby in anticipation of an upcoming response. The IMT typically assembles (in person or virtually) before an incident occurs or at the start of an incident (see **Section 2.5.1** for more information on activation levels). The gathering of the IMT during Activation Levels III and IV allows decision makers, subject matter experts, and emergency response personnel to begin preparing for response operations and may lessen the time it takes to activate additional members of the Emergency Management Organization (EMO).

As with all components of an ICS, the City's IMT is a flexible and scalable group of people. From event to event, the IMT includes many of the same key decision makers that provide support and direction, but also includes different subject matter experts, agency leaders, and response personnel depending on the incident. For example, in anticipation of a weather-related incident, the IMT may include individuals from public works or transportation, whereas, in response to a pandemic, the IMT may include public health officials. Once the full EMO is activated, the IMT dissolves into the EOC organization, in a virtual, hybrid or in persons mode.

As IMT members take on roles and responsibilities of the EMO and/or Emergency Operations Center (EOC) Staffing Organization (see **Figure 4-1**).

#### 4.1.2 Emergency Management Organization

The City's Emergency Management Organization includes all response partners and personnel that make up the team of organizations and individuals that prepare for and respond to incidents within the City. The EMO includes all City departments and employees, volunteer forces, and all groups, organizations, or individuals who are charged with protection of life and property in the City of San José during an emergency. This team staffs the EOC and Department Operations Centers (DOCs), either in person or virtually, and fills roles on the City's overall response organization.

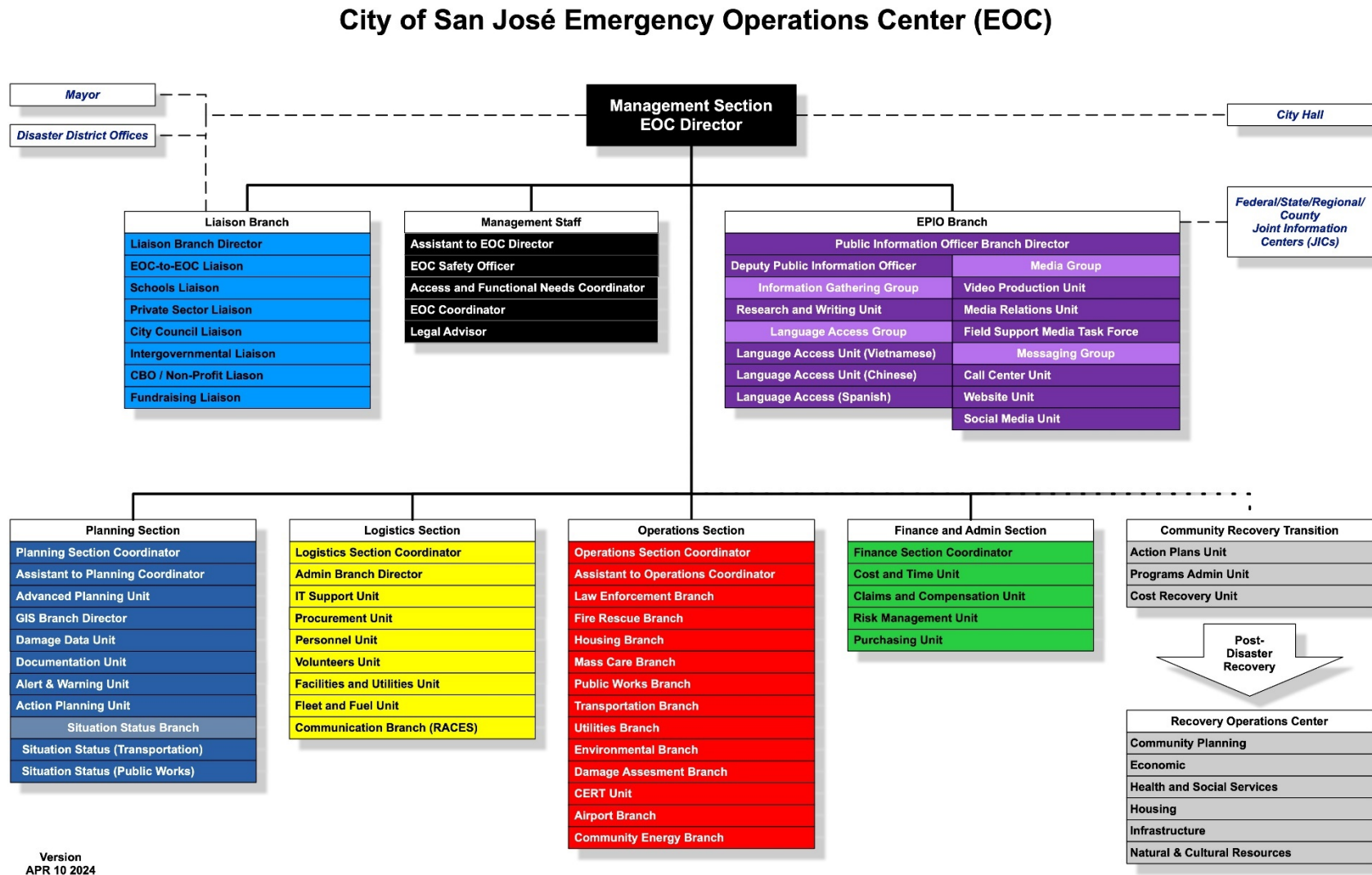
#### Emergency Organization

According to City Code 8.08.220, *"All officers and employees of the city, 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 be charged with duties incident to the protection of life and property in San José during an emergency, shall constitute the city's emergency organization."*

#### 4.1.3 EOC Staffing Organization

The organizational structure for the EOC staff is consistent with an "ICS-like" EOC Organization Structure defined in current NIMS guidance, with a management section and five functional sections: Operations, Planning/Intelligence, Logistics, Finance/Administration, and Recovery. **Figure 4-1** presents the EOC staffing organization chart for the City of San José. Note, as described in **Section 4.2**, the EOC may operate in person, virtually, or in a hybrid format. In any case, the same staffing organizational structure will be followed.

Figure 4-1.EOC Staffing Organization.



## 4.2 Emergency Operations Center

The City of San José Emergency Operations Center (EOC) provides a centralized location where emergency management coordination and decision-making can be supported during a critical incident, major emergency, or disaster. When the Emergency Management Organization is activated, the EOC can provide support for a number of critical tasks related to communications, coordination, resource management, and executive leadership. Additionally, the EOC staff coordinate tasks that augment Department Operations Centers (DOC) operations.

Depending on the situation, the City may respond virtually or in hybrid EOC environment through the use of Microsoft Teams or Zoom. These platforms are robust and provide users the ability to coordinate channels for incidents, share real-time information, and meet virtually with a wide variety of stakeholders both internally as well as externally.

While the physical EOC provides a functional space for response staff to gather and coordinate, the EMO can conduct response operations when operating virtually or in a hybrid format. Virtual operations can be considered at any time, but may be particularly useful in situations such as an infectious disease event when social distancing is important, in the early or late stages of an incident when the EMO is only partially activated and response activities are minimal, or when an incident occurs that disrupts critical infrastructure, such as transportation and roadways, and staff are unable to get to a physical EOC.

### 4.2.1 Primary and Alternate EOC Locations

The EOC is a physical location that may or may not be used during an activation of the EMO. When deemed appropriate by the individual that activates the EMO (see **Section 2.5**), the City's response staff will gather in the EOC to conduct operations. The EOC is located at **1591 Senter Road**.

Instructions for activating the EOC and position-specific checklists are included in **EOC Operations Guide** and are kept within the entrance to the EOC Operations Room.

If the primary EOC is unusable, the alternate (in-person) EOC, located at the **San José Police Department, South Substation, 6087 Great Oaks Parkway**, may be used. Mobile radios, phones and computers will permit re-location of the EOC to any appropriate location if circumstances dictate.

### 4.2.2 Department Operations Centers

Just as the EOC is a physical location, DOCs are also physical locations that City agencies use to respond to support the mission of the EMO. Depending on the situation, City agencies may choose to operate their DOC remotely or in a hybrid environment.

A Department Operations Center is an operational and logistical entity that is designed to coordinate functional support for incident management at the department level. The role of a DOC typically involves two functions: continuing critical pre-disaster operations and providing functional support to field response operations.

Each agency that maintains a DOC can choose to activate their response personnel and operate

out of their DOC depending on the situation and the support needed for field-level personnel. Agencies can activate their DOC and response personnel with or without the activation of the EOC and the City-wide EMO. When the EMO is activated, DOCs and their staff can serve as extensions of the functional branches in the Operations Section.

