CITY OF SAN JOSE

CAPITAL OF SILICON VALLEY

Emergency Communications Operations Support Annex

April 2024

TABLE OF CONTENTS

EXECUTIVE SUMMARY

The City of San José Emergency Operations Plan (EOP) provides an overview of the City's approach to managing emergency operations. It identifies emergency response policies, describes the response and recovery organization, assigns specific roles and responsibilities to City departments, agencies, and community partners, and describes logistical support. The EOP also explains the functions of the City of San José's Emergency Management Organization (EMO) and the Emergency Operations Center (EOC) and the coordination that occurs between the EMO/EOC, Department Operations Centers (DOCs), those conducting field-level activities, and external entities such as the Operational Area, community partners, and City residents and visitors. The EOP is a broad programmatic document applicable to all hazards or threats and all the missions/functions the City may perform in response to or recovery from an incident.

To provide planning support to the EOP, the City has developed Support Annexes for each critical function the City must manage, coordinate, and perform following an emergency. A support annex is a function or incident-specific application of the guidance, policies, and concepts defined in the EOP. Specifically, this Emergency Communications Operations Support Annex provides a strategic framework for coordinating internal and external communication following an incident.

This Support Annex describes the fundamental organizational relationships to manage the City's emergency communications function, identifies City departments' and external entities' roles and responsibilities, and outlines a timeline of activities associated with crucial communications functions. Emergency communications are critical in all phases of a disaster. They may impact many activities, including alerts, warnings, notifications, transportation, evacuation, sheltering, Local Assistance Centers, reunification, re-entry, and recovery.

Per the National Incident Management System (NIMS), public information is coordinated and integrated across jurisdictions and functional agencies, among Federal, State, local, and tribal partners, and with private sector entities and nongovernmental organizations. To effectively ensure timely and accurate public information and alert and warning messages are disseminated, systems, structures, plans, policies, and equipment must be developed and identified to accomplish these tasks.

The City Manager's Office of Communications is the designated lead department for managing emergency communications and is supported by Public Information Officers from City departments as directed by the City Manager's Office. As the lead, the City Manager's Office of Communications coordinates all emergency communications activities and oversees communications protocols.

Through the activation of the Emergency Public Information (EPIO) Team as part of the emergency management organization, other City Department DOCs, field-level incident information officers, and Departmental Public Information Officers will establish an organization to support the coordination of all public information activities.

This City of San José Emergency Operations Communications Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, lessons learned in recent activations, and best practices. It provides a foundation for additional planning and the framework to support the Emergency Communications Operations Support Plan, which outlines key activities for implementing this Annex. Some concepts herein are inherently interrelated with other functional annexes covering different aspects of emergency management that may occur concurrently with emergency communications activities.

This Emergency Communications Support Annex applies to all hazards.

STATEMENT OF INTENT

Disclaimer: This Emergency Communications Support Annex is advisory.

It is meant to assist in emergency communications planning, but it is not meant to fulfill all legal requirements or duties. Nothing in this document alters or impedes the ability of federal, state, or local chief executives, government agencies, or internal organizations to carry out their specific authorities or perform their responsibilities under all applicable laws, executive orders, and directives. This support annex is not intended to alter the existing authorities of individual municipal or county agencies and does not convey new authorities upon any local, State, or Federal official.

APPROVAL AND ENDORSEMENT

This Emergency Communications Support Annex has been approved and endorsed by the City of San José departments with the responsibilities described herein. It supersedes all previous versions.

Jennifer Maguire, City Manager	Date
Kip Harkness, Deputy City Manager (Emergency Management)	Date
Carolina Camarena, Communications Office Director	Date
Raymond Riordan, Office of Emergency Management Director	Date
Mookie Patel, Director of Aviation	Date
Lori Mitchell, Clean Energy Department Director	Date
Kerrie Romanow, Environmental Services Department Director	Date
Robert Sapien, Fire Chief	Date
Jill Bourne, Library Director	Date
Jon Cicirelli, Parks, Recreation and Neighborhood Services Director	Date

Paul Joseph, Acting Chief of Police   Date

Matt Loesch, Public Works   Date

John Ristow, Transportation Director   Date

INTRODUCTION

This Annex is an extension of the City of San José Emergency Operations Plan. It outlines the functions involved in emergency communications. The Annex specifies policies and provides guidance for planning and executing emergency communications before, during, and after an incident, disaster, or emergency. The organization of the EPIO Team is based on state and national best practices and lessons learned from recent disasters in the State of California. In addition, this Annex is augmented by the Emergency Communications Operations Support Plan for the City of San José which is a stand-alone plan that provides the full operational details and "how-to's" to support the concepts outlined in the Emergency Communications Operations Support Annex.

This Support Annex is written to provide an all-hazards framework for coordinating and disseminating timely, effective, and accessible public information affecting the safety of San José residents. This Annex also outlines critical issues regarding the public information needs of people with disabilities and others with access and functional needs.

San José faces a variety of natural hazards, some of which may result in the necessity to provide critical life-saving information pre- or post-incident. Hazards identified in the Santa Clara County Multi-Jurisdictional Hazard Mitigation Plan   include the following with a risk ranking:

1. Earthquake (high risk)
2. Severe weather (medium risk)
3. Flood (medium risk)
4. Dam and levee failure (medium risk)
5. Landslide (medium risk)
6. Wildfire (medium risk)
7. Technological Incidents (low risk)
8. Adversarial Incidents
9. Drought (low risk)

https://emergencymanagement.sccgov.org/multi-jurisdictional-hazard-mitigation-plan-mjhmp

These hazards may occur by themselves or concurrently as a result of a more significant event, such as an earthquake or dam failure.

Response decisions, including decisions around evacuation and re-entry, will be based on the following priorities:

● **Protect lives and safety**: safeguard citizens from hazards and protect first responders.

- **Reduce risks**: take actions needed to minimize impacts to property, infrastructure, and environment.

- **Inclusive and culturally competent approaches**: consider high-risk and vulnerable populations and provide resources and services that include children, seniors, individuals with disabilities, multi-cultural individuals, houseless populations, the visually and hearing impaired, people with pets, and people with disabilities and others with access and functional needs.

