CITY OF
SAN JOSE
CAPITAL OF SILICON VALLEY

EMERGENCY OPERATIONS PLAN

Base Plan

NOVEMBER 2018

Promulgation Letter

The preservation of life, property, and the environment is the inherent responsibility of local, state, and federal government. The City of San José has prepared this Emergency Operations Plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the City's residents and visitors in a time of emergency.

While no plan can completely prevent negative impacts to the City, good plans, carried out by knowledgeable and well-trained personnel, can and will minimize losses. This plan is promulgated as the *City of San José Emergency Operations Plan*. The Emergency Operations Plan provides a programmatic framework that outlines the City's intended approach to preventing, preparing for, responding to, recovering from, and mitigating against the impacts of natural and man-made disasters and emergencies. The City's Emergency Operations Plan development and maintenance process is supported by analysis of the City's threats, hazards, needs, and capabilities, community-wide collaboration, periodic review, training, and exercises.

Concurrence of this promulgation letter constitutes the adoption of the California Standardized Emergency Management System, National Incident Management System, and the Incident Command System and adherence with applicable City of San José municipal codes, and other state and federal regulations. In accordance with San José Municipal Code Section 8.08.230, this EOP is promulgated under the authority of the Emergency Services Council and adopted by the City Council. This Emergency Operations Plan becomes effective upon approval by the City of San José City Council.

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Sam Liccardo

Mayor, City of San José

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Dave Sykes

City Manager

Plan Concurrence

The following departments of the City of San José concur with the content of the revised (November 2018) City of San José Emergency Operations Plan. As needed, revisions will be submitted to the City of San José Office of Emergency Management as described in **Section 8, Plan Development and Maintenance** of this plan.

Signed:

Dave Sykes, City Manager	Date Signed

Jennifer Maguire, Assistant City Manager	Date Signed

Kim Walesh, Deputy City Manager/OED Director	Date Signed

Kip Harkness, Deputy City Manager	Date Signed

Jim Ortbal, Deputy City Manager	Date Signed

Angel Rios, Deputy City Manager	Date Signed

Jennifer Schembri, Employee Relations Director	Date Signed

Leland Wilcox, Chief of Staff – City Manager's Office	Date Signed

Margaret McCahan, Budget Director   Date Signed

John Aitken, Airport Director   Date Signed

Dolan Bekel, Office of Civic Innovation Director   Date Signed

Kerrie Romanow, Environmental Services Director   Date Signed

Julie Cooper, Finance Director   Date Signed

Robert Sapien, Fire Chief   Date Signed

Jacky Morales-Ferrand, Housing Director   Date Signed

Rob Lloyd, Information Technology Director   Date Signed

John Cicirelli, Parks, Recreation, & Neighborhood Services Director Date Signed

Rosalynn Hughey, Planning, Building, and Code Enforcement Director   Date Signed

Eddie Garcia, Police Chief   Date Signed

Matt Cano, Public Works Director   Date Signed

John Ristow, Department of Transportation Director   Date Signed

Rosario Neaves, Communications Director   Date Signed

Ray Riordan, Office of Emergency Management Director   Date Signed

Lori Mitchell, Community Energy Director   Date Signed

Jennifer Schembri, Office of Human Resources Director   Date Signed

Record of Distribution

The following departments/organizations will receive a copy of the City of San José Emergency Operations Plan. When multiple copies are noted, the agency/organization will receive hard copies. Otherwise distribution of the Plan will be done electronically.

DEPARTMENTS/ORGANIZATIONS RECEIVING COPIES OF THE EMERGENCY OPERATIONS PLAN	# OF COPIES
CITY OF SAN JOSÉ	
Mayor	1
City Council	10
City Manager	1
Assistance City Manager	1
Deputy City Managers	4
Budget Director	1
Director, Office of Emergency Management	1
Director of Intergovernmental Relations	1
Director of Airport Operations	1
Director, Community Energy Department	1
Director of Employee Relations	1
Director, Environmental Services	1
Director, Finance	1
Fire Chief	1
Director, General Services	1
Director, Housing	1
Director, Human Resources	1
Director, Information Technology	1
City Librarian	1
Director, Parks, Recreation, and Neighborhood Services	1
Director, Planning, Building, and Code Enforcement	1
Chief Building Official	1
Chief of Police	1
Director, Public Works	1
Director, Department of Transportation	1
City Attorney	1
City Auditor	1
City Clerk	1
COUNTY OFFICES	
Behavioral Health Services	1
Office of the County Executive	1
Emergency Medical Services	1