City departments maintain and may activate the following DOCs:

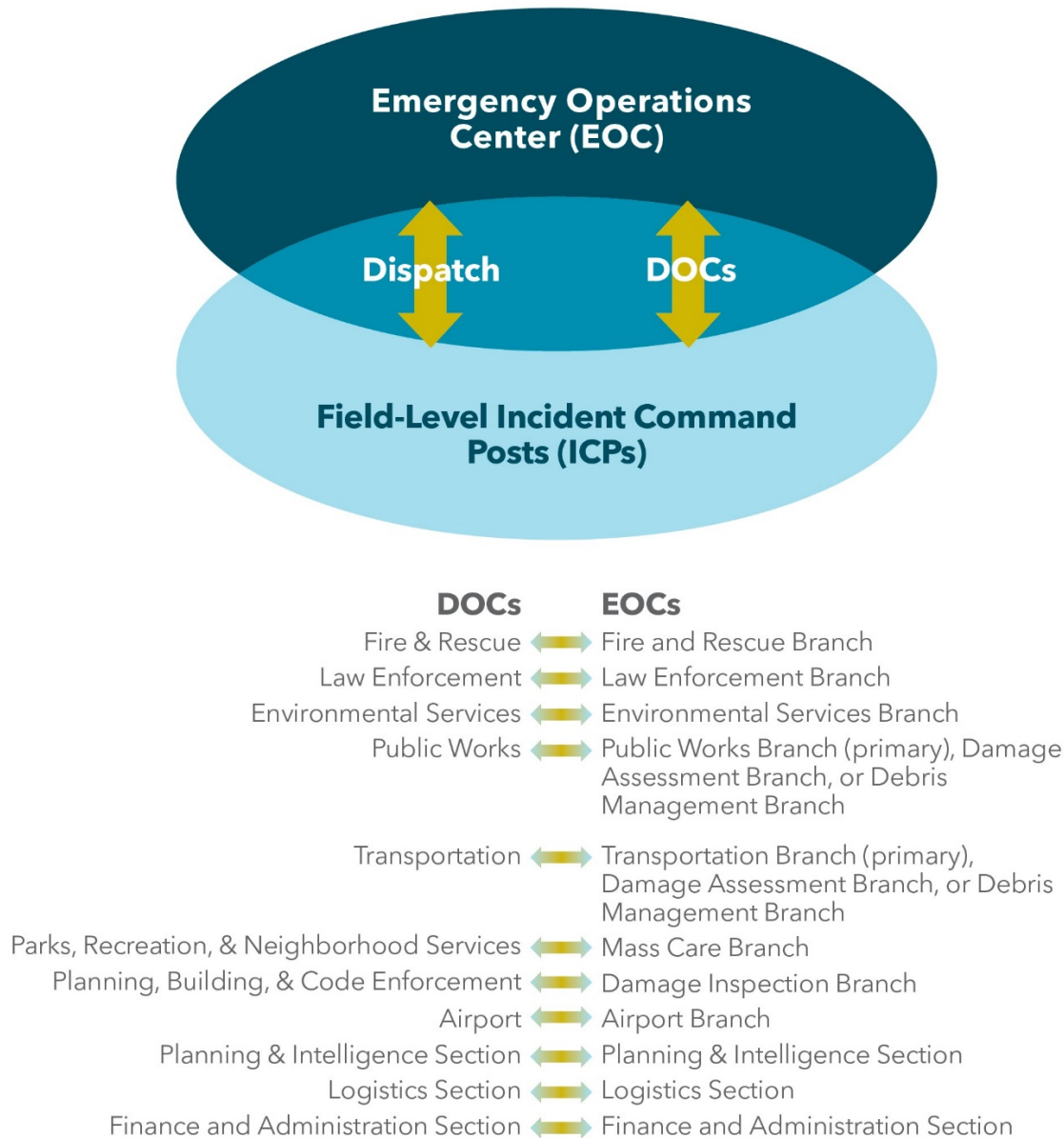
**Table 4-1.** Locations of Department Operations Centers (DOC)

DOC	Location
Fire & Rescue	1661 Senter Road
Law Enforcement	201 W. Mission Street
Environmental Services	700 Los Esteros Road
Public Works	1661 Senter Road
Transportation	200 E. Santa Clara Street
Parks, Recreation, and Neighborhood Services	3369 Union Avenue
Planning, Building, and Code Enforcement	200 E. Santa Clara Street
Airport	1701 Airport Boulevard, Suite B-1130

### 4.3 Coordination with Field-Level Incident Command Posts

Field-level responders organize according to the ICS and coordinate with Dispatch Centers, Incident Command Posts (ICPs), DOCs, and/or the EOC to share information and request support. Coordination occurs through aligned functional elements within the incident management organizations shown in **Figure 4-2**. In this section, when referring to coordination with the EOC and DOCs, the terms can mean either the in person EOC/DOCs or virtual EOC/DOCs. As all responding entities are considered part of the City’s EMO, the terms EOC and DOCs are used in this section to explain the coordination between field level personnel (tactical operations) and the response organization (overall incident management operations).

**Figure 4-2. ICP, DOC, and EOC Coordination and Linkages.**



*\*DOC = Department Operations Center*

#### 4.3.1 Coordination with DOCs

DOCs provide support to ICPs and coordinate with the EOC staff to request resources and to share information. Communication and information sharing between the DOCs and the EOC occurs between an Operations Section representative from the DOC and the associated Branch Coordinator in the Operations Section of the EOC.

Additionally, coordination occurs between like or similar positions in DOCs and the EOC (i.e., DOC Planning and Intelligence Section with EOC Planning and Intelligence Section).



#### *4.3.2 Coordination with the Operational Area*

The City EOC staff coordinate with the Santa Clara County Operational Area (OA) EOC when activated. Coordination occurs to request resources and share information. Communication between the City EOC and OA EOC occurs between position counterparts. For example, the City EOC Planning Section Chief communicates with the OA EOC Planning Section Chief. Additionally, during complex or large-scale incidents, the City may send a liaison to the Santa Clara OA EOC to facilitate communication and coordination, especially in support of resource management. This person is part of the City's EOC Liaison Branch.

#### *4.3.3 Coordination with Special Districts and Utilities*

When activated, the City EOC staff coordinate with special districts and utilities through their activated EOCs to share information and request or provide support as necessary. For some incidents the City may choose to send a liaison to a special district or utility or they may send a liaison to the City EOC in order to more efficiently share information and make decisions. Depending on the magnitude of the incident and personnel availability, special district and utility liaisons may need to provide the liaison to the County EOC as a resource in support of the entire OA and its jurisdictions.

#### *4.3.4 Coordination with Non-Profit and Voluntary Organizations*

Voluntary Organizations Active in Disasters (VOAD) include non-profits and faith-based organizations that offer their services with no legal mandate. VOADs mobilize and provide valuable assistance for survivors before, during, and after incidents. These organizations train and plan to effectively integrate volunteers into the City's incident response and recovery organization. Use of voluntary organization doesn't necessarily mean all-volunteer services are free. Some services, resources, and expertise may be offered by community- or faith- based groups but they may need assistance in covering costs to do so in times of emergency or disaster.

Voluntary organizations provide field and tactical operations with culturally informed expertise, situational awareness, and knowledge of the impacts on disproportionately impacted individuals. Disproportionately impacted individuals live throughout the City and may commonly be found in neighborhoods lacking adequate resources on a daily basis (e.g., areas with limited access to fresh, healthful foods, accessible transportation, accessible housing, and health maintenance services). There will be different populations affected during different incidents and with functional variables and needs associated with shifting demographics and transience (visitors, travelers, workers, etc.). VOAD and other community- and faith-based organizations serve as invaluable partners in assisting City response personnel to better understand service needs and respond appropriately. Additionally, the organizations may serve as a community review mechanism in information resourcing, outreach, language translations, outreach quality assurance support, after action reporting, and engaging diverse populations in pre-disaster training and exercises.

The Collaborating Agencies' Disaster Relief Efforts (CADRE) is the official local VOAD for Santa Clara County under Northern California's State and supports the City's needs for addressing:



- Access and Functional Needs
- Food sourcing and Distribution
- Disaster Client Casework and Case Management
- Donations Management of used household goods

CADRE maintains an already established, written coordination framework and individuals serving as the CADRE Duty Officer and point of contact.

The City of San José administers a Community Emergency Response Team (CERT) program, educating volunteers from the community about disaster preparedness for the hazards that are most likely to occur in the City and in basic response skills, such as fire safety, light search and rescue, team organization, and disaster medical operations. CERT offers a consistent, nationwide volunteer training curriculum that professional responders can rely on during disaster situations, allowing them to focus on more complex tasks.