- **Engage with the public**: provide accurate, timely, and accessible information to affected populations in accessible formats.

A.   Purpose

The Emergency Communications Support Annex provides the framework for the process by which the City of San José will:

- Provide an operational system and organizational structure for EPIO staffing.
- Provide timely, accurate, and helpful information and instructions to the public, San José employees, and partner agencies during emergencies or disasters.
- Outline the process for information collection and analysis.
- Develop strategies for effective messaging, including appropriate messaging for people with disabilities and others with access and functional needs.
- Address developing multiple media channels, including bilingual, and how to effectively incorporate technology to disperse succinct messages for Alert, Warning, and Notification.

This framework complements the EOP, existing plans, and responsible City departments and agencies' standard operating procedures (SOPs).

B.   Planning Assumptions

The following assumptions apply to City Emergency Public Information collection and messaging activities:

- Incidents that create emergency conditions may be slow-moving, like Coyote Creek flooding or El Niño rainstorms, or they may be no-notice incidents, such as an earthquake, a significant hazardous materials release, or an act of terrorism. The City must be prepared to conduct Emergency Public Information activities in response to any type of incident at any time.

- Local emergencies are proclaimed by the City of San José City Council and the County of Santa Clara Board of Supervisors.
- All Standardized Emergency Management System (SEMS) elements, including mutual aid and communications systems, are functional.
- The City will activate the Emergency Management Organization based on an assessment of the severity of the incident/event, the available resources and personnel, the potential impact on the residents, and the need to protect lives and property. The lead EPIO will provide overall coordination for emergency public information activities, overseeing divisions and performing specific duties.
- A detailed and credible common operating picture may take time to be achieved during a significant incident.
- Critical utilities, including electrical power, cell phones, and the internet, may be interrupted. No single method of communication will reach everyone, every time and everywhere. Utilization of frequent, numerous, and varied communication methods will be required.
- Dissemination and sharing of timely, accurate, and credible information among stakeholders (affected, interested, and influential target audiences) is one of the most critical facets of communications, especially for the City's most vulnerable populations.
- Different types of information will have to be communicated to different target audiences.
- In an emergency, there will likely be widespread circulation of conflicting information, misinformation, and rumors via social media. Responses and clarifications must be issued quickly, accurately, and by various methods.
- City Emergency Public Information activities will be coordinated with the Santa Clara County Op Area Joint Information Center (JIC) and the Bay Area UASI Joint Information System (JIS) if they are activated for the event.
- The interest generated by a disaster may lead to requests for information or visits from various public officials, dignitaries, or VIPs. Such requests will require coordination and resources. The EPIO Team will work with the Mayor's Office and EOC Liaison Branch to accommodate this.

General Considerations

In addition to the planning assumptions listed above, the City should be aware of the following considerations when making decisions about public information, alerts, warnings, and notifications.

- If internet and cell phone services are down, traditional radio becomes a significant source of communications, including alerts, warnings, and notifications, especially for evacuations in a fast-moving event such as fires or floods.

- The City has a significant unhoused population - plans should be made for how the City will notify these populations, especially for events requiring immediate notification.
- The EPIO Team should maintain a state of readiness for no-notice incidents and ensure that multiple means of rapidly disseminating public warnings and notifications are in place.
- For immediate notifications, the California Office of Emergency Services recommends that message templates are in place for common protective action patterns (evacuation, prepare to evacuate, shelter in place, etc.).
- Not all persons advised of a mandatory evacuation order will evacuate.
- Mutual assistance will be needed in a large-scale event - ssue requests immediately after activation.
- The population has high expectations of the City government to perform in a proactive, inclusive, and culturally conscientious manner. How the City performs in an emergency and integrates the whole community in emergency communications decisions will impact the public's general perception of and confidence in the local government.
- Effective Emergency Public Information requires a Whole Community Approach. It must take an inclusive approach to a population with diverse languages, vulnerable populations, houseless populations, people with disabilities and others with access and functional needs.

Considerations for People with Disabilities and Access and Functional Needs

The City of San José is committed to inclusivity and providing services to those with disabilities and access and functional needs, including limited English proficiency before, during, and after an incident.

- Often, individuals will require auxiliary aids and services or language access services to initiate effective communication and to receive and respond to information using methods that facilitate effective communication.
- Individuals may be unable to hear verbal announcements or alerts, see directional signs, communicate their circumstances to emergency responders or case managers, or understand how to get assistance due to hearing, vision, cognitive, behavioral, mental health, or intellectual disabilities or limited English proficiency.
- In addition to auxiliary aids and services, the use of plain language benefits most people.
- The City will consider the following multi-lingual needs:
  - Ensure public information is provided to each community in their language and English.
  - Ensure public information placards are available for all languages reflected in the City.

- Ensure field interpreters are available to communicate with residents in their language.

C. City Profiles of Languages Used and Methods to Communicate with the Public

The City of San José is incredibly diverse, serving various populations from different ethnicities and socio-economic backgrounds. San José's diversity contributes to the multilingual character of the community.

The U.S. Census Bureau's 2015-2019 American Community Survey shows that 57% of San José residents five years of age and over speak a language other than English at home. Based on the Census data, the top three languages spoken at home by at least 5% of the population in the City of San José are:

- Spanish
- Vietnamese
- Chinese (including Cantonese and Mandarin)

A detailed breakdown of language demographics can be found in each City Council District's Community Profile, including a listing of neighborhoods based on census data where concentrations of speakers of the above languages are highest. Some will have English proficiency or need translation assistance; others may have limited English proficiency or be non-English-speaking-monolingual. Even those with English proficiency may experience greater trust in the local government and receive instructions or support when they see communication efforts explicitly designed for their community.

Communication to the public should be culturally and linguistically appropriate, such as alerts, printed media, postings, social media notifications, radio/TV messages, online video messages, town hall presentations, signage, and others. In some cases, this may include having an on-site translator or interpreter.

CONCEPT OF OPERATIONS

The Concept of Operations presents an overall framework for managing emergency communications, including a description of the organization and a phased timing of emergency communications activities.

A. General

Emergency Communication activities will reflect the City's operational priorities:

- Protect human life, safety, and health.
- Support the safe movement of residents and emergency response personnel.
- Provide accessible services and information.
- Establish effective and unified coordination across responding agencies.
- Act within established legal authorities.