Office of Emergency Services	1
Fire Department	1
Office of the Medical Examiner-Coroner	1
Public Health Department (County Health Officer)	1
Office of the Sheriff	1
Social Services Agency	1
Office of Supportive Housing	1
Valley Transportation Authority	1
HOSPITALS	
Good Samaritan Hospital	1
Joe DiMaggio Children's Hospital	1
Kaiser Permanente – San José Medical Center	1
O'Conner Hospital	1
Regional Medical Center of San José	1
Santa Clara Valley Medical Center	1
Winchester Convalescent Hospital	1
SANTA CLARA COUNTY CITIES	
City of Campbell	1
City of Cupertino	1
City of Gilroy	1
City of Los Altos	1
Town of Los Altos Hills	1
City of Milpitas	1
City of Monte Sereno	1
City of Morgan Hill	1
City of Mountain View	1
City of Palo Alto	1
City of Santa Clara	1
City of Saratoga	1
City of Sunnyvale	1
Town of Los Gatos	1
SCHOOL DISTRICTS	
Alum Rock Union School District	1
Berryessa Union School District	1
Cambrian School District	1
Campbell Union High School District	1
Campbell Union School District	1
Cupertino Union School District	1
East Side Union High School District	1

Evergreen School District	1
Franklin-McKinley School District	1
Fremont Union High School District	1
Gavilan Joint Community College District	1
Gilroy Unified School District	1
Luther Burbank School District	1
Metropolitan Education District	1
Milpitas Unified School District	1
Moreland School District	1
Morgan Hill Unified School District	1
Mount Pleasant School District	1
Oak Grove School District	1
Orchard School District	1
San José – Evergreen Community College District	1
San José Unified School District	1
Santa Clara County Office of Education	1
Santa Clara Unified School District	1
Union Elementary School District	1
COLLEGES AND UNIVERSITIES	
Evergreen Valley College	1
San José City College	1
San José State University	1
The National Hispanic University	1
University of Phoenix – Bay Area Campus	1
UTILITY SERVICE PROVIDERS	
California Water Service Company	1
Great Oaks Water Company	1
San José Water Company	1
San José Municipal Water System	1
Santa Clara Valley Water District	1
AT&T	1
Comcast	1
Sprint	1
T-Mobile	1
Verizon	1
Pacific Gas and Electric (PG&E)	1
PG&E – Edenvale Service Center	1
PG&E – Stockton Avenue Service Center	1
NON-PROFIT/VOLUNTEER AGENCIES	

American Red Cross – Santa Clara County	1
Collaborating Agencies Disaster Relief Effort – Board of Directors	1
Goodwill	1
Sacred Heart Community Services	1
Salvation Army	1
Second Harvest Food Bank	1
Silicon Valley Community Foundation	1
United Way of Silicon Valley	1
BUSINESS AND INDUSTRY	
Adobe (OED)	1
Apple	1
Cisco Systems	1
Conner Peripherals	1
eBay	1
Google	1
Hewlett Packard	1
IBM	1
San José Mercury News	1
Unisys	1
United Technologies Chemical	1
STATE AGENCIES	
California Governor's Office of Emergency Services – Coastal Region	1
CalRecycle	1
San José State University – University Police Department	1
PUBLIC ACCESS	
Martin Luther King Library Reference Desk	1
FEDERAL AGENCIES	
National Weather Service – Monterrey Office	1
Federal Emergency Management Agency – Region IX	1

Record of Changes

Each update or change to the plan should be tracked. When changes to the plan are made, document the change number, the date of the change, and the name of the person who made the change, and add a summary description of the change. See **Section 8, Plan Development and Maintenance** for more information on the process for reviewing and revising the plan.

Change No.	Description	Date Entered	Posted By

Table of Contents

1.0   Introduction

The City of San José Emergency Operations Plan (EOP) 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 EOP has the flexibility to be used for all emergencies and will facilitate response and recovery activities in an efficient and effective way. This section of the EOP provides a description of the EOP's intended audience, the method of distribution, the approval process, and its applicability to other plans.

This plan also describes the role of the City of San José's Emergency Operations Center (EOC) and the coordination that occurs between the 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.