## 5. Information Collection, Analysis, and Dissemination

A primary objective of the City of San José's (City's) Emergency Management Organization (EMO) is the timely gathering of accurate, accessible, and consistent information during an emergency and sharing vetted intelligence to ensure coordinated, timely emergency response and continuity of government. The EMO will use a variety of tools and resources available to them to display and communicate current information so that all engaged in the emergency response can quickly comprehend what actions have been taken, what resources are available, and the damage status across the City/jurisdiction. Establishing a common operating picture and maintaining situational awareness are essential to incident management and are a major role of the Emergency Operations Center (EOC) staff.

Information relating to the incident or event is often collected before an incident through routine monitoring of warning sources and credible threats. This information is used for advance preparedness and planning, to devise incident management strategies and action plans, and to make decisions about notifying the public. The Office of Emergency Management (OEM) will use this information to determine what steps should be taken, such as recommending activation of the EMO. Once the EMO is activated, the responsibility of information collection, analysis, and dissemination switches from OEM to the Planning and Intelligence Section.

Additional information on information collection, analysis, and dissemination can be found in the City's ***EOC Operations Guide***.

## 6. Emergency Communications Operations and Public Information

The City of San José (City) strives to keep the public as informed as possible during an emergency and uses its relationships with multiple jurisdictions and agencies, including non-governmental organizations (NGOs) and private businesses to disseminate information. During an emergency response, the EPIO Branch provides support to the incident by handling inquiries from the media, the public and elected officials; developing and disseminating emergency public information and warnings; monitoring media and social media outlets; and completing other functions required to gather, verify, coordinate, and disseminate accurate, accessible, and timely information related to the incident, particularly regarding information on public health, safety, and protection.

The City utilizes a Joint Information System (JIS), which is the broad mechanism that organizes, integrates, and coordinates information to ensure timely, accurate, accessible, and consistent messaging activities across multiple jurisdictions and/or disciplines with the private sector and NGOs. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, tribal, territorial, regional, local, and private sector PIOs and established Joint Information Centers (JICs) at each level of Standardized Emergency Management System (SEMS) are critical elements of the JIS.

The Joint Information Center is a central location that can assist in facilitating the operation of the JIS. As needed, the City will activate a JIC in multijurisdictional incidents. It is a location where personnel with public information responsibilities from multiple agencies, departments, and other local governments perform critical emergency information functions, crisis communications, and public affairs functions. JICs may be established at various levels of government, at incident sites, or can be components of Federal, State, tribal, territorial, regional, or local multi-agency coordination (MAC) groups (e.g., MAC Groups or Emergency Operations Centers). A JIC may be a physical location but may also coordinate operations virtually depending on the incident.

For more information on crisis communications and public information, see the ***Emergency Communications Operations Support Annex*** and ***Emergency Communications Operations Plan***.

## 7. Resource Management

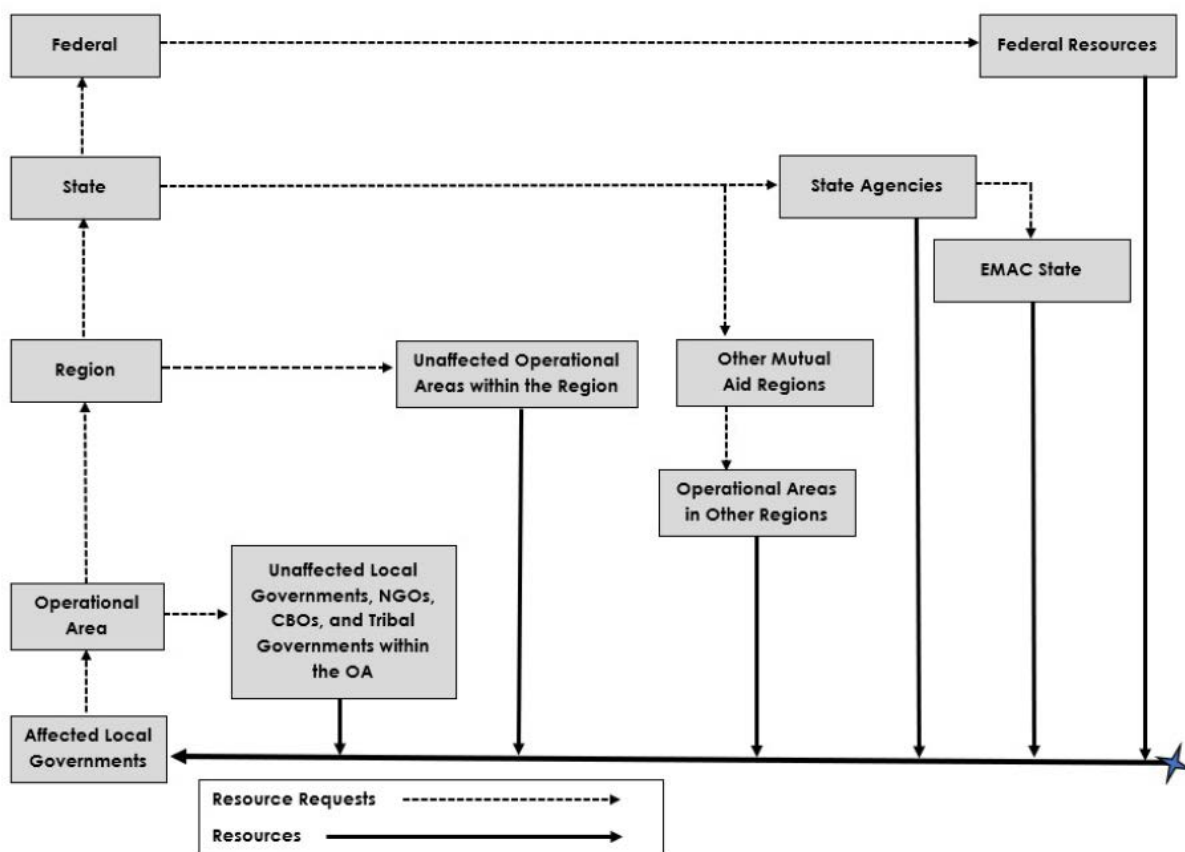
The City of San José (City), like most jurisdictions, does not own and maintain all the resources necessary to address all potential threats and hazards. Effective resource management includes making good use of each jurisdiction's resources, engaging private sector resources, involving volunteer organizations, and encouraging further development of mutual aid agreements. Resource management preparedness involves identifying and typing resources; qualifying, certifying, and credentialing personnel; planning for resources; and acquiring, storing, and inventorying resources. The National Incident Management System (NIMS) Resource Management component identifies five kinds of resources: personnel, equipment, teams, supplies, and facilities.

### 7.1 General Resource Request Flow

Resource requirements for supplies, equipment, vehicles, facilities, or personnel are initially filled from within the City departments. Once internal resources have been exhausted (to include inventories on hand and procurement from vendors) or when a shortfall is projected, a resource request based on a needed outcome is submitted by the Department Operations Center (DOC) staff to the Emergency Operations Center (EOC) staff. Resource requests should include enough detail to ensure that those receiving the request understand what is needed.

When City resources have been exhausted, or certain resources are unavailable, resource requests are then routed to the Operational Area (OA) EOC. If resources are exhausted in the OA, requests are routed to the Coastal Regional Emergency Operations Center (REOC) following Standardized Emergency Management System (SEMS) protocols. **Figure 7-1** represents the flow for requesting resources as defined by SEMS.

**Figure 7-1. Flow of Requests and Resources.**<sup>13</sup>



## 7.2 Discipline-Specific Mutual Aid Resource Request Flow

Under the California Master Mutual Aid Agreement (MMAA), of which the City is a signatory, discipline-specific mutual aid systems (e.g., Law, Fire and Rescue, Medical Health, Public Works, and Emergency Management), follow a slightly different path when requesting resources. While they still flow bottom up, following SEMS levels, the requests are initiated, communicated, and coordinated, through designated Mutual Aid Coordinators at each level. The City’s Mutual Aid Coordinators issue requests for assistance using the relevant DOC/dispatch center to initiate the process by communicating the request to the OA Mutual Aid Coordinator through the OA dispatch center. Initiated requests and the status of the resources are tracked and that information is shared with the associated Branch in the Operations Section of the EOC.

## 7.3 Mutual Aid

Mutual Aid is defined as “voluntary aid and assistance by the provision of services and facilities, including but not limited to: fire, police, medical and health, communication, transportation,

<sup>13</sup> California State Emergency Plan, 2023 (p. 125)

and utilities. Mutual aid is intended to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation.”<sup>14</sup>

The basis for the Mutual Aid System is the California Disaster and Civil Defense MMAA, which is entered into by and between the State of California, its various departments and agencies, the various political subdivisions, municipal corporations, and public agencies to assist each other by providing resources during an emergency. The City of San José is a party to this agreement. The agreement obligates each signatory entity to provide aid to each other during an emergency without expectation of reimbursement. Under specific conditions, Federal and State monies may be appropriated to reimburse public agencies that aid other jurisdictions. If other agreements, memorandums, and contracts are used to provide assistance for consideration, the terms of those documents may affect disaster assistance eligibility and local entities may be reimbursed only if funds are available.

