

3.4 Amendments to Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code.

Recommendation:

Approve an ordinance amending Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code to clarify roles and responsibilities, define key terminology, and add continuity of government as a new component of the ordinance.

CEQA: Not a Project, File No. PP17-008, General Procedure and Policy Making resulting in no changes to the physical environment. (City Manager)



Memorandum

TO: HONORABLE MAYOR
AND CITY COUNCIL

FROM: Raymond Riordan

SUBJECT: SEE BELOW

DATE: April 29, 2024

Approved

Date

5/7/24

SUBJECT: AMENDMENTS TO TITLE 8, CHAPTER 8.08 (OFFICE OF EMERGENCY SERVICES) OF THE SAN JOSE MUNICIPAL CODE

RECOMMENDATION

Approve an ordinance amending Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code to clarify roles and responsibilities, define key terminology, and add continuity of government as a new component of the ordinance.

SUMMARY AND OUTCOME

The proposed amendments to the ordinance will clarify roles and responsibilities, define key terminology, and add continuity of government as a new component of the ordinance. These changes will assist the Director of Emergency Services in providing direction to the Emergency Management Organization when activated in response to disasters and emergencies.

BACKGROUND

The City of San José last approved and adopted changes to the City of San José Municipal Code, Office of Emergency Services, in 1997. Since then, recurring disasters in California and across the United States have caused the Federal government, the State of California, and local jurisdictions everywhere to revise laws, regulations, and standard operating procedures.

Emergency management, as a body of work, is considered by practitioners to be both a science and a system. As such, emergency management is universally accepted as the standard by which local jurisdictions mitigate, prepare for, respond to, and recover from disasters and large-scale emergencies.

ANALYSIS

The purpose of the City of San José Municipal Code 8.08 (Office of Emergency Services) is to establish the foundational anchor point for the structure of the City's Emergency Management Organization and the policies and procedures that define how the City will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. The structure of the City's Emergency Management Organization is being updated to include primary responsibilities and define delegations of authority, including continuity of government. The recommended amendments will also add definitions that are widely accepted terminology that not only comply with Federal and State laws and regulations, but also clarify disaster response and recovery elements.

The ordinance, including proposed amendments, addresses the following topics:

- Identifies the Director of Emergency Services and the Office of Emergency Management;
- Identifies the orders of succession for the Director of Emergency Services to include the Assistant Director of Emergency Services and the Emergency Operations Center Director;
- Describes the appointment of the Office of Emergency Management Director and establishes a reporting structure;
- Identifies the duties of the Director of Emergency Services;
- Describes the City of San José's Emergency Management Organization;
- Describes the duties and responsibilities of the Office of Emergency Management;
- Describes the City of San José's Emergency Operations Center;
- Revises the name of the Emergency Services Council and its membership to align with the definition of a Disaster Council, as noted in the California Emergency Services Act;
- Describes the functions, powers, and duties of the Disaster Council;
- Defines Continuity of Government by requiring specific actions of all departments;
- Describes the nature of expenditures during emergency activities;
- Specifies powers activated under a proclamation of local emergency; and
- Defines acts constituting misdemeanors during an emergency.

EVALUATION AND FOLLOW-UP

The San José Municipal Code sections governing emergency management will be evaluated on a continual basis. At a minimum, a review of Chapter 8.08 will coincide with the maintenance schedule of the Emergency Operations Plan, base plan, or every five years. Any proposed revisions to Chapter 8.08 will be presented to the City Council for adoption by the City Manager's Office of Emergency Management as approved through the Emergency Services Council described in the ordinance.

April 29, 2024

Subject: Amendment to Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code
Page 3

COORDINATION

This memorandum has been coordinated with the City Attorney's Office, City Manager's Office, the City Manager's Budget Office, and the Emergency Management Working 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. Representatives from all departments reviewed the suggested updates to the ordinance and all comments were integrated into the draft herein presented.

PUBLIC OUTREACH

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

COMMISSION RECOMMENDATION AND INPUT

The Emergency Services Council convened on April 22, 2024, and the members unanimously approved the City's amended Chapter 8.08 to the San José Municipal Code, with a recommendation for the City Council to adopt.

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.



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 or (408) 794-7043.

ORDINANCE NO.