This EOP is an evolving, dynamic document, and the City of San José Office of Emergency Management (OEM) is responsible for maintaining it as detailed in **Section 8, Plan Development and Maintenance**. This plan complies with the National Incident Management System (NIMS), the National Response Framework (NRF), the Standardized Emergency Management System (SEMS), the Incident Command System (ICS), and is in alignment with Santa Clara Operational Area Emergency Operations Plan, and the California State Emergency Plan (SEP)

1.1   Purpose

The purpose of the EOP is to establish the foundational policies and procedures that define how the City will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. It provides a description of the emergency management organization and how it is activated. It also 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, recall, and Emergency Operations Center personnel; warn the public; and protect residents and property

- Identifies supporting plans and procedures applicable to the EOP and referenced as plan annexes or appendices

- Describes the emergency management organization and transition of priorities and objectives to address post-disaster recovery considerations

1.2   Plan Objectives

This update should:

- Reflect the most recent guidance for emergency planning and consider better alignment with county, state, and federal emergency plans to support a unified approach to emergency management.

- Formalize protocols that reflect best practices and operational realities.

- Develop hazard-specific plans that are scalable, actionable, and realistic.

- Provide a response structure for all-hazards.

- Include Americans with Disabilities Act inclusion in all aspects of preparedness, response, and recovery.

1.3   Scope

The EOP addresses the entire spectrum of contingencies, ranging from relatively minor incidents to large-scale disasters. All departments must be prepared to promptly and effectively respond to any foreseeable emergency, taking all appropriate actions. The plan applies to all elements of the City of San José Emergency Management Organization during all phases of emergency management.

1.3.1   Phases of Emergency Management

Emergency management activities are often categorized in phases. In the past, the phases were limited to mitigation, preparedness, response, and recovery. However, with increased focus on human-caused disasters, direction from Presidential Preparedness Directive 8 (PPD-8)[1], and guidance from the National Governor's Association and the National Fire Protection Association added a fifth phase: prevention.

1.3.1.1   Prevention

The prevention phase includes activities, tasks, programs, and systems intended to avert or intervene to stop an incident from occurring. Prevention can apply both to human-caused incidents (such as terrorism, vandalism, sabotage, or human error) as well as for naturally occurring incidents (such as earthquakes, floods, or wildfires, etc.). Prevention of human-caused incidents can include applying intelligence and other information to a range of activities that includes such countermeasures as:

- Deterrence operations

- Heightened inspections

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[1] https://www.dhs.gov/presidential-policy-directive-8-national-preparedness

- Improved surveillance and security operations

- Investigations to determine the nature and source of the threat

- Law enforcement operations directed at deterrence, preemption, interdiction, or disruption

1.3.1.2   *Preparedness*

The preparedness phase involves activities that are undertaken in advance of an emergency or disaster. These activities ensure operational capabilities and effective responses to a disaster. Plans are developed and revised to guide disaster response and increase available resources. Planning activities include developing hazard analyses, training response personnel, and improving public information and communications systems. Preparedness activities are part of the implementation of the California Emergency Services Act, the California Master Mutual Aid Agreement, and the California State Emergency Plan. Preparedness activities fall into two basic areas: readiness and capability.

Readiness activities shape the emergency management framework and create the basis of knowledge necessary to complete a task or mission. Readiness activities might include, but are not limited to:

- Implementing hazard mitigation projects

- Developing hazard analyses

- Developing and maintaining emergency plans and procedures that serve the whole community, especially those with disabilities and others with access and functional needs

- Conducting general and specialized training

- Conducting drills and exercises

- Developing agreements with other organizations

- Improving emergency public education and emergency warning systems

Capability activities involve the procurement of items or tools necessary to complete tasks or missions. Capability activities include, but are not limited to:

- Assessing the City and its resources

- Comparing and analyzing anticipated resource requirements against available resources

- Identifying local sources to serve as anticipated resources

- Purchasing new response apparatus, vehicles, personal protective equipment, etc.

- Assessing personnel training needs and providing necessary training

1.3.1.3 *Response*

Response is typically divided into three phases. Each phase has distinct considerations, which seldom flow sequentially, often occurring simultaneously. These phases are: increased readiness (pre-incident for anticipated events), initial response (first 72 hours), and extended response (response activities beyond the first 72 hours).