The State is also party to the Emergency Management Assistance Compact (EMAC). Passed through Public Law 104-321, EMAC provides the legal agreement and standard operating procedures for states and their political sub-divisions to receive interstate aid in a disaster. As outlined in **Figure 7.1**, the State may request resources through EMAC when resources are exhausted.

In addition to mutual aid from other jurisdictions and from other states, the City of San José can also obtain emergency response resources through alternative mutual aid systems such as the California Water/Wastewater Agency Response Network (CalWARN), or the Public Transit Mutual Aid, coordinated by the Metropolitan Transportation Commission.

When the City’s resources are exhausted it depends on the Mutual Aid System and the resource request flow defined in SEMS to acquire necessary resources to execute response activities.

## 7.4 Increasing Workforce

Depending on the size and scope of the incident, it may be necessary for the City to increase its workforce and expand beyond its traditional response organization. As all City employees are considered Disaster Service Workers (DSWs) (see **Section 8.1** for more information), any City employee may be called upon to assist. Additionally, the City relies on DSW-Vs and will likely have spontaneous volunteers assist as described below. The City may consider increasing their workforce through contract employees, nonprofit organizations, or by requesting additional individuals through the resource request and mutual aid processes.

### 7.4.1 Use of Affiliated Disaster Service Worker Volunteers

The City’s emergency organization relies on a dedicated network of volunteers to support preparedness activities, augment response, and provide expertise in recovery. The Office of Emergency Management (OEM) manages the following volunteer programs:

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<sup>14</sup> 19 CCR § 2415

- San José Radio Amateur Civil Emergency Services (RACES)
- San José Community Emergency Response Team (CERT)

#### *7.4.2 Use of Spontaneous Unaffiliated Volunteers*

After a disaster, local governments often see an influx of spontaneous volunteers converge in their communities; however, well-intentioned, uncoordinated volunteers can be ineffective, hinder response operations, and create new risks. Emergency volunteers must be carefully managed, a function that often falls to local government.

## 8. Administration and Finance

### 8.1 Disaster Service Workers

This section includes information on compensation, workers' compensation, liability, and timekeeping for Disaster Service Workers (DSW) and the Disaster Service Worker Volunteers (DSW-V). For additional information on City of San José (City) employees serving as DSWs and the DSW-V Program see **Section 3.2.1**.

#### 8.1.1 Public Employees

All City employees are obligated to serve as Disaster Service Workers. All City employees take an oath to serve as a DSW during their new employee orientation. City employees will be compensated for hours worked over regular hours per day and/or per week according to the City's Human Resources policies and collective bargaining agreements.

#### 8.1.2 Volunteers

A Disaster Service Worker Volunteer is "...any person registered with an accredited Disaster Council...for the purpose of engaging in disaster service...without pay or other consideration."<sup>15</sup> Registered DSW-Vs are persons who have chosen to volunteer their time to assist a disaster or emergency services agency in carrying out the responsibilities of that agency. The person must:

- Be officially registered with the accredited Disaster Council;<sup>16</sup> and,
- Not receive any pay, monetary or otherwise, for the service being provided.

The definition "...also includes any unregistered person impressed into service during a state of war emergency, a state of emergency, or a local emergency by a person having authority to command the aid of the citizens in the execution of his or her duties."<sup>17</sup>

The State's DSW-V Program provides workers' compensation insurance coverage in the event a DSW-V or public employee (working outside the role of their defined job responsibilities) is injured while performing assigned disaster duties, when registered prior to any action to deploy.

Circumstances can occur when an emergency official (a fire fighter, law enforcement officer, or other public official having authority to command the aid of individuals to carry out assigned duties) requires the immediate assistance of another person who may not be a public employee or a registered volunteer. In such a time, that official can order a bystander to assist in that emergency. When that is done, the bystander has just been impressed into service, and as such, is covered by worker's compensation and has immunity from liability to the same degree as a registered DSW-V. Although rare, certain situations may warrant such action. The

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<sup>15</sup> Cal. Labor Code § 3211.92.

<sup>16</sup> The City's Emergency Service Council serves as the "Disaster Council" referred to in the State of California Government Code.

<sup>17</sup> Cal. Labor Code § 3211.92.



emergency official should take note of the impressed person's name, address, and phone number at the scene of the incident. The impressed person is under the supervision of that official until released from that duty.

The EOC Recovery Section Volunteers Unit will maintain all timekeeping records for volunteers so that their time can be considered as part of the City's offset for cost-recovery reimbursement. Additionally, the EOC Finance/Administration Section (Human Resources Department) will coordinate all volunteer worker's compensation claims through the DSW-V program.

## 8.2 Documentation

The EOC Finance/Administration Section is responsible for maintaining records on damage assessment expenditures, recovery cost expenditures, insurance related documents, personnel overtime, and other costs associated with the emergency. Guidance is provided in their position-specific checklists at the EOC and in the ***EOC Operations Guide***.

The EOC Planning and Intelligence Section, Documentation Unit will maintain copies of documents that are integral to EOC functions, (e.g., Incident Action Plans, Situation Reports, position logs, sign-in sheets) that together make up the history and chronology of incidents where the Emergency Management Organization (EMO) is activated. Additional details regarding retaining, filing, and maintaining documentation of response activities are found in the Planning Section's operational procedures in the ***EOC Operations Guide***.

## 8.3 Cost Tracking

Disaster-related expenditures may be reimbursed under several state and federal programs. Recovering these costs can be a complex process that requires significant documentation and accurate recordkeeping to ensure maximum reimbursement for eligible activities.

- The Finance Department and City Manager's Office (CMO) Budget Office are jointly responsible for coordinating the City's efforts to properly apply for state federal reimbursement for disaster-related costs and obligations. Together the two departments lead efforts in the Recovery Section.
- For disasters involving significant damage to infrastructure, it can take years to complete the eligible work and to compile supporting documentation necessary for state and Federal reimbursement.
- The Federal Emergency Management Agency's (FEMA) Office of the Inspector General routinely audits state and local governments and non-profit organizations that receive FEMA disaster assistance funds. If the Inspector General determines that a grant applicant did not spend disaster assistance funds according to federal regulations and FEMA guidelines, FEMA can rescind the original award. Providing documentation in the form FEMA requests can provide a measure of protection for the City. In addition to inadequate documentation, common disallowances include expenditures for ineligible items, improper procurement, and duplicate payments from insurance companies. It is important to maintain records and documentation in auditable form for at least three

years after the receipt of a closeout letter from California Governor's Office of Emergency Services (Cal OES) (see **Section 8.4**).

### *8.3.1 Eligible Costs*

Eligible costs are extraordinary costs incurred while providing emergency services required by the direct impact of a declared disaster and for which the service is the responsibility of the applicant agency (the City). Eligible costs are generally considered to be the net costs over and above any increased revenue or subsidy for the emergency service. Eligible costs are costs that:

- Are reasonable and necessary to accomplish the eligible work.
- Comply with federal, state, and local requirements for procurement.
- Do not include (or are reduced by) insurance proceeds, salvage values, and other credits.
- When determining eligible costs, the defining factor for reimbursement will be whether the documented costs can be deemed "reasonable". The federal government often refers to 2 Code of Federal Regulations (CFR.) 200.404 for a definition of "reasonable" cost:
  - A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the decision was made to incur the cost.

The eligible cost criteria apply to all direct costs, including salaries, wages, fringe benefits, materials, equipment, and contracts awarded for eligible work. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

## **8.4 Recordkeeping Requirements**

State and Federal governments require detailed information to support claims for reimbursement. Funding will be approved or denied based upon the information supplied by applicant agencies. Documentation supporting all costs claimed will be required and all information must relate back to individual original source records. Detailed records should be kept from the onset of an incident or event to include, but not be limited to:

- Appropriate extracts from payrolls, with any cross references needed to locate original documents. Labor costs should be compiled separately from vehicle and/or equipment expenses.
- A schedule of vehicles used for emergency operations. This documentation should include the miles and/or hours operated by location and operator. Vehicle operating expenses should include fuel, tires, and maintenance.
- A schedule for heavy equipment used for emergency operations. This documentation should include exactly where the equipment was used and for what, hours and minutes used, and the name of the equipment operator if applicable.
- Invoices, warrants, and checks issued and paid for materials, supplies, and equipment

expenses used for emergency operations. Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.