**AN ORDINANCE OF THE CITY OF SAN JOSE AMENDING
CHAPTER 8.08 OF TITLE 8 OF THE SAN JOSE
MUNICIPAL CODE TO CLARIFY ROLES AND
RESPONSIBILITIES, DEFINE KEY TERMINOLOGY, AND
ADD CONTINUITY OF GOVERNMENT AS A NEW
COMPONENT OF THE ORDINANCE**

WHEREAS, pursuant to the provisions and requirements of the California Environmental Quality Act of 1970, together with related State CEQA Guidelines and Title 21 of the San José Municipal Code (collectively, "CEQA"), the Director of Planning, Building and Code Enforcement has determined that the provisions of this Ordinance do not constitute a project, under File No. PP17-008 (General Procedure & Policy Making resulting in no changes to the physical environment); and

WHEREAS, the City Council of the City of San José is the decision-making body for this Ordinance; and

WHEREAS, this Council has reviewed and considered the "not a project" determination under CEQA prior to taking any approval actions on this Ordinance;

NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF SAN JOSE:

Chapter 8.08 of Title 8 of the San José Municipal Code is amended to read as follows:

CHAPTER 8.08

EMERGENCY MANAGEMENT OFFICE OF EMERGENCY SERVICES

Part 12

Emergency Management Office of Emergency Services

8.08.010 Purpose

The purpose of this Chapter is to establish, in accordance with state laws and regulations, the authorities and systems that provide for the preparation and execution of plans for the protection of persons, property, and the environment within this City in the event of an emergency; provide the direction for the emergency organization; the coordination of emergency and recovery functions of this City with all other public agencies, corporations, organizations and affected persons; and the continuity of the local government.

8.08.020 Definitions

The following definitions shall apply to this Chapter:

A. Emergencies:

1. "Local Emergency" means the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the jurisdictional limits of the City, caused by such conditions as air pollution, fire, flood, storm, epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, or an earthquake, or other conditions, other than conditions resulting from a labor controversy, which are and are likely to be beyond the control of the services, personnel, equipment, and facilities of the political subdivision.

2. "State of Emergency" means the duly proclaimed existence of conditions of disaster or of extreme peril to the safety of persons and property within the City caused by such conditions as air pollution, fire, flood, storm,

epidemic, riot, drought, sudden and severe energy shortage, plant or animal infestation or disease, or an earthquake, or other conditions, other than conditions resulting from a labor controversy or conditions causing a "State of War Emergency," which, by reason of their magnitude, are or are likely to be beyond the control of the services, personnel, equipment, and facilities of the City.

3. "Presidential Declaration of a Federal Major Disaster or Emergency." For the purposes of a Presidential Declaration of a Federal Major Disaster or Emergency, the following definitions apply:

a. A "Major Disaster" is defined as any natural catastrophe (including any hurricane, tornado, storm, high water, wind driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, or drought), or, regardless of cause, any fire, flood, or explosion, in any part of the U.S. which in the determination of the President causes damage of sufficient severity and magnitude to warrant major disaster assistance under the Federal Stafford Disaster Relief and Emergency Assistance Act to supplement the efforts and available resources of states, local governments, and disaster relief organizations in alleviating the damage, loss, hardships, or suffering caused thereby.

b. An "Emergency" is defined as any occasion or instance for which, in the determination of the President, federal assistance is needed to supplement state and local efforts and capabilities to save lives and to protect property and public health and safety, or to lessen or avert the threat of a catastrophe in any part of the U.S.

4. "State of War Emergency" means the condition which exists immediately, with or without a proclamation thereof by the Governor, whenever this state or nation is attacked by an enemy of the United States, or upon receipt by the state of a warning from the federal government indicating that such an enemy attack is probable or imminent.
- B. "EOC" means Emergency Operations Center as further defined in Section 8.08.080.
- C. "Incident Command System" ("ICS") is a management system used for on scene field operations for small to complex incidents. The essential concepts of ICS are, unity of command, common terminology, management by objective, flexible and modular organization, and span of control using incident action plans. The ICS functions are command, operations, planning, logistics and finance.
- D. "National Incident Management System" ("NIMS") is a federal incident management system. The components of NIMS are: preparedness, management of communications, information, resources, command, and ongoing maintenance of an emergency management program.
- E. "OEM" means City Manager's Office of Emergency Management.
- F. "Senior Staff Member" consists of the Assistant City Manager, Deputy City Managers, the City Manager's Chief of Staff, and all department directors.
- G. "Standardized Emergency Management System" ("SEMS"):

1. SEMS is used for managing emergencies involving multiple jurisdictions and agencies. SEMS consists of five (5) organizational levels, which are activated as necessary:

a. Field response;

b. Local government;

c. Operational area;

d. Region (of the state); and

e. State.

2. SEMS incorporates the functions and principles of the Incident Command System (ICS), the California Master Mutual Aid Agreement, existing mutual aid agreements or systems, the operational area concept, and multi-agency or inter-agency coordination.

H. "Unavailable" means that during a local, state, or federal emergency, an officer is either killed, missing, or so seriously injured as to be unable to attend meetings and otherwise perform their duties. Any question as to whether a particular officer is Unavailable shall be settled by the governing body of the City or the remaining available members of said body (including standby officers who are serving on such governing body).

8.08.030200 Offices Created Director of Emergency Services

- A. The City Manager shall serve as the Director of Emergency Services with the full power and authority~~and head~~ of the Office of Director of Emergency Services.
- B. The Director of Emergency Services shall designate the order of succession ~~to that Office~~, to take effect in the event the Director is unavailable to attend meetings and otherwise perform his or her duties during an emergency.
- C. The Director of Emergency Services shall appoint ~~the an~~ Assistant Director of Emergency Services and shall designate the order of succession ~~to that Office~~.
- D. ~~The Office of Emergency Services Coordinator shall, under the supervision of the Assistant Director and with the assistance of the chiefs of Emergency Services, develop emergency plans, manage the emergency programs of the City and shall have such other powers and duties as may be assigned by the Director.~~
The Director of Emergency Services may designate at least one Senior Staff Member to serve as the EOC Director with all the authorities of the Director of Emergency Services.
- E. The Director of Emergency Services shall appoint the Director of the OEM and shall designate the order of succession to that position. The Director of the OEM shall, under the guidance of the EOC Director, have such other powers and duties as may be assigned by the Director of Emergency Services.
- F. The Director of Emergency Services may establish and authorize policies to facilitate the emergency management organization and the City's response to any emergency.

8.08.040210 Duties

The ~~Office of Emergency Services~~ Director of Emergency Services shall have the following duties:

- A. Request the City Council to proclaim the existence or threatened existence of a "Local eEmergency" if the City Council is in session, or to issue such proclamation if the City Council is not in session. Whenever a Local eEmergency is proclaimed by the Director, the City Council shall take action to ratify the proclamation within seven (7) days thereafter, or the proclamation shall have no further force or effect.
- B. Request the Governor to proclaim a "State of Emergency" when, in the opinion of the Director, the locally available resources are inadequate to cope with the emergency.
- C. Control and direct the efforts of the emergency organization of San Joseee for the accomplishment of the purposes of this Chapter.
- D. Direct the cooperation between, and coordination of, services and staff of the emergency organization of San Joseee for the accomplishment of the purposes of this Chapter.
- E. Represent San Joseee in all dealings with public or private agencies on matters pertaining to emergencies as defined in this Chapter.

8.08.050220 Emergency Management Organization

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 management organization.

8.08.060230 Emergency Operations Plan

- A. The ~~Emergency Services Council~~Office of Emergency Management, in coordination with designated departmental representatives, shall be responsible for the development of the City's Emergency Operations Plan, which shall provide for the effective mobilization of all the resources of San José, both public and private, to meet any condition constituting a ~~Local~~ Emergency, State of Emergency or ~~State of War~~ Emergency; ~~and shall provide for the organization, powers and duties, services and staff of the emergency organization.~~
- B. Such plan shall take effect upon approval by resolution of the City Council.

08.08.070 Director of the Office of Emergency Management

The Director of the OEM shall coordinate and conduct all day-to-day emergency management and homeland security functions and activities as deemed appropriate by the Director of Emergency Services, and with the assistance of the directors of departments identified in the Emergency Operations Plan and the Chiefs of Police and Fire, develop emergency policies, programs, plans, procedures, training, and exercises in accordance with SEMS and NIMS.

8.08.080 Emergency Operations Center

- A. Within the City there shall be designated an EOC which, during times of emergency, serves as a coordination, management and continuity of government center for the local government response.
- B. The OEM may designate a secondary location as an alternate or back-up EOC.
- C. The management and operation of the EOC shall be under the purview of the OEM.
- D. The Director of the OEM shall develop and maintain policies and procedures that ensure the readiness of the EOC.

8.08.090 Emergency Management - Incident Command System (ICS), Standardized Emergency Management System (SEMS), National Incident Management System (NIMS)

As appropriate, all emergencies within the City shall be managed in accordance with the Incident Command System, the Standardized Emergency Management System, and the National Incident Management System.

8.08.100 Continuity of Governance

Each elected official and department head shall designate in writing an alternate(s) to serve when Unavailable so as to maintain continuity of government services within their office or department. A copy of such written designation shall be filed with both the

Clerk of the City Council and the Director of Emergency Services and shall be updated as appropriate.

8.08.110240 Expenditures

Any expenditures made in connection with emergency activities, including mutual-aid activities, shall be deemed conclusively to be for the direct protection and benefit of the inhabitants and property of San José.

8.08.120250 Powers During Local Emergency or State of Emergency

In the event of a proclamation of a Local eEmergency, or the proclamation of a State of Emergency by the Governor or the Director of the State Office of Emergency Services, or the existence of a sState of wWar eEmergency, the Director of Emergency Services is hereby empowered:

- A. To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the City Council.
- B. 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.
- C. 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 sState of wWar eEmergency, 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.

- D. To requisition necessary personnel or material of any City department or agency.
- E. 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 by the Emergency Operations 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.

8.08.130260 Acts Constituting Misdemeanors During An Emergency

It shall be a violation of this Code for any person, during an emergency, to:

- A. Willfully obstruct, hinder or delay any member of the emergency organization in the enforcement of any lawful rule or regulation issued pursuant to this Chapter, or in the performance of any duty imposed by virtue of this Chapter.
- B. Do any act forbidden by any lawful rule or regulation issued pursuant to this Chapter if such act is to give or be likely to give assistance to the enemy or to imperil the lives or property of inhabitants of this City, or to prevent, hinder or delay the defense or protection thereof.
- C. Wear, carry or display, without authority, any means of identification specified by the emergency agency of the City or state.
- D. Violate any curfew established by any lawful rule, regulation, order, or direction issued pursuant to this Chapter.

Part 21
Emergency ServicesDisaster Council

8.08.20010 Emergency ServicesDisaster Council

The City Emergency ServicesDisaster Council, formerly known as the Emergency Services Council, is hereby created.

8.08.210020 Membership

The Disaster Council shall consist of the following members:

A. The City Manager shall be the Director of Emergency Services, and shall be Chair;

B. The Assistant Director of Emergency Services, who shall be Vice Chair;

C. The Mayor;

D. A designated Deputy City Manager who may be appointed to serve as EOC Director;

DE. The Director of the OEMEmergency Services Coordinator;

EF. The Chiefs of Police and Fire and the directors of departments identified in the Emergency Operations PlanSuch chiefs of Emergency Services as are provided for in the current Emergency Plan of San Jose, adopted pursuant to resolution;
and

~~FG.~~ Representatives of other organizations having an official emergency responsibility, as may be appointed by the Director of Emergency Services ~~with the advice and consent of the City Council.~~

8.08.220030 Functions, Powers and Duties

A. ~~The Emergency Services Disaster Council may review and make recommendations to the City Council on: shall recommend to the City Council emergency and mutual aid plans and agreements, resolutions, ordinances, and rules and regulations as are necessary to implement the plans and agreements.~~

~~1. The Emergency Operations Plan;~~

~~2. Mutual-aid agreements relating to emergency management, not including those relating to fire and law enforcement;~~

~~3. The planned organization and integration of volunteer organizations into the City's emergency responses; and~~

~~4. Other items related to emergency management.~~

~~B. The Disaster Council may exercise such powers and duties as are necessary to substantially comply with the rules and regulations established by the Office of Emergency Services for the purpose of being certified by that Office pursuant to Government Code Section 8612.~~

CB. The ~~Emergency Services~~Disaster Council shall meet upon call of the Chair or, in his or her absence from the City or inability to call such meeting, upon call of the Vice Chair.

PASSED FOR PUBLICATION of title this _____ day of _____, 2024, by the following vote:

AYES:

NOES:

ABSENT:

DISQUALIFIED:

MATT MAHAN
Mayor

ATTEST:

TONI J. TABER, CMC
City Clerk



Item 3.3

Approval of the Updated Emergency Operations Plan

Item 3.4

Amendments to Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code

*Presented by Raymond Riordan, Director
Office of Emergency Management
City Manager's Office*

*San José City Council Meeting
May 21, 2024*

What is the Emergency Operations Plan?

- Establishes the foundational policies, procedures, and organization for response
- Overview of the jurisdiction's approach
- Identifies global emergency response policies
- Describes the response and recovery organization
- Assigns specific roles and responsibilities to City departments, agencies, and community partners



Emergency Operations Plan – Base Plan

April 2024

How was the plan updated?

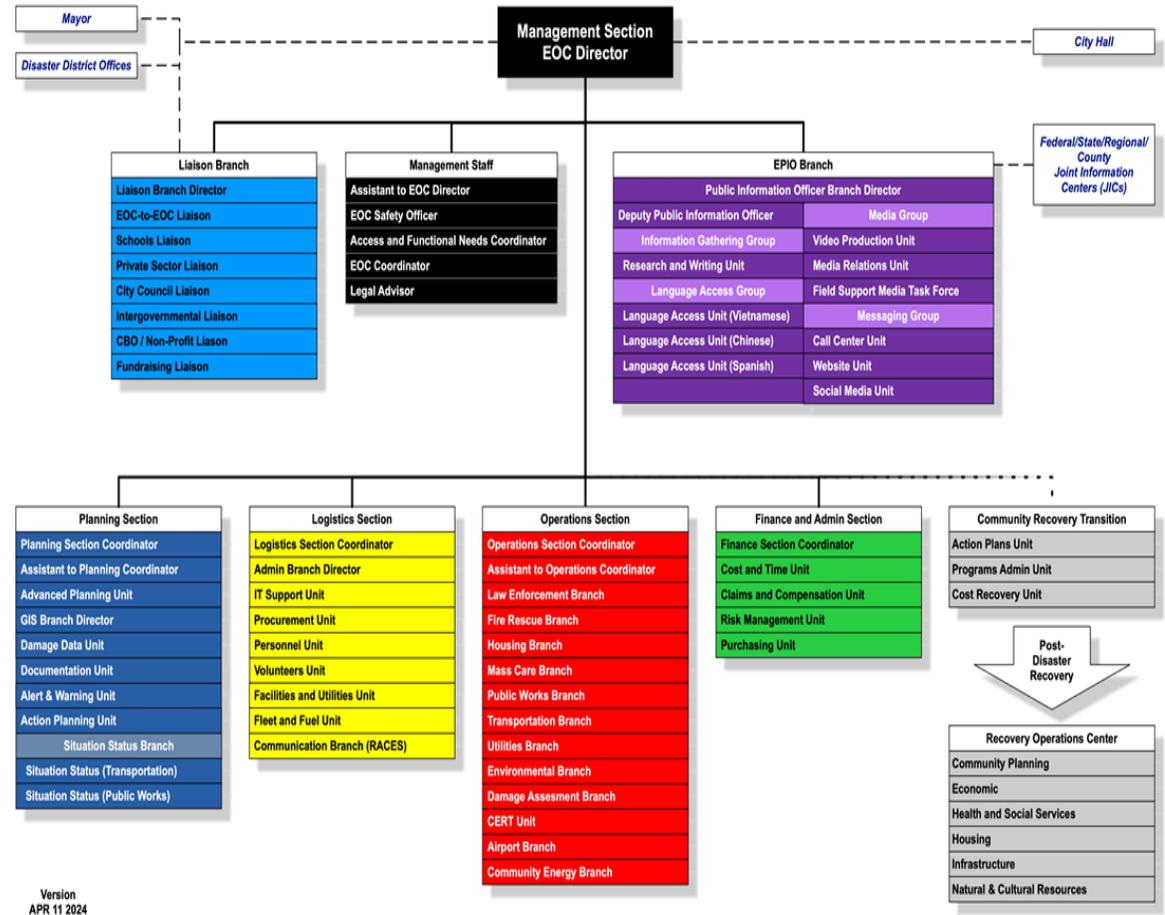


- Witt O'Brien's Consulting firm
- Review of multiple After Action Reports
- Review of County and State Plan
- Workshops with City staff and outside stakeholders
- 31 workshops with over 30 revisions
- 20 City Offices/Departments and over 20 external stakeholders

How does the plan work?

- Assigns specific roles and responsibilities to City departments, agencies, and community partners
- Specifies the organization of response
- Identifies how all are engaged and collaborate during an emergency
- Describes the Emergency Management Organization, and its relation to other organizations

City of San José Emergency Operations Center (EOC)





Item 3.4 Amendments to Title 8, Chapter 8.08 (Office of Emergency Services) of the San José Municipal Code

- Last updated in 1997
- Title clarification
- Purpose statement
- Clarifying definitions and language
- Disaster Council

Thank you

Raymond Riordan, Director

Office of Emergency Management

408-794-7050

ray.riordan@sanjoseca.gov