Increased readiness is required upon receipt of a warning or in anticipation that an emergency situation is imminent or likely to occur. The City initiates actions to increase its readiness. Increased readiness activities may include, but are not limited to:

- Briefing the Mayor, City Council, City Manager and other key officials, applicable department representatives, and all City employees

- Reviewing the EOP and all relevant annexes, policies, and procedures

- Increasing public information capabilities (i.e., adding, assigning, and/or training personnel, activating JIC, implementing technology support systems, etc.)

- Providing just-in-time training

- Inspecting critical facilities and equipment, including the testing of warning and communications systems

- Recruiting additional staff and registering volunteers

- Warning at-risk elements of the population

- Conducting precautionary evacuations in the potentially impacted area(s)

- Mobilizing personnel and pre-positioning resources and equipment

- Contacting local (city, county, and special districts), state, and Federal agencies that may provide support

The City's **initial response** activities are performed at the field-level. Emphasis is placed on saving lives and minimizing the effects of the emergency or disaster. Examples of initial response activities include, but are not limited to:

- Making all necessary notifications, including those to the City of San José Emergency Management Organization, City departments, Collaborating Agencies Disaster Relief Effort (CADRE), the American Red Cross, external agencies and other involved community partners

- Disseminating warnings, emergency public information, and instructions to the community members of the City

- Conducting evacuations and/or rescue operations

- Caring for displaced persons and treating the injured

- Conducting initial damage assessments and surveys

- Assessing the need for mutual aid assistance

- Restricting movement of traffic/people and unnecessary access to affected areas

- Clearing debris from priority routes

- Developing and implementing Incident Action Plans (e.g., field, EOC, etc.)

The City's coordination of **extended response** activities is primarily conducted in the EOC. Extended emergency operations involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Examples of extended response activities include, but are not limited to:

- Disseminating emergency public information

- Preparing detailed damage assessments

- Proclaiming a local emergency

- Requesting a Gubernatorial state of emergency proclamation and/or Presidential emergency or major disaster declaration that provides financial and other assistance to state and local governments, certain private nonprofit organizations, and individuals to support response, recovery, and mitigation efforts

- Documenting situation status

- Documenting expenditures

- Coordinating the restoration of vital utility services

- Coordinating mass care and sheltering facilities

- Expanding debris clearance to other priority routes

- Developing and implementing Incident Action Plans (e.g., field, EOC, etc.) for extended operations

- Conducting advance planning activities

- Procuring required resources to sustain operations

- Tracking resource allocation

- Establishing a Local Assistance Center

- Coordinating with State and Federal agencies working within the City

1.3.1.4   *Recovery*

Recovery activities involve the restoration of services to the public and returning the affected area(s) to pre-emergency conditions. While the immediate lifesaving activities are occurring, it is important to begin assessing how soon the response phase can transition to recovery. Critical response phase operations will gradually shift to assisting individuals, households, businesses, and governments in meeting basic needs and returning to self-sufficiency. Recovery activities

may be both short-term, intermediate, and long term, ranging from restoration of essential utilities, such as water and power, to mitigation measures designed to prevent future occurrences of a given threat. **Annex G, Recovery** provides the Recovery Support Annex for the City.

1.3.1.5   *Mitigation*

Mitigation efforts occur both before and after emergencies or disasters. Some post-disaster mitigation activities may be incorporated into the recovery process. Effective mitigation includes eliminating or reducing the impact of hazards that exist within the City. Details on the City's mitigation activities (particularly post-disaster) are included in the Multijurisdictional Local Hazard Mitigation Plan for the County of Santa Clara. Mitigation efforts include, but are not limited to:

- Amending local ordinances and statutes, such as zoning ordinances, building codes, and other enforcement codes

- Initiating structural retrofitting measures

- Assessing tax levies or abatements

- Emphasizing public education and awareness

- Assessing and altering land use planning

1.4   **Relationship and Applicability to Other City Plans**

The EOP consists of a basic plan, supported by functional- and incident-specific annexes. These annexes, based on their reference in the EOP, have direct applicability and are consistent with the concepts described within it. A list of annexes to the EOP can be found in **Table 1-1**.

Table 1-1. Current Identified Annexes to the Emergency Operations Plan.