- Copies of requests for proposals issued for work that is contracted out to support eligible disaster-related response or recovery work.
- Justification for all non-competitive procurements.
- Final contracts.
- Invoices submitted by the contractor.
- Warrants authorizing check issuance.
- Work done under inter-community agreements and mutual aid.

Revenues and subsidies for emergency operations must be subtracted from any costs claimed. Expenditure tracking should commence upon notice or obvious occurrence of disasters that require expense of labor, equipment use, materials, and other expenses.

The City, through the Office of Finance, will activate a special code for emergency expenditure tracking which is used for both labor and equipment. The EOC Finance/Administration Section will compile reports, including total expenditures by category. The EOC Finance/Administration Section Chief will submit a summary report on total costs to the EOC Director as requested. This information will be used for State and Federal disaster assistance applications. Additional details regarding record-keeping requirements can be found in the guidance provided by each grant program. The FEMA Public Assistance Program and Policy Guide provides record-keeping requirement guidance that is generally applicable to most programs.

## 8. Recovery

The **Community Recovery Support Annex** serves as the overarching policy document that guides recovery and provides the roadmap to the implementation of recovery efforts found in the **Community Recovery Plan**. The **Community Recovery Plan** provides the framework for scalable, dynamic, sustained, coordinated, and continuous recovery operations. It guides recovery operations' transition out of the Emergency Operations Center (EOC), through their management in the Recovery Operations Center (ROC), until they are deactivated. The plan identifies the roles and responsibilities of City of San José (City) departments and external agencies, and it describes the concepts of operations, critical activities, and overall guidelines for coordinating recovery.

The **Community Recovery Plan** provides an overview and operational concepts for Recovery Support Functions (RSFs) branches in the ROC, under which recovery operational activities are organized. The phases of recovery, often called the “recovery continuum” due to their cyclical nature, are preparedness, short-term recovery, intermediate recovery, and long-term recovery. These phases offer a process of interdependent and often concurrent activities that seek to progressively advance a community toward a successful recovery. Decisions made and priorities set early in the recovery process by a community have a cascading effect on the nature and speed of the recovery progress. As such, the City elevates the importance of community recovery by tying recovery functions to the City's emergency response operations at the onset of any incident requiring EOC activation.

The City Manager's Office (CMO) serves as the lead department for coordinating recovery activities for the City during activation of the EOC and ROC. Having the same City office lead the EOC Recovery Section and the ROC facilitates the transition to the ROC as the EOC deactivates.

In addition to a discrete set of activities and funding mechanisms, community recovery is also an aspirational planning process that requires the sustained engagement of many partners to enact a shared vision for an improved and more resilient city. The City will use a “Whole Community” approach to community recovery planning and program implementation to engage community members and partner organizations in actively shaping recovery outcomes.

### 9.1 Damage Assessment

The City has created a robust **Damage Assessment Support Annex**. Damage assessment operations are critical activities that support efforts to develop situational awareness, identify immediate needs and threats, and allocate short and long-term resources, establish priorities for response and recovery, and help to identify mitigation opportunities for the future. The information produced through damage assessments is evaluated to determine the needs of survivors and the community as a whole and may inform the entire response operation and drive the recovery process.

## 9. Plan Development and Maintenance

The Emergency Operations Plan (EOP) is developed under the authority of City Council. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real events. This section describes the plan development and maintenance process for keeping the EOP current, relevant, and in compliance with Standardized Emergency Management System (SEMS), National Incident Management System (NIMS), and other applicable guidelines or requirements.

### 10.1 Development and Maintenance Responsibilities

The Office of Emergency Management (OEM) is responsible for the development and maintenance of the EOP. Each City of San José (City) department tasked with functional responsibility is responsible for participating in the development and maintenance of relevant portions of the EOP, which includes assigned functional annexes.

### 10.2 Development Process

The initial development and the development of new material follow basic guidelines for strategic planning. The process is led by OEM using stakeholders to assist in the development of the EOP. Stakeholders participate in functional work groups to generate material for the EOP. OEM combines the contributions of the stakeholders and other subject matter experts to develop the draft EOP. The stakeholders review the draft EOP and provide comments to OEM. OEM addresses the comments, making edits to the draft EOP as necessary, and produces the final EOP. Stakeholder involvement is key to developing a comprehensive EOP that is useful, applicable, and supported by all City departments and partners in the City.

### 10.3 Revision and Maintenance Process

As outlined in the ***Multi-Year Training and Exercise Plan (MYTEP)***, the EOP will be reviewed at least annually in accordance with the exercise schedule to ensure the plan elements are valid, current, and remain in compliance with SEMS, NIMS, and other instructions. Like the development process, each responsible department/agency reviews and updates its portion of the EOP and/or modifies its standard operating procedures as required based on deficiencies identified during exercises or real events. All revisions to the EOP are documented in the **Record of Changes**.

### 10.4 Triggers for Plan Updates

In addition to periodic reviews, the EOP will also be reviewed and updated after the following events:

- A major incident
- A change in operational resources (e.g., policy, personnel, organizational structures, management processes, facilities, or equipment)

- A formal update of planning guidance or standards
- Activation of the Emergency Management Organization
- Exercises
- A change in the jurisdiction's demographics or hazard or threat profile
- A change in the acceptability of various risks
- The enactment of new or amended laws or ordinances

## 10.5 After-Action Reports

The completion of an After-Action Report (AAR) is a part of the required SEMS reporting process and requires that all cities and counties submit within 90 days a copy of the after-action report to California Governor's Office of Emergency Services (Cal OES).

Section 2450(a) of the NIMS/SEMS regulations states that:

"Any city or county declaring a local emergency for which the governor proclaims a state of emergency, and any state agency responding to that emergency shall complete and transmit an After-Action Report to Cal OES within ninety (90) days of the close of the incident period as specified in the California Code of Regulations, section 2900(j)."

### 10.5.1 Use of After-Action Reports

AARs are made available to all interested public safety and emergency management organizations and serve the following important functions:

- Document response activities
- Identify problems/successes during emergency operations
- Analyze effectiveness of the components of NIMS/SEMS and the Emergency Operations Plan
- Describe and define a plan of action for implementation of improvements

The NIMS/SEMS approach to implementing AARs emphasizes the improvement of emergency management at all levels. The AAR provides a vehicle for not only documenting system improvements, but also can, if desired, provide a work plan for how these improvements can be implemented.

It may be useful to coordinate the AAR process when multiple agencies/jurisdictions are involved in the same emergency. Jurisdictions are encouraged to work together in the development of AARs when appropriate and feasible. For example, an Operational Area may take the lead in coordinating the development of an AAR that involves several jurisdictions. If appropriate, jurisdictional reports may become part of an overall operational area report.

## 10.6 Training and Exercises

Training and exercises play a crucial role in creating opportunities for City departments, local

community organizations, and the private sector to work together before a disaster happens. For the EOP to maintain its relevance and effectiveness, staff will be provided training and exercise opportunities so that they have the knowledge, skills, and abilities needed to perform the tasks identified in the EOP. Training involves imparting specialized knowledge or instruction to individuals, enabling them to attain proficiency in a specific skill or set of behaviors. Exercises are events or activities designed to shape planning, address areas for improvement, and develop, validate, or assess capabilities. Personnel are trained on department and position-specific procedures as well as Emergency Operations Center (EOC) procedures necessary to coordinate support for response and recovery activities. All training and exercises will be conducted in accordance with NIMS requirements.

See the City's **MYTEP** for additional information on training and exercise requirements and schedules.