Every priority decision in emergency communications is about protecting lives and the safety of those impacted by the emergency or disaster, including protective actions.

Overview of Critical Emergency Communication Activities

The City's public information efforts should not be considered "stand-alone" during non-emergency or emergency status. The strength of PIO information-sharing efforts comes from maintaining solid and effective relationships with City departments, local partners, the Operational Area, and the region, with individuals responsible for all aspects of information-sharing activities. The effective use of the Joint Information Center (JIC), which includes local/field to the City and/or the City to Operational Area, and the Joint Information System (JIS) are valuable tools for timely information sharing. Additionally, the use of SEMS and NIMS has proven effective in achieving maximum public awareness, response, and recovery efforts.

The City's Emergency Communications Operations Support Annex includes roles and responsibilities for the EPIO Team regarding how to participate in information-sharing coordination that supports the City before, during, and after a significant incident.

B. Organization

Following a large-scale event that necessitates activation of the Emergency Communications Plan, the City will activate its Emergency Management Organization at a level commensurate of the hazard and impact on the residents according to the four levels identified in the EOP. Several departments across the City have varying degrees of responsibility for supporting emergency public information.

- **Office of Communications** is the lead department responsible for coordinating emergency public information. Within the EOC, the Director, Office of Communications, or their designee is the EPIO Branch Director and serves as the City's lead Emergency Public Information Officer (EPIO). The EPIO Branch Director manages the coordination of emergency communications for the City of San José. When called upon, the EPIO Branch Director may activate additional public information divisions and units as needed. Figure 1 below shows this organization.

Figure 1: EOC and EPIO Team Organization
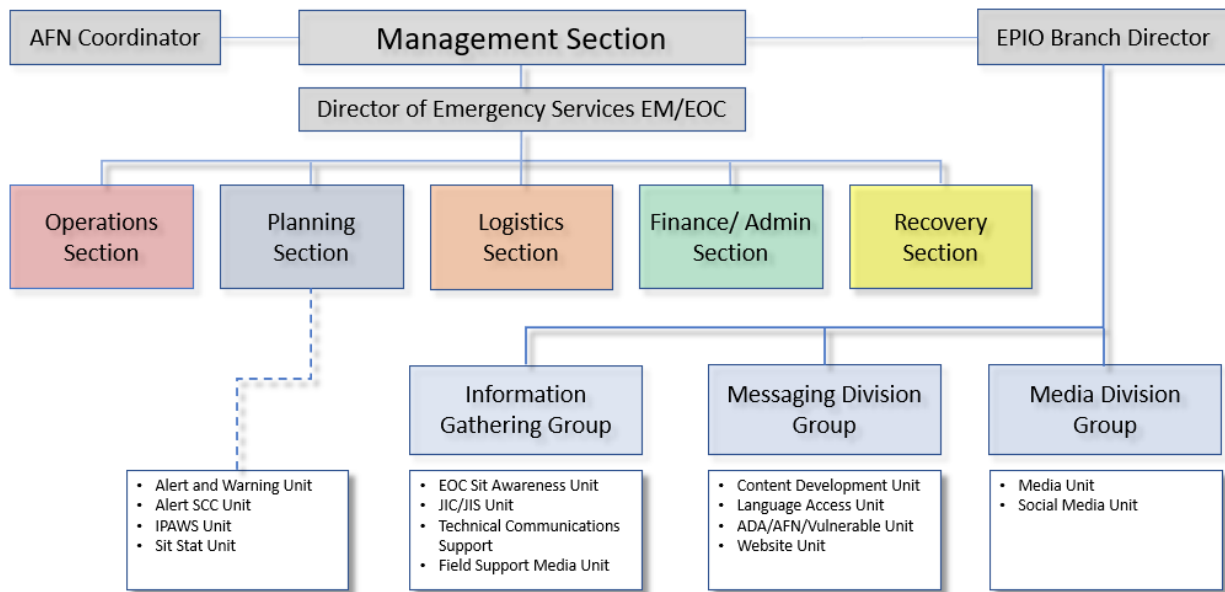
*The Alert and Warning Unit is in the Planning Section. Communication between Planning and Management/PIO is critical to ensure that validated, accurate and timely information is disseminated to the public.

EPIO Branch Director

The EPIO Branch Director serves as the Lead EPIO and oversees the EPIO Team. Reporting directly to the Emergency Management Organization Director, the EPIO Branch Director coordinates with Department PIOs to prepare emergency communications for distribution. Responsibilities include developing goals, objectives, and key messages for the EPIO Branch. The EPIO Branch Director coordinates the message approval process with the Emergency Management Organization and/or the EOC Director.

Information Gathering Group

- Receive validated information from EOC sections.
- Determine actions taken in the field and disseminate to the public (road closures, air quality, etc.).
- Compile services being provided (LAC, shelters, pod locations).
- Provide information for community meetings.
- Develop internal communications.
- Push and pull information from partner agencies and validate with EOC sections as appropriate.
- Stand up a JIC if needed for the City of San José to coordinate City-specific information with cooperating agencies (i.e., Hospitals, transportation routes, school closures, etc.).
- Develop messages for a call center established by IT to respond to the public. One position oversees communication and coordination with the Call Center.
- Ensure language access capabilities for the Call Center.

Messaging Division Group

- Write and customize messages
- Collaborate and prepare messages for the Liaison Branch to share
- Fulfill needs for technical writing experts.
- Update the City's website with information and resources.
- Create disaster-specific websites as needed, such as a recovery website.

Media Division Group

- Deliver messages via multiple media outlets.
- Provide information for community meetings.
- Provide bilingual staff who are media trained.
- Monitor social media.
- Disseminate social media messages from the City.

- Develop social media messages for the Liaison Branch to share with elected officials, community partners, etc. in a timely fashion so they can disseminate consistent messages via their social media outlets.