Annex Title	Topics	Responsible Department
EOC Operations Guide	• EOC Activation and Deactivation • EOC Floor Plan • EOC Organization Structure • EOC Position Checklists	OEM
Incident Action Planning Guide	• Roles and Responsibilities • Incident Action Planning procedures • Situation Status reporting	OEM
Information Collection Plan	• Essential Elements of Information • Procedures for information collection	OEM
Crisis Communications Plan	• Roles and Responsibilities • Public information organization • Information dissemination approaches	City Manager's Office - Communications and Public Outreach
Mass Care and Shelter	• Roles and Responsibilities • Concept of Operations • Shelter activities • Reunification activities • Points of distribution activities	Parks, Recreation, and Neighborhood Services
Debris Management	• Roles and Responsibilities • Concept of Operations • Disaster impacts, constraints, and needs • Debris removal activities • Regulatory review and advice for landfills and material recycling facilities	Environmental Services and Local Enforcement Agency
Evacuation	• Roles and Responsibilities • Concept of Operations	Police Department
Volunteer Management	• Roles and Responsibilities • Concept of Operations	Parks, Recreation, and Neighborhood Services
Donations Management	• Roles and Responsibilities • Concept of Operations	City Manager's Office
Post-Disaster Housing	• Roles and Responsibilities • Concept of Operations • Sources of financial assistance • Interim housing alternatives	Housing
Recovery	• Roles and Responsibilities • Priorities and Objectives • Recovery Actions • Sources of financial assistance	Budget Office and Finance Department
Damage / Safety Assessment	• Roles and Responsibilities • Concept of Operations • Types of assessments	Planning, Building, and Code Enforcement

1.5 Authorities and References

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

1.5.1 Local

- City of San José Municipal Code, Chapter 8.08 – "Office of Emergency Services"
- City of San José City Charter, Section 203, "Continuity of Government in Event of Disaster"
- City of San José Municipal Code, Chapter 4.12 – "Emergency Purchases"
- City of San José Resolution No. 66401, "Adopting the Standardized Emergency Management System to Manage Unusual Occurrences Within the City of San José", January 23, 1996
- City of San José Resolution No. 72949, adopting NIMS as the City's formal emergency management system, November 1, 2005
- City of San José Resolution No. 78286, "Adoption of a resolution approving volume I and the City of San José annex within volume 2 of the two volume Santa Clara County Operational Area Mitigation Plan, as the city of San José's local hazard mitigation plan", June 27, 2017
- City of San José Resolution No. 78092, "A Resolution of the Council of the City of San José designating officials authorized to apply for disaster assistance", February 28, 2017

1.5.2 Santa Clara County

- County of Santa Clara, Code of Ordinances, Section A-8, "Civil Protection and Emergency Services"
- County of Santa Clara Emergency Operations Plan (2017)
- Santa Clara County Operational Area Hazard Mitigation Plan

1.5.3 State of California

- California Emergency Services Act (CA Gov. Code §8550 et seq.)
- Accessibility to Emergency Information and Services (CA Gov. Code §8593.3)
- Disaster Service Worker (California Labor Code, §3211.92)
- Cal OES Disaster Service Worker Volunteer Guidance
- State of California Emergency Plan (SEP), State of California, Cal OES, 2017
- California Disaster Assistance Act (CDAA), Government Code Chapter 7.5 of Division 1 of Title 2
- California Disaster and Civil Defense Master Mutual Aid Agreement

- Standardized Emergency Management System Regulations (19 California Code of Regulations [CCR] §2400-2450)

- CDAA Regulations (19 CCR §2900-2999.5)

- California Animal Response Emergency System (CARES) (CA Gov. Code §8608)

- Local Emergency Prevention Measures for County Health Official: California Health and Safety Code §101040

- Orders and Regulations that may be selectively promulgated by the Governor during a State of Emergency or State of War Emergency

1.5.4   Federal

- Robert T. Stafford Emergency Disaster Relief and Emergency Assistance Act (42 U.S. Code [USC] §5121 et seq.) as amended

- Federal Disaster Relief Regulations (44 Code of Federal Regulations [CFR] Part 206)

- Homeland Security Presidential Directive 5: Management of Domestic Incidents, February 2003

- Homeland Security Presidential Directive 21: Public Health and Medical Preparedness, October 2007