## Appendix A: Authorities & References

The following authorities and references form the basis for the organizational and planning principles presented in this Emergency Operations Plan (EOP):

### Local

- City of San José Municipal Code, Chapter 8.08 – “Office of Emergency Services”
- City of San José City Charter, Section 203, “Continuity of Government in Event of Disaster”
- City of San José Municipal Code, Chapter 4.12 – “Emergency Purchases”
- City of San José Resolution No. 66401, “Adopting the Standardized Emergency Management System (SEMS) to Manage Unusual Occurrences Within the City of San José”, January 23, 1996
- City of San José Resolution No. 72949, adopting National Incident Management System (NIMS) as the City’s formal emergency management system, November 1, 2005
- City of San José Resolution No. 2023-447, “Adoption of a resolution approving volume I and the City of San José annex within volume 2 of the two volume Santa Clara County Operational Area Mitigation Plan, as the city of San José’s local hazard mitigation plan”, December 12, 2023
- City of San José Resolution No. 78092, “A Resolution of the Council of the City of San José designating officials authorized to apply for disaster assistance”, February 28, 2017

### Santa Clara County

- County of Santa Clara, Code of Ordinances, Section A-8, “Civil Protection and Emergency Services”
- County of Santa Clara Emergency Operations Plan (2023)
- Santa Clara County Operational Area Hazard Mitigation Plan (2023)

### State of California

- California Emergency Services Act (CA Gov. Code §8550 et seq.)
- California Assembly Bill (AB) 477 (Chapter 218, Statutes of 2019)
- California AB 2311 (Chapter 520 Statutes of 2016)
- Accessibility to Emergency Information and Services (CA Gov. Code §8593.3)
- Integration of Cultural Competence into Emergency Plans (CA Gov. Code §8593.3.5)
- Disaster Service Worker (DSW) (California Labor Code, §3211.92)
- California Governor’s Office of Emergency Services (Cal OES) DSW Volunteer Guidance,



2016

- State of California Emergency Plan (SEP), State of California, Cal OES, 2023
- California Disaster Assistance Act (CDAA), Government Code Chapter 7.5 of Division 1 of Title 2
- California Disaster and Civil Defense Master Mutual Aid Agreement
- Standardized Emergency Management System Regulations (19 California Code of Regulations [CCR] §2400-2450)
- CDAA Regulations (19 CCR §2900-2999.5)
- California Animal Response Emergency System (CARES) (CA Gov. Code §8608)
- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code §101040
- Orders and Regulations that may be selectively promulgated by the Governor during a State of Emergency or State of War Emergency

## Federal

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 U.S. Code [USC] §5121 et seq.) as amended
- Federal Disaster Relief Regulations (44 Code of Federal Regulations [CFR] Part 206)
- Homeland Security Presidential Directive 5: Management of Domestic Incidents, February 2003
- Homeland Security Presidential Directive 21: Public Health and Medical Preparedness, October 2007
- Presidential Policy Directive 8: National Preparedness, March 2011
- National Response Plan, U.S. Department of Homeland Security, December 2004
- National Response Framework, U.S. Department of Homeland Security, May 2013
- Americans with Disabilities Act of 1990 (ADA) (42 USC §§ 12101-12213) as amended
- Federal Civil Defense Act of 1950 (Public Law [PL] 81-950), as amended
- Post-Katrina Emergency Management Reform Act of 2006
- Pets Evacuation and Transportation Standards Act (PETS) of 2006 (42 USC § 5196a-d)
- Field Operations Guide: ICS 420-1, U.S. Fire Administration/National Fire Academy, June 2016

## Appendix B: Glossary and Acronyms

### B.1 Acronyms

AFN	Access and Functional Needs
AAR	After-Action Report
ARES	Amateur Radio Emergency Services
ASL	American Sign Language
ADAAG	Americans with Disabilities Act Accessibility Guidelines
ADA	Americans with Disabilities Act of 1990
AB	Assembly Bill
BIPOC	Black, Indigenous, and people of color
CA	California
CARES	California Animal Response Emergency System
CCR	California Code of Regulations
CDAA	California Disaster Assistance Act
Cal OES	California Governor’s Office of Emergency Services
SEP	California State Emergency Plan
CMO	City Manager's Office
City	City of San José
CFR	Code of Federal Regulations
CADRE	Collaborating Agencies’ Disaster Relief Efforts
C-POD	Commodity points of distribution
C-MIST	Communication, Maintaining Health, Independence, Support, and Transportation
CBO	Community Based Organizations
CERT	Community Emergency Response Team
COOP	Continuity of Operations
DA	Damage Assessment
DOT	Department of Transportation
DOC	Department Operations Centers
DSW	Disaster Service Worker
DSW-V	Disaster Service Worker Volunteer
DME	Durable medical equipment
EMAC	Emergency Management Assistance Compact
EMO	Emergency Management Organization
EMWG	Emergency Management Working Group
EOC	Emergency Operations Centers
EOP	Emergency Operations Plan
EVC	Emergency Volunteer Centers
ESD	Environmental Services Department
FEMA	Federal Emergency Management Agency
HMP	Hazard Mitigation Plan

HPI	Healthy People Index
IP	Improvement Plans
ICP	Incident Command Post
ICS	Incident Command System
IMT	Incident Management Team
JIC	Joint Information Center
JIS	Joint Information System
LAU	Language Access Unit
LGBTQI	lesbian, gay, bisexual, transgender, queer, intersex
LEP	Limited English Proficiency
MMAA	Master Mutual Aid Agreement
MAC	multi-agency coordination
MYTEP	Multi-Year Training and Exercise Plan
NCEI	National Centers for Environmental Information
NDRF	National Disaster Recovery Framework
NIMS	National Incident Management System
NRF	National Response Framework
NGO	Non-Governmental Organizations
OEM	Office of Emergency Management
ORE	Office of Racial Equity
OA	Operational Area
PG&E	Pacific Gas & Electric Company
PRNS	Parks, Recreation, and Neighborhood Services
PETS	Pets Evacuation and Transportation Standards Act
PBCE	Planning, Building, and Code Enforcement
PKEMRA	Post-Katrina Emergency Management Reform Act
PL	Public Law
PSPS	Public Safety Power Shutoffs
PW	Public Works
RACES	Radio Amateur Civil Emergency Services
ROC	Recovery Operations Center
RSF	Recovery Support Functions
REOC	Regional Emergency Operations Center
SCVWD	Santa Clara Valley Water District
SB	Senate Bill
SOP	Standard Operating Procedures
SEMS	Standardized Emergency Management System
SOC	State Operations Center
USC	US Code
VTa	Valley Transportation Authority
VOAD	Voluntary Organizations Active in Disasters

## B.2 Glossary

**Access and Functional Needs (AFN)** – Persons who may have additional needs before, during and after an incident in functional areas, including, but not limited to, maintaining independence, communication, transportation, supervision, and medical care. AFN refers to individuals who are or have physical, development, or intellectual disabilities; chronic conditions or injuries; limited English proficiency; older adults; children; low income, homeless and/or transportation disadvantaged (i.e., dependent on public transit); and pregnancy women.

**After Action Report (AAR)** – A document intended to capture observations of an exercise or real-world emergency response operations and make recommendations for post-exercise or post-emergency improvements.

**Collaborating Agencies' Disaster Relief Effort (CADRE)** – a leading network of organizations providing community services that are essential in times of disaster. CADRE facilitates a coordinated disaster response of non-profit and faith-based organizations to support local government and the community. CADRE coordinates preparedness and response activities.

**Disability** – A person with a disability is a person who has a physical or mental impairment that substantially limits one or more major life activity. This includes people who have a record of such an impairment, even if they do not currently have a disability. It also includes individuals who do not have a disability but are regarded as having a disability. This definition of disability is from the Americans with Disabilities Act (ADA).

**Disaster** – Any natural event or emergency (hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, etc.), or regardless of cause, any fire, flood, or explosion which the President determines to be of such severity as to warrant major federal disaster assistance.

**Disaster Service Worker (DSW)** – By state law (CCR Title 2, Division 2, Chapter 2, Subchapter 3), all City employees that aid in response and recovery operations during or following a disaster or emergency. DSW are provided limited immunity from liability for emergency actions.

**Disaster Service Worker Volunteer (DSWV)** – A DSW-V is a person that has chosen to assist in an emergency, and is officially registered with the City of San José Disaster Council via the Office of Emergency Management, and does not receive pay for their services. DSWVs include Amateur Radio Emergency Services (ARES) / Radio Amateur Civil Emergency Services (RACES) members, Community Emergency Response Team (CERT) members, and other registered volunteers from the community.

**Emergency** – Incident(s) or crisis(es) (air pollution, fire, flood, storm, epidemic, riot, drought, sudden/severe energy shortage, plant or animal infestation or disease, Governor's warning of volcanic predictions, and earthquakes, etc.) posing threat to safety of persons, property, or the environment that exceeds an organization's resources/capability.

**Emergency Management Assistance Compact (EMAC)** – A congressionally ratified agreement that provides form and structure to interstate mutual aid. Through EMAC, a disaster-affected state can request and receive assistance from other member states quickly and efficiently.

**Emergency Management Organization (EMO)** – all members that make up the team of

individuals and organizations that prepare for and respond to an emergency. The EMO includes all City departments and employees, volunteer forces, and all groups, organizations, or individuals who are charged with protection of life and property in the City of San José during an emergency. This team staffs the Incident Management Team or Emergency Operations Center (in person or virtually) and fills roles on the City's EOC staffing organizational chart.

**Emergency Operations Center (EOC)** –The physical location where the coordination of information and resources to support incident management (on-scene operations) activities normally takes place. An EOC may be a temporary facility, located in a more central or permanently established facility, or may operate virtually.

