



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. The signature is written in a cursive, flowing style.

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.

Attachment – Emergency Operations Plan – Base Plan