C. Methods, Tools, and Equipment for Public Messaging

Planning for, preparing, and disseminating alerts and warnings are the responsibility of multiple levels of government. Each level of government—and designated entities within those levels—holds responsibility and/or authority to ensure the overall effectiveness of the State of California's statewide alert and warning system. [1]

Figure 3. Responsibilities in the State of California Alert & Warning System
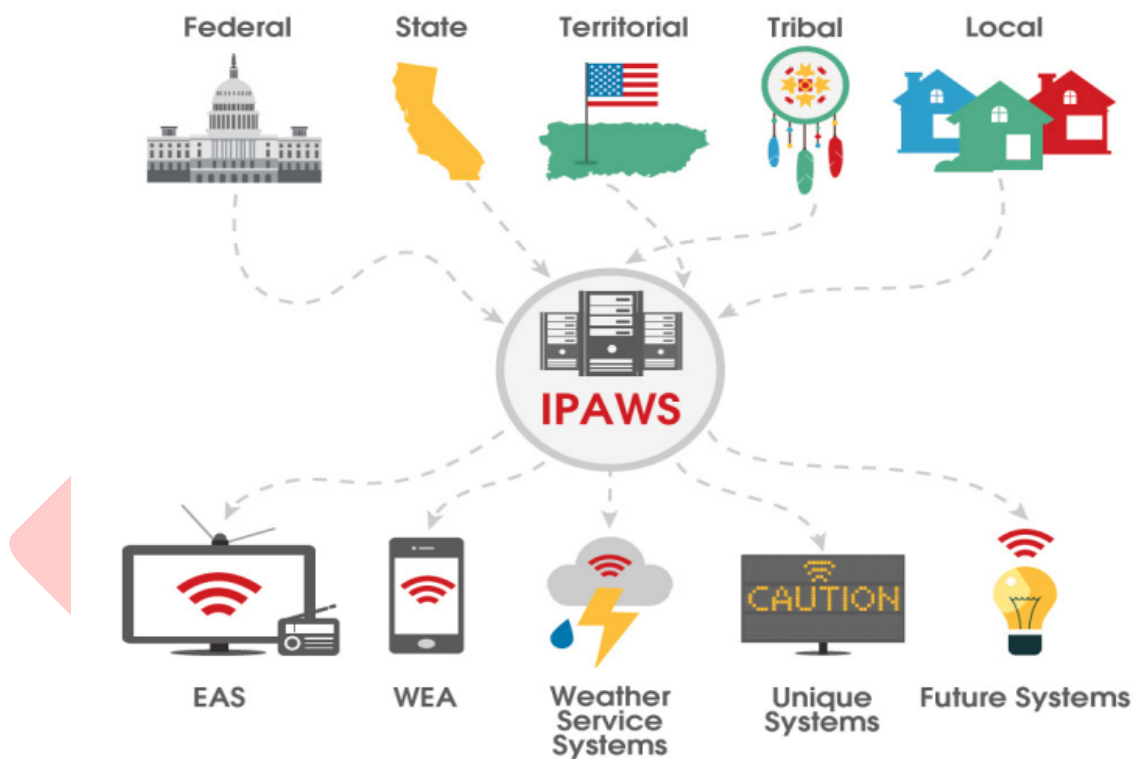
Multiple communications channels are available to the City to provide the Public Alert, Warning, and Notifications. These communication channels include:

- Press release distribution list
- Local media partners (radio, TV, print)
- Disaster-specific website

---

[1] State of California Statewide Alert and Warning Guidelines, March 2019

- Call Center (Facilitated by Call Center Manager with frequently updated fact sheets)
- Shelter Updates (Facilitated by EOC Shelter liaison with daily updated fact sheets)
- Alert SCC
- X - Formerly Twitter (all available City accounts)
- Facebook (all available City accounts)
- YouTube (for meeting streaming and informational video updates)
- Nextdoor
- Email and mobile messaging service
- Video messages to reach non-English speaking populations, utilizing trained personnel and up-to-date equipment

Alert, Warning, and Notification Systems are divided into Opt-in and Opt-out:

- An Opt-in System is a tool where Individuals HAVE TO sign up for the system to receive notifications. AlertSCC is an opt-in system administered by the County of Santa Clara, with administrative rights provided to the City of San José. Messages can be translated into different languages.

- Wireless Emergency Alerts (WEA) – provides an Opt-out system where cities and counties can send a brief text to all operating cell phones in a specified area. Mobile Phones have an automatic alert system installed at the time of purchase. All smart mobile phones have the emergency notification feature, activated at the time of sale. Owners can choose to deactivate it for alerts.

- The Emergency Alert System (EAS) is a national public warning system that requires broadcasters, cable TV systems, wireless cable systems, satellite radio service, and broadcast providers to provide communications capability. EAS enables cities and county agencies to interrupt broadcasts with an emergency message up to two minutes in length.

- Integrated Public Alert & Warning System (IPAWS), operated by FEMA, creates the gateway to activating the two national public warning systems, EAS and WEA.

D. Timing of Critical Emergency Communication Activities

The **City Manager's Office of Communications** serves as the Lead EPIO and, as such, is responsible for coordinating and/or delegating the preparedness, response, and recovery activities associated with emergency communications.

The activities identified below in Table 2 do not constitute a comprehensive list of all possible actions that may be taken but instead represent some of the most critical activities to be

accomplished based on best practices, research, and the City's approach to conducting damage and safety assessments. Please note: the activities are not ranked in order of priority. They are listed in the order that they are most likely to occur. Many activities may co-occur depending on incident requirements or in a different order.

Activities listed in Table 2 are organized according to the phases shown in Table 1, described in detail in the **EOP in Section 1.3.1, Phases of Emergency Management.**

Table 1. Phases of Emergency Management

Phases	Approximate Timeline
Phase 1: Preparedness	Pre-incident *This phase may include the **Advanced Warning** period when advanced warning information is provided from a reliable source*
Phase 2: Initial Response	Within the first 72 hours of an incident
Phase 3: Continued Response	72 hours to 14 days after an incident
Phase 4: Short-Term Recovery	Two weeks to two months after an incident
Phase 5: Long-Term Recovery	Two months to a year or more after an incident

There are several phases of a disaster that will require some form of emergency communications activities, sharing information with the public, as well as internal and external stakeholders about the status, hazards, resources, and expected actions to consider.