**Emergency Operations Plan (EOP)** –An ongoing plan for responding to a wide variety of potential hazards. An EOP describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

**Incident** – The physical manifestation of a crisis, event, or occurrence that has adversely affected life, property, or the environment requiring the response of at least one individual.

**Incident Command Post (ICP)** – The field location where the primary functions are performed. The Incident Command Post may be co-located with the Incident Base or other incident facilities.

**Incident Command System (ICS)** – A standardized on-scene emergency management construct specifically designed to provide an integrated organizational structure that reflects the complexity and demands of single or multiple incidents, without being hindered by jurisdictional boundaries. The ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during incidents. ICS is used for all kinds of emergencies and is applicable to small as well as large and complex incidents. ICS is used by various jurisdictions and functional agencies, both public and private, to organize field-level incident management operations.

**Incident Management Team (IMT)** – A group of City personnel that fill key roles during emergency response and decision-makers regarding emergency operations. These individuals often fill command and general staff roles in a typical Incident Command System (ICS) (e.g., Operations Section Chief, Planning Section Chief, Incident Commander, or Emergency Operations Center Director, etc.). This group is often mobilized prior to activation as part of the Emergency Management Organization, prior to activation of the EOC.

**Joint Information Center (JIC)** – A facility in which personnel coordinate incident related public information activities during multi-jurisdictional incidents. The JIC serves as the central point of contact for all news media. Public information officials from all participating agencies co-locate at, or virtually coordinate through, the JIC.

**Joint Information System (JIS)** – A structure that integrates incident information and public affairs into a cohesive organization designed to provide consistent, coordinated, accurate,

accessible, timely, and complete information during crisis or incident operations.

**National Incident Management System (NIMS)** – A set of principles that provides a systematic, proactive approach guiding government agencies at all levels, nongovernmental organizations, and the private sector to work seamlessly to prevent, protect against, respond to, recover from, and mitigate the effects of incidents, regardless of cause, size, location, or complexity, to reduce the loss of life or property and harm to the environment.

**National Response Framework (NRF)** – A guide establishing a comprehensive, national, all-hazards approach to domestic incident response. It intends to capture specific authorities and best practices for managing incidents ranging from the serious but purely local, to large-scale terrorist attacks or catastrophic natural disasters.

**Operational Area (OA)** – as defined by the Emergency Services Act, the OA is an intermediate level of state emergency services organization consisting of a county and all political subdivisions within the county area. The OA is one of the five levels used in all emergencies and disasters involving multiple agencies or jurisdictions, as defined by the Standardized Emergency Management System.

**Recovery Operations Center (ROC)** – The physical location where the coordination of information and resources to support recovery operations takes place. A ROC may be a temporary facility, located in a more central or permanently established facility, or may operate virtually.

**Standardized Emergency Management System (SEMS)** – a system for management response to multi-agency and multi-jurisdictional incidents in California. SEMS incorporates the use of the ICS, the California Master Mutual Aid Agreement, the Operational Area Concept, and multi-agency coordination. SEMS is NIMS-compliant and includes five hierarchical levels: field, local government, operational area, regional, and state.

**Whole Community** – The whole community is an inclusive approach to emergency preparedness and management through the inclusion of individuals and families, including those with access and functional needs; businesses; faith-based and community organizations; non-profit groups; schools and academia; media outlets; and all levels of government, including state, local, tribal, territorial, and federal partners. Whole community preparedness means involving people in the development of preparedness documents and ensuring their roles and responsibilities are reflected in the content of the materials.

## Appendix C: Equity and Inclusion

The priority for emergency assistance is to meet the immediate life safety and health needs of disaster survivors. While every person is vulnerable to risk, individuals from diverse populations, and particularly those with disabilities or access and functional needs (AFN), are often disproportionately more vulnerable and may be at a higher risk to harm.

Historically, hazard events have more deeply affected socially vulnerable populations. Nuanced social vulnerabilities often come from the social and physical environment in which a person is embedded. Populations who experience ongoing safety concerns in their daily lives will be addressed as a priority in the disaster response context, as they may have exacerbated safety concerns during a disaster such as the undocumented, unhoused, lesbian, gay, bisexual, transgender, queer, intersex (LGBTQI), and Black, Indigenous, and people of color (BIPOC). In the context of elevated social vulnerability, the ability of the diverse populations located throughout the City of San José (City) to safely respond to an unfolding disaster may not be the same as more mainstreamed populations.

### C.1 Cultural Competency

The State of California (CA) requires equitable services be provided for all culturally diverse members of the community, per California Code §8593.3.5 *Integration of Cultural Competence into Emergency Plans* (CA Gov. Code 8593.3.5). Meeting these legal mandates requires transparently ensuring there is no discrimination in the provision of assistance for disaster response. Individual needs that must be considered, include, but are not limited to, race and ethnicity, including indigenous peoples, communities of color, and immigrant and refugee communities; gender, including women; age, including the elderly and youth; sexual and gender minorities; people with disabilities; occupation and income level including low-income individuals and the unhoused; education level; people with no or limited English language proficiency; as well as geographic location.

The City responds to diverse populations with culturally inclusive and equitable access to the same services, aids, and benefits, and in the same manner for all. It requires engaging and integrating people from the spectrum of representative demographics of local jurisdictions in planning efforts and providing quality assurance during response activities. As local demographics shift, new champions emerge, and needs evolve. All formal and informally-designated responders (e.g., formal emergency management staff, Disaster Service Workers [DSW], Community Emergency Response Team [CERT], City-enlisted volunteers) will maintain a dedicated effort to cultural inclusion, diversity, and equity throughout all operations. In 2020, the City created the Office of Racial Equity (ORE) to expand the focus to address the needs and aspirations of Black, Indigenous, Communities of Color. ORE's integration into emergency preparedness and response allows the City to better integrate the needs of vulnerable populations.

### C.2 Whole Community Approach

This Emergency Operations Plan (EOP) adheres to federal guidance for using a “whole



community” approach to meet the legal intent and humanitarian spirit of a response that is equitably inclusive of the entire community with the City, both geographically and demographically. As a concept, whole community is a means by which residents, organizational and community leaders, emergency management practitioners, and government officials can collectively and collaboratively understand and assess the needs of their respective communities, and then determine the best ways to organize and strengthen their assets, capacities, and interests. The whole community approach is reflected in this EOP’s planning strategies, operational approaches, and outreach communications to ensure inclusive, equitable, and just program service development, delivery, and assessment.

The City of San José Office of Emergency Management (OEM) has integrated the inclusive response to vulnerable populations into this EOP using the C-MIST framework in emergency planning. The **C-MIST** Framework is a mnemonic device consisting of five categories:<sup>18</sup>

- **C = Communication:** Individuals with communication needs may speak American Sign Language (ASL), have limited English proficiency (LEP), use braille print, or use other auxiliary aids and devices to communicate or navigate their environment. These individuals may have limited ability to hear announcements, see signs, understand messages, or verbalize their concerns.
- **M = Maintaining Health:** Individuals may require specific medications, supplies, services, durable medical equipment (DME), electricity for life-maintaining equipment, breastfeeding and infant/childcare, or nutrition to reduce negative impacts of a disaster or public health emergency on individuals’ health.
- **I = Independence:** When relocating adults with disabilities to medical care settings and when discharging them home or into the community, it is crucial to ensure continuity of access to necessary mobility devices or assistive technology, vision and communication aids, and services animals that assist the individual in maintaining their independence.
- **S = Support:** Early identification and planning for AFN can help to reduce the negative impacts of a public health emergency on individuals’ self-determination and general well-being. Some people may have lost caregiver assistance during a hospital stay and require additional support post-discharge; some individuals may find it difficult to cope in a new or strange environment or have difficulty understanding or remembering; and some individuals may have experienced trauma or be victims of abuse. As a result, they may need additional personal care assistance; experience higher levels of distress and need support for anxiety, psychological, or behavioral health needs; or require a trauma-informed approach or support for personal safety, health, and welfare post-discharge. Such supports should be provided with deference to the person-centered discharge plan developed with the individual.
- **T = Transportation:** Individuals may lack access to personal transportation, be unable to drive due to decreased or impaired mobility that may come with age and/or disability,

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<sup>18</sup> U.S. Department of Health and Human Services. ASPR



temporary conditions, injury, or legal restriction. Disasters and public health emergencies can significantly reduce transportation options in some communities, inhibiting individuals from accessing services and staying connected. Disaster planning requires coordination with mass transit and accessible transportation services providers.