- Presidential Policy Directive 8: National Preparedness, March 2011

- National Response Plan, U.S. Department of Homeland Security, December 2004

- National Response Framework, U.S. Department of Homeland Security, May 2013

- Americans with Disabilities Act of 1990 (ADA) (42 USC §§ 12101-12213) as amended

- Federal Civil Defense Act of 1950 (Public Law [PL] 81-950), as amended

- Post-Katrina Emergency Management Reform Act of 2006

- Pets Evacuation and Transportation Standards Act (PETS) of 2006 (42 USC § 5196a-d)

1.6   Situation Overview

The city/community profile and threat/hazard analysis summary sections below provide an overview of the situation facing the City. These sections identify the risks and or unique circumstances about the City that help emergency planners and city executives make preparedness decisions. Planning Assumptions

For planning purposes, the City makes the following assumptions:

- Emergency management activities are accomplished using the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS).

- Local authorities maintain operational control and responsibility for emergency management activities within their jurisdictions, unless otherwise superseded by statute

or agreement in accordance with authorities conveyed under state law and local ordinances.

- Mutual aid assistance is requested when disaster relief requirements exceed the City's ability to meet them.

- Mutual aid assistance is provided when requested if resources are available in accordance with the authorities defined in the California Master Mutual Aid Agreement.

2.0 Concept of Operations

This section explains in broad terms, leadership intent with regard to emergency response operations. The Concept of Operations describes how the emergency response organization accomplishes its mission. Ideally, it offers clear methodology to realize the goals and objectives to execute the plan. It includes roles and responsibilities, the organizational element of the overall emergency management program, a brief discussion of the EOC activation levels, and a description of control, direction, and intra- and interagency coordination.

2.1 SEMS and NIMS Compliance

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

- Standardized Emergency Management System (SEMS)
- National Incident Management System (NIMS)

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

The City of San José Emergency Operations Plan complies with Federal guidance to use NIMS and State guidance to use SEMS. An overview of each system is included below.

2.1.1 SEMS

SEMS is a NIMS-compliant system used to manage multi-agency and multi-jurisdictional responses to emergencies in California. SEMS consists of five hierarchical levels: Field, Local Government, Operational Area, Regional, and State. SEMS incorporates the principles of ICS, the Master Mutual Aid Agreement, existing discipline-specific mutual aid agreements, the Operational Area concept, and multi-agency or interagency coordination and communication. Under SEMS, response activities are managed at the lowest possible organizational level.

2.1.1.1 Field

The Field level is where emergency response personnel and resources, under the command of responsible officials with jurisdiction. Using the structure of ICS and the established standard operating procedures first responders carry out tactical decisions and activities in direct response to an incident or threat. As events evolve and require activation of the EOC, Field level resources maintain local command of incident response and mitigation (in the form of a DOC) while coordinating with the EOC. DOCs and their coordination relationships with the Field level and EOC are defined in **Section 2.5.7**.

2.1.1.2 *Local Government*

The City of San José is a local government[2]. According to California Government Code and SEMS doctrine, a local agency (local government) includes incorporated cities, special districts, and the county. Local governments manage and coordinate the overall emergency response and recovery activities within their jurisdiction. Local governments are required to use SEMS when their EOC is activated or a Local Emergency is proclaimed, to be eligible for State reimbursement of response-related costs.

2.1.1.3 *Operational Area*

An Operational Area is the intermediate level of the State's emergency management organization. It encompasses a county's boundaries and all political subdivisions within that county, including special districts. The County of Santa Clara is the designated Operational Area in which San José resides. The Operational Area facilitates and/or coordinates information, resources, and decisions regarding priorities among local governments in the Operational Area. The Operational Area serves as the coordination and communication link between the Local Government level and Regional level (Cal OES Coastal Region).

2.1.1.4 *Regional*

The Regional level manages and coordinates information and resources among Operational Areas within the mutual aid region, and also between the Operational Area and the State level. The administrative regions serve as the conduit for local and regional perspective and provide a physical presence for Cal OES functions at the local level in all phases of emergency management. The Regional level also coordinates overall State agency support for emergency response activities within the Region. California is divided into three California Governor's Office of Emergency Services (Cal OES) administrative regions—Inland, Coastal, and Southern. San José is within the Cal OES Coastal (Administrative) Region, which also serves as Mutual Aid Region II. Regional response support activities are coordinated out of the Regional EOC (REOC), but some mutual aid may be coordinated between Operational