Table 2. Emergency Communications Activity Timeline

Phase	Activity	Responsibility	Status
Phase 1: **Preparedness**	Maintain websites, social media sites, brochures, printed materials, trainings, and drills with disaster preparedness information and resources that are useful to all community members.	Lead EPIO and EPIO Team	
	Define disaster preparedness public information with objectives including who, what, where, how, and when. Coordinate these activities with all City departments and internal and external partners in disaster preparedness.	Lead EPIO and EPIO Team	
	In coordination with Alert and Warning staff in OEM, develop and test all-hazards messaging templates for alert and warning technologies.	Lead EPIO and EPIO Team Alert and Warning Unit, Planning Section	
	The Director of Communications leads the PIO Emergency Management Working Group.	Lead EPIO and EPIO Team	
	Participate in Citywide training and exercises on issues involving the EPIO team.	Lead EPIO and appointee	
	Participate in the meetings of the Citywide Emergency Management Workgroup.	Lead EPIO and appointee	
	Participate in the Bay Area Urban Area Security Initiative (UASI) Joint Information System (JIS) membership and activities.	Lead EPIO Alert and Warning Unit, Planning Section	
	Maintain a state of readiness to support Emergency Alert and Warning activities in a no-notice emergency.	Lead EPIO and EPIO Team	
	Ensure that specialized emergency contracts with vendors for professional translation and interpretation services are in place before an incident.	Lead EPIO Alert and Warning Unit, Planning Section	

	If Advanced Warning is available, The EPIO Team can provide message content for EMERGENCY ALERTS to the whole community using every platform available to implement emergency actions and resources before the emergency strikes.	The EPIO Messaging and Media Divisions Alert and Warning Unit, Planning Section	
	Alert activities can be pre-developed in the form of templates, with only specific details to be filled in to reflect the actual anticipated event, as this phase can be minutes, hours, or even days	EPIO Messaging Division	
	Use validated situational awareness from the field vetted through the Department Operations Centers to alert and notify the public and all internal and external stakeholders of the situation, probabilities, emergency actions, and resources to protect life and property.	Lead EPIO and EPIO Team	
	Utilize all available messaging platforms to the extent possible to notify the whole community, including both Opt-in and Opt-out messaging tools.	EPIO Team Messaging Division, Language Access Unit, ADA/AFN/Vulnerable Unit, and all Planning Section Alert and Warning Units	
Phase 2: **Initial Response**	Ensure that communication in multiple formats is offered to reach AFN populations (See **Communication with People with Disabilities and Others with Access and Functional Needs**).	EPIO Team Messaging Division, Language Access Unit, ADA/AFN/Vulnerable Unit, and all Planning Section Alert and Warning Units	
	During this phase, the disaster may have impacted communications systems and platforms, so redundant, in-person communication methods may be necessary. Coordinate resources and capabilities with the Operations Section, Law and Fire Division.	Operations Section Law and Fire Division, EPIO Information Analysis Division	

Coordination of message delivery during this phase is critical. Work with Planning (Alert and Warning) and Operations (Law and Fire) Section, coordinate use of LRADs or door knocks to deliver information	EPIO Team Messaging Division, Language Access Unit in coordination with each other. Integrate coordination with AFN Coordinator as needed.	
Define and coordinate communication messages with all involved City resources and partners.	Lead EPIO	
Understand the roles, relationships, and responsibilities of emergency alerts and notifications with the Operational Area, region, and state, utilizing all resources and platforms available.	EPIO Team Alert and Warning Unit, Planning Section	
If needed based on a localized emergency, establish a City JIC to coordinate information dissemination with critical partners such as the Water District, utility providers, hospitals, school districts, CADRE, etc.	EPIO Team Information Analysis Division, JIC/JIS Unit	
Deploy a City representative to the Operational Area Joint Information Center (JIC) for a multi-jurisdictional event. If a JIC is not established, participate in the JIS.	EPIO Team Information Analysis Division, JIC/JIS Unit	
Disseminate information to the public on how to post information that they are "safe." Several social media platforms offer this service, including Facebook.	EPIO Team Information Analysis Division and Messaging Division	
Submit requests to Logistics, including potential requests for mutual aid to quickly ramp up and obtain resources the EPIO Team needs.	Lead EPIO	
Disseminate information to the public and key internal and external stakeholders on services such as:	The EPIO Team works together to validate public services and coordinate public messaging	

	- Establishment of a Local Assistance Center (LAC) and the resources provided to survivors at the LAC - Points of Distribution (POD) sites for essential supplies and what supplies will be distributed (water, food, etc.). - How community members can post information that they are "safe." Several social media platforms offer this service, including Facebook. - How families, friends, and pets can be reunited through websites providing this service, American Red Cross Missing Persons Services. - Updates on where shelter services are offered and when shelters are closing. Information on safe re-entry locations and procedures		
	Continue participation in the Op Area JIC and JIS	EPIO Team Information Analysis Division, JIC/JIS Unit	
Phase 3: **Continued** **Response**	Continue to prepare and share information with the public and key internal and external stakeholders regarding: - Safe re-entry locations and procedures - Community Assistance programs for property restoration and other re-entry services or activities - News and information dissemination on community resources. - Community activities supporting community engagement and healing - Donation and volunteer management opportunities - City/agency services announcements and updates for rebuilding and restoration of community assets - Housing and social services resources	EPIO Team Information Analysis Division and Messaging Division work to validate all available public services information and coordinate public messaging.	

	Monitor rumor control via social media.	EPIO Team Media Division, Social Media Unit	
Phase 4: **Recovery**	Consider setting up a Recovery webpage to channel information to the public in a significant incident.	EPIO Team Messaging Branch, Website Unit	
	Working with the Operations, Planning and Finance Sections, prepare and share information with the public and key internal and external stakeholders regarding: ● Short-term and Long-term housing options available to the community, including priority populations such as individuals or households with access and functional needs that require a specific type or location of housing. ● State and federal reimbursement programs. ● Community engagement and healing opportunities, including resources for the community for Post-Traumatic Stress. ● Sharing heartwarming stories of resilience, neighbors helping neighbors, and community re-building. ● Unmet needs in the community, including efforts of a Long-term Recovery Organization. ● Re-building of property, both public and private, including critical infrastructures. ● Compile documentation of what worked well and what could be improved for an After-Action Report. ● Efforts to better prepare for the next disaster to increase community resilience.	EPIO Team Planning Section Operations Section Finance Section	

ASSIGNMENT OF RESPONSIBILITIES

A. City Department Responsibilities

Many City Departments have designated PIOs. In the event of the activation of the EPIO Team, emergency communications become the priority, as authorized by the City Manager's Office, to commit departmental PIO staff and resources to the EPIO Team. Recent activations have demonstrated a lack of resources designated to the EPIO team when requests went from department to department. City Departments are obligated to allocate resources to the EPIO Team. The Lead PIO who heads the EPIO team should request departmental resources through the City Manager's Office to expedite the allocation of staffing resources for the EPIO Team.

City Manager's Office of Communications will:

- Staff the EOC Operation Emergency Public Information Branch.
- Serve as the lead coordinating department for the City's overall emergency communications activities.
- Serve as the lead EPIO when the EOC is activated.
- Request the activation of PIOs from other departments through the City Manager's Office.
- Craft communication strategies for the EPIO Team.
- Ensure messages are distributed in multiple languages, including ASL.
- Include communication formats for people with disabilities and others with access and functional needs, such as people who have visual and hearing impairments and those with physical, speech, cognitive, or neurological disabilities by providing communications that are 508 compliant.

Office of Emergency Management (OEM) will:

- Activate the EOC and ensure essential positions are staffed on a 24-hour basis if needed.
- Ensure EOC staff complete the appropriate paperwork needed for a federally declared disaster and for City record keeping.
- Provide Alert and Warning communications.
- Provide strategic guidance and training to support agencies on programmatic issues.
- Provide up-to-date situational awareness for the EPIO Team.
- Act as a point of coordination for state and federal agencies to City departments.
- Develop the capacity for video communications, including equipment and staffing.
- Provide up-to-date and timely communications to elected officials.

Information Technology Department (ITD) will:

- Ensure the proper hardware, software, and networks are available to support public information activities.
- Provide redundancy and backup support for communication.
- Establish a Call Center, which the Information Technology department manages if needed.

Fire Department will:

- Address and contain fires that develop, whether by natural causes, a power outage, arson, etc.
- Depending on the scope and breadth of a fire, the department may work with Cal Fire on wildland urban interfaces.
- Provide emergency medical assistance to affected populations.
- Relay any situational intelligence from the field to the EOC and EPIO Team.

Police Department will:

- Provide canvassing, use of LRADs, etc., for in-person emergency notifications.
- Ensure damaged areas have security to protect life and property.
- Help lead evacuation efforts.
- Relay any situational intelligence from the field to the EOC and EPIO Team.

B. External Partnerships

The following external entities may provide support, services, situation reports, information, and/or resources to the City of San José based on their expected roles, responsibilities, and availability. The City must typically request state and federal resources through coordination with the Santa Clara County Operational Area. The City can develop relationships or agreements with non-profit and philanthropic organizations, the private sector, and regional partners independently or in coordination with the County.

Santa Clara County

The City will coordinate with the County during emergency public information efforts. Depending on an incident's scope, complexity, and impact, the City and County may establish a unified JIC.

Santa Clara County, Office of Emergency Services, will:
- Share situational awareness with the City.
- Coordinate County resources through the EOC.
- Support the City's JIC.

- Fill the City's requests for resources or forward requests for assistance if the Operational Area cannot fill those requests.
- Communicate pertinent information received from the California Governor's Office of Emergency Services to the City's EOC.

The City and County Operational Area will coordinate and communicate the flow of information with the following entities:

- Fire
- Police
- Utilities
- School Districts
- Transportation Agencies
- Critical Infrastructures

- County Health Divisions
- Water District
- Air Pollution Control
- Local nonprofits
- Foundations
- Other local agencies as needed

State of California

The City of San José must request state resources through the Santa Clara County Operational Area. State agencies responsible for monitoring and disseminating emergency information that impacts communities include:

California State Warning Center will:

- Integrate new and existing public alert, warning, and notification systems to provide state and local authorities who are responsible for alert and warning a range of capabilities and dissemination channels, thereby increasing the likelihood that a given message will reach both people in an affected area and those outside who can benefit from greater awareness.

California Governor's Office of Emergency Services (Cal OES) will:

- Upon request and based on available resources, send an Agency Representative to the City EOC if the Operational Area EOC is not activated.
- Provide technical assistance by appointing a State Voluntary Agency Liaison, if necessary.
- Coordinate all mutual aid requests from the Operational Area for the shelter(s) within the City of San José.
- Process all resource requests from the Operational Area to fulfill the City of San José requests.

Cal Fire will:

- Provide time-sensitive and critical situational awareness to the City of San José's Emergency Operations Center.
- If Cal Fire enters Unified Command with local agencies, they will coordinate activities with the City/County Joint Information Center.
- Relay any situational intelligence from the field to the EOC and EPIO Team.

California Department of Transportation (Caltrans) will:

- Support evacuation operations within the Operational Area to fulfill the City's requests.
- Coordinate transportation resources for people with access and functional needs.
- Provide state transportation resources for the City of San José evacuation operations, as requested through the Operational Area.
- Coordinate with federal transportation evacuation entities to support Operational Area requests for assistance to fulfill City of San José requests for support.
- Establish alternate routes in coordination with CHP.
- Provide resources such as message boards or barricades for traffic control.
- Estimate the time required to repair State highways and bridges, if necessary, and determine potential road restrictions or closures.

California Department of Public Health will:

- Coordinate with the Emergency Medical Services Authority (EMSA) to provide services for people with medical needs beyond those that can be handled in general population shelters within the Operational Area to fulfill City of San José requests.
- Support the Santa Clara County Department of Public Health in monitoring health and safety conditions, such as issuing smoke inhalation advisories, information on hazardous material exposure risks, etc.

Federal Government

Federal Emergency Management Agency (FEMA) can:

- Coordinate requests for federal assistance from the Operational Area through Cal OES.
- Mission assign other federal agencies to support emergency public information efforts.

Centers for Disease Control and Prevention (CDC) can:

- Disseminate critical health and safety information to alert the media, public, and other stakeholders to potential health risks and reduce the risk of exposure to ongoing and potential hazards.
- Transmit health-related messaging information to responder organizations through secure messaging platforms.

National Oceanic and Atmospheric Association will:

- Provide weather forecasts, severe storm warnings, and climate monitoring to citizens, planners, emergency managers, and other decision-makers with reliable information they need when they need it.

Private and Nonprofit Sector Partners

Santa Clara Valley Water District (Valley Water) will:

- Monitor waterways and notify the City of hazardous or potentially hazardous conditions.
- Protect the City's water supply from earthquakes and natural disasters.
- Reduce toxins, hazards, and contaminants in the City's waterways.
- Provide Flood Protection to homes, businesses, schools, and highways.
- Support Public Health and Public Safety for the City's communities.

Local Media Outlets:

- Are important partners that the JIC will utilize to get the necessary information to the public as soon as possible. The City's PIO or EPIO team could develop a list of contacts and relationships with various news outlets, including television, radio, print, and digital outlets.
- News media can disseminate information to the public, including but not limited to evacuation warnings and orders, street closures, route information, re-entry guidance, and safety information.

CADRE (Collaborating Agencies' Disaster Relief Effort):

- Is a leading network of organizations providing community services that are essential in times of disaster.
- CADRE works with its leadership to coordinate organizational preparedness planning in non-disaster times and activates to respond and provide essential services during and after a disaster.

- CADRE works closely with Santa Clara County's emergency management community to build disaster resilience among service organizations through communication, coordination, and preparedness training.
- *CADRE is a 501(c)3 tax-exempt organization.*

211 Santa Clara County Information and Referral Services may**:**
- Disseminate evacuation and emergency shelter information to callers.
- Support family reunification efforts following an evacuation.
- Serve as a centralized source for information on disaster relief and recovery activities.
- Coordinate requests for emergency help and community-based organizations available to provide help within the Operational Area to fulfill City of San José requests.
- Coordinate volunteers from community-based organizations to work in shelters and provide resources and other support services within the Operational Area to fulfill City of San José requests.

MUTUAL AID RESOURCES FOR SUSTAINING EMERGENCY COMMUNICATIONS

During a significant incident that has the potential for extended EOC activation that places 24/7 emergency and otherwise essential demands on the EPIO team, City resources can be stretched thin for a variety of reasons. The nature and scope of the incident alone can and will reduce the team's availability to respond and sustain services. It can also wipe out systems, equipment, and technology locally, which can only be supported outside the local jurisdiction. Therefore, it is prudent to have pre-identified resources and relationships with individuals, agencies, and organizations that are well-versed in the roles and capabilities of providing emergency communications. A broad skill set is required to effectively and efficiently address the ability to reach all applicable audiences in various formats. Because of this diversity, knowing sources for resources and cross-training with these resources is critical.

It is also crucial that the City has relationships with the Operational Area PIO Team and with the broader region. The need to be inclusive with JIC and JIS established during a significant, widespread disaster is essential to all.

These are primary sources for obtaining additional EPIO resources for the City:

- A request to the Santa Clara County Operational Area
- Cal OES Emergency Management Mutual Aid (EMMA)
- Bay Area UASI Joint Information System
- Local partnerships with established agreements for information sharing resources

- A request to the Emergency Management Assistance Compact for resources outside the State of California (EMAC)

A. EMMA

The City makes requests for PIO mutual aid personnel requests to the Operational Area. The process for requesting mutual aid via EMMA is well-defined, and the criticality of success for using EMMA is the extent of detail the City puts into the request. The request must detail the skill set, timeframe, tools/equipment to begin, travel and lodging arrangements, etc. EMMA requests take time to process, it is recommended that the City submit requests as soon as an event escalates or the event's magnitude becomes clear. It is also essential that the City remain in constant contact with the Operational Area regarding the availability of resources.

B. Bay Area Joint Information System (JIS) and Joint Information Center (JIC)

A JIS is a system to coordinate accurate and timely information for public dissemination. A City JIS is comprised of departmental PIOs, essentially the EPIO Team. The JIS, with support and recommendations from the EOC, coordinates all types of public information and alert/warning situations, including but not limited to:

- Sharing and validating situational awareness within the City and the Operational Area
- Media management
- Social media monitoring
- Message development and coordination
- Message distribution
- Mutual aid recommendations and resource monitoring
- Administration maintenance and documentation of activities

The Joint Information Center (JIC) is a central location that facilitates the operation of the JIS. It is a physical location where personnel with public information responsibilities from the City, multiple agencies, departments, and other local governments perform critical emergency information functions, emergency communications, and public affairs functions.

C. Local Partnerships

Notify all agencies/organizations that are involved with the City's PIO efforts - by formal agreement or not - of your emergency activation and anticipated resource needs. Determine the level of availability from local partners and make mutual aid requests early. Share the City's

resource availability, and fill requests from your available resources. Invite all partners to participate in the JIC or other information-sharing efforts.

AUTHORITIES

The following agreements, procedures, plans, and guidelines apply to the execution of emergency public information activities:

Local

- City of San José Municipal Code, Chapter 8 - creates the Office of Emergency Services, sets the process for the proclamation of Local Emergency, authorizes the approval for emergency plans and support documents
- City of San José Resolution No. 66401, adopting SEMS
- City of San José Resolution No. 72949, adopting NIMS

State

- California Emergency Services Act (§ 8550 California Government Code)
- Accessibility to Emergency Information and Services (California Government Code §8593.3)
- Senate Bill (SB) 833: Emergency Alerts
- California Government Code Section 38791 – Powers of Municipal Corporations
- State of California Emergency Alert System Plan, 2017
- State of California Alert and Warning Guidelines, March 2019

Federal

- National Response Framework, 2008. Sets forth roles and responsibilities of Federal and certain non-Federal entities after catastrophes overwhelm State and local government Communications is found in the Emergency Support Function (ESF) #2.
- Americans With Disabilities Act of 1990, as amended.
- SLG 101: Guide for All-Hazard Emergency Operations Planning, Attachment D Emergency Public Information
- DHS/Office for Civil Rights and Civil Liberties and DHS/FEMA, Tips for Effectively Communicating with the Whole Community in Disasters

REFERENCES

1. City of San José Emergency Operations Plan (EOP)
2. Santa Clara County Emergency Operations Plan (EOP)
3. Emergency Communications Function-Specific Annex to the County of Santa Clara Emergency Operations Plan, 2020
4. Bay Area Urban Area Security Initiative (UASI) Joint Information System (JIS) Framework
5. DHS Lessons Learned Information Sharing (LLIS) Crisis Communications Planning Overview
6. Crisis Communications Planning: Creating a Crisis Communications Plan for agency, jurisdiction, or region – FEMA

7. Building an Effective Crisis Communications Capability in a Changing Media World –
   FEMA

ACRONYMS AND DEFINITIONS

Acronyms

AFN	Access and Functional Needs
ARES/RACES	Santa Clara County Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services
ASL	American Sign Language
CADRE	Collaborating Agencies for Disaster Relief Efforts
Cal OES	California Office of Emergency Services
C-MIST	Communication; Maintaining health; Independence; Safety, Support Services, & Self-Determination; and Transportation
DME	Durable Medical Equipment
DOC	Department Operations Center
DSW	City Disaster Service Worker
EAS	Emergency Alert System
EMMA	Emergency Management Mutual Aid
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
EPIO	Emergency Public Information Officer
FEMA	Federal Emergency Management Agency
ICS	Incident Command System
IPAWS	Integrated Alert and Warning System
ITD	Information Technology Department
JIC	Joint Information Center
JIS	Joint Information System
LEP	Limited English Proficiency
NIMS	National Incident Management System
OAFN	Office of Access and Functional Needs
OEM	Office of Emergency Management
PIO	Public Information Officer
PSA	Public Service Announcement
SEMS	Standardized Emergency Management System
SOC	State Operations Center
TTY	Teletypewriter
UASI	Bay Area Urban Areas Security Initiative
WEA	Wireless Emergency Alert

Definitions

Access and Functional Needs (AFN) – Refers to individuals who are or have: physical, developmental, or intellectual disabilities, chronic conditions or injuries, limited English proficiency, older adults, children, low-income, unhoused and/or transportation disadvantaged, or pregnant women.

Action Plan – An Action Plan focuses on how to respond to a predetermined emergency scenarios.

Activation – The start time when all or portion of the Emergency Operations Plan (EOP), Emergency Communications Annex, or Emergency Operations Center (EOC) is put in motion.

Alert – A communication intended to draw the attention of recipients to some previously unexpected or unknown condition or event.

American Sign Language (ASL) – a natural language that serves as the predominant sign language of Deaf communities in the United States and most of Anglophone Canada.

Bay Area Urban Areas Security Initiative (UASI) – Improves regional capaCity to prevent, protect against, respond to, and recover from terrorist incidents and catastrophic events. Federal Homeland Security grant funds are used to analyze regional risks, identify capability gaps, and build a secure, prepared, and resilient region. The Bay Area UASI collaborates closely with diverse local, state, and federal stakeholders.

California Governor's Office of Emergency Services (Cal OES) – Responsible for coordinating overall state agency response to disasters. Assures the state's readiness to respond to and

recover from all hazards and assists local governments in their emergency preparedness, response, recovery, and mitigation.

Command Center – A physical or virtual pre-prepared facility that provides centralized command and control by the Emergency Management and Communication Team during a disaster or http://www.bcmpedia.org/wiki/Crisisemergency.

Emergency Management Mutual Aid (EMMA) – Emergency Management Mutual Aid aims to provide emergency management personnel and technical specialists to support the disaster operations of affected jurisdictions during an emergency.

Emergency Operations Center (EOC) – A physical or virtual facility where response teams exercise direction and control in an emergency or disaster.

External Communication – The communications to external stakeholders to educate, increase awareness, and generate acceptance regarding a disruptive event or http://www.bcmpedia.org/wiki/Crisisemergency.

Incident Action Plan (IAP) – EOC Operational period objectives.

Incident Management Team (IMT) – The Incident Management Team provides a common coordination and communication focal point for all business response and subsequent recovery activities at other organization locations or the local level.

Internal Communication – Internal Communication is communication between the individuals and groups involved in the internal workings of an organization.

Joint Information Center (JIC) – A central location to facilitate the operation of the JIS during and after an incident. The JIC enhances information coordination, reduces misinformation, and maximizes resources by co-locating Public Information Officers (PIOs) as much as possible.

Joint Information System (JIS) – Provides a structure and system for developing and delivering coordinated interagency messages, developing, recommending, and executing public information plans and strategies on behalf of the Incident Commander, advising the Incident Commander concerning public affairs issues, and controlling rumors and inaccurate information.

Message – The content one sends to the receiver.

National Incident Management System (NIMS) – A comprehensive, national approach to incident management applicable at all jurisdictional levels and across functional disciplines

Notification – A communication intended to inform recipients of a condition or event for which contingency plans are in place.

Pre-approved Statements – Pre-approved Statements are standardized responses to media inquiries that should be created and approved by the Emergency Communication Team before the onset of a http://www.bcmpedia.org/wiki/Crisisemergency.

Press Release – A document written for the media usually used for major announcements or to provide information on disruptive events and crises.

Public Service Announcement (PSA) – an announcement to disseminate important information to large population segments before, during, and after a disaster or emergency.

Stakeholder – An audience who becomes involved in the activities of a public or private organization because they have an interest, or a stake, in the activities of that business.

Standard Emergency Management System (SEMS) – The cornerstone of California's emergency response system and the fundamental structure for the response phase of emergency management. The system unifies all elements of California's emergency management community into one integrated system and standardizes key elements.

Spokesperson – Someone engaged or appointed to speak on behalf of the organization.

State Operations Center (SOC) – A Multi-Agency Coordination Center used by state, federal, local, volunteer agencies, and private sector organizations to respond to disasters or emergencies that require a coordinated state response.

Target Audience – The group or individual to whom communication about an issue or event is directed.

Vulnerable Populations – Populations that are most likely to be seriously affected by disasters and least able to recover without support.

Warning – A communication that encourages recipients to take immediate protective actions appropriate to some emergent hazard or threat.