### C.3 Inclusivity Planning Considerations

According to the 2020 U.S. Census data, the population of the City of San José is 1,013,240. According to the American Community Survey 6.35% are children under 5 years of age; 22% are minors under 18 years of age; 12.2% are seniors over 65 years of age; 5.1% are individuals who have a disability and are under 65 years of age; 56.9% of the population speak a language other than English at home; 38.7% are foreign born persons; and 8.3% of individuals live in poverty. Further, City of San José population estimates retrieved from California Healthy Places Index (HPI) indicates that 24.3% of the county population has LEP.<sup>19</sup>

The California HPI provides the following AFN breakdown for the City based on the 2019 population estimate of 1,027,690:

**Table C-1.** Breakdown of reported disabilities and languages other than English spoken at home<sup>20</sup>

Percentage of Population with a Disability		Top % of Languages Other Than English	
Hearing Difficulty	2.34%	Spanish	22.8%
Vision Difficulty	1.54%	Chinese	7.42%
Cognitive Difficulty	3.54%	Vietnamese	10%
Ambulatory Difficulty	4.64%	Tagalog	3.49%
Self-Care Difficulty	2.16%	Hindi	2.04%
Independent Living	3.93%	Korean	0.93%

Inclusive planning considerations for this EOP include, but are not limited to the following:

- Planning for disproportionately impacted, at-risk, or people with AFN is not an add-on for the Emergency Management Organization (EMO); it is an integrated layer throughout all activities and functions.
- The EMO's role is to provide expertise and cultural inclusion based on the situational awareness available to field and tactical operations, and this includes knowledge of the impacts on disproportionately impacted individuals.
- Appropriate maps, data, and situational awareness regarding disproportionately impacted individuals, particularly diverse populations and those with disabilities or AFN,

<sup>19</sup> California Healthy Places. Public Health Alliance. Retrieved on 10.07.2022 from: <https://map.healthyplacesindex.org/?redirect=false>

<sup>20</sup> California Healthy Places. Public Health Alliance. Retrieved on 10.07.2022 from: <https://map.healthyplacesindex.org/?redirect=false>

will be prioritized to support equitable policy decisions and response efforts.

- Communications, transportation, and sheltering accessibility are often the three areas most repeatedly identified as needing improvement in relation to disproportionately impacted individuals and/or people with disabilities or AFN, and as such should be prioritized in response efforts.
- The term “whole community planning” includes the business community as well, and they should be incorporated into inclusive planning efforts in preparedness and response.
- Identifying languages and communicating actionable messages using a variety of technologies to address the needs of people with AFN in multiple languages is necessary.
- Diverse communities are made up of individuals with varied communication and messaging styles and preferences, and outreach communication strategies need to incorporate a wide variety of methodologies to adequately address everyone.
- There will be different populations affected during different incidents; and with functional variables associated with transience (visitors, travelers, workers, etc.); their needs will vary and the EMO staff will need to recognize language and service needs to respond appropriately.
- Disproportionately impacted individuals live throughout the City and may commonly be found in neighborhoods lacking adequate resources on a daily basis (e.g., areas with limited access to fresh, healthful foods; accessible transportation; accessible housing; and access to health maintenance services).
- The City’s AFN Coordinator will participate in response operations to coordinate response activities, resources, and support partnerships with community- and faith-based organizations and other Voluntary Organizations Active in Disasters (VOADs) required for ensuring equitable, quality response during an activation of the EMO.

#### *C.3.1 Individuals with Disabilities and those with Access and Functional Needs*

Addressing the needs of individuals with disabilities and those with access and functional needs (AFN) is a top priority in both the services and communications about the services. Ensuring accessibility complies with federal laws governing the Americans with Disabilities Act (ADA) directives. The City works to ensure all emergency operations are compliant with California Assembly Bill (AB) 477 (Chapter 218, Statutes of 2019) and AB 2311 (Chapter 520 Statutes of 2016), the ADA regulations, and are accessible to all individuals.

All communications, procedures, shelters, and facilities addressed in the EOP comply with ADA regulations, and ADA compliance is an important benchmark as new communications, procedures, and facilities are utilized in the emergency operations. Under the ADA, a person with a disability is one who:

- Has a physical or mental impairment

- Has a record of such an impairment
- Is regarded as having such an impairment

ADA compliance in emergency management applies throughout all phases, including but not limited to, notification, communication, preparation, evacuation, transportation, sheltering, temporary housing, medical care, recovery, decontamination processes, commodity points of distribution (C-POD), and points of dispensing areas.

The Americans with Disabilities Act Accessibility Guidelines (ADAAG) covers the scoping and technical requirements necessary to ensure that buildings and facilities are accessible. The Stafford Act and Post-Katrina Emergency Management Reform Act (PKEMRA) also mandates integration and equal opportunity for people with disabilities in general population emergency shelters. The key concepts of non-discrimination are:<sup>21</sup>

- Self-Determination
- There is no “one size fits all”
- Equal Opportunity
- Inclusion
- Integration
- Physical Access
- Equal Access
- Effective Communication
- Program Modifications
- No Charge

ADA laws are further supported by recent California legislative guidance addressing AFN support during disaster response and recovery CA, per [CA AB 477 Emergency Preparedness](#): vulnerable populations, now amended California Code, 8593.3.

According to California Government Code Section 8593.3, AFN are defined as *“Individuals who have developmental or intellectual disabilities, physical disabilities, chronic conditions, injuries, limited English proficiency or who are non-English speaking, older adults, children, people living in institutional settings, or those who are low income, homeless, or transportation disadvantaged, including, but not limited to, those who are dependent on public transit or those who are pregnant.”*<sup>22</sup>

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<sup>21</sup> FEMA’s Guidance on Planning for Integration of Functional Needs Support Services in General Population Shelters (2010).

<sup>22</sup> California Legislative Information. Retrieved on 10.06.2022 from:  
[https://leginfo.ca.gov/faces/codes\\_displaySection.xhtml?lawCode=GOV&sectionNum=8593.3](https://leginfo.ca.gov/faces/codes_displaySection.xhtml?lawCode=GOV&sectionNum=8593.3).

## C.4 Roles and Responsibilities

### *C.4.1 AFN Coordinator*

During normal operations the AFN Coordinator works with City agencies and other departments to create, enhance, and consolidate cultural linguistic competency planning and strategies. The AFN Coordinator assures that City services are culturally pertinent and linguistically accessible, that issues of equity are dealt with in a manner that adheres to programmatic requirements, and addresses equity as a critical priority across the City. The AFN Coordinator shall be someone with expertise and experience working with the AFN Community.

The role of the AFN Coordinator during the emergency operations is to coordinate accessibility of support services for diverse populations and people with AFN through the following:

- If the EMO is activated, the AFN Coordinator will be the designated point of contact and the link between the AFN Community, Collaborating Agencies' Disaster Relief Efforts (CADRE), and the Emergency Operations Center (EOC) staff.
- Disseminate information to the AFN Community in coordination with Santa Clara County's OEM AFN Coordinator
- Work closely with public information personnel from all stakeholders and partners to deliver timely, effective, culturally competent, and accessible pre-and-post emergency messaging.
- Promote general awareness of emergency-related issues pertaining to culturally diverse populations and individuals with AFN.
- Ensure that the AFN community is considered throughout emergency operations
- Work closely with the City Attorney to ensure compliance with application of laws.

### *C.4.2 Language Access Unit*

Diverse communities are made up of individuals with varied communication and messaging styles and preferences, and outreach communication strategies need to incorporate a wide variety of methodologies in order to adequately address everyone.

The City of San José is a linguistically diverse city, with nearly 57% of its residents speaking a language other than English at home. Other than English, the six most widely spoken languages in the City are Spanish, Mandarin, Vietnamese, Tagalog, Hindi, and Korean. Identifying the language needs of those impacted and communicating understandable, culturally competent, and actionable messages, using a variety of technologies to address the needs of diverse populations as well as individuals with AFN in multiple languages, is mandated.

The City Manager's Office, Office of Communications provides the City with language interpretation and translation services through the Language Access Unit (LAU). This unit is designated to support the EMO in effectively translating and interpreting disaster-related messages regarding response and recovery, including City programs, services, and benefits, to populations with limited English proficiency (LEP). The LAU maintains a list of multilingual city

personnel to facilitate near real-time translations for urgent messaging.

The LAU Lead shall:

- Ensure public messaging is available in the City's threshold languages
- Maintain a current list of vendors to provide translation and interpretation services and that vendors meet City guidelines for services provided
- EProcure interpretation services for all press events during an emergency activation to ensure accessibility of information for all
- Determine impacts to the communications system and consider alternative options such as ASL video, braille, large print, audio, or pictures

Use of the LAU, as well as support potentially offered through partner organizations in the community are designed to equitably ensure all individuals in the City have meaningful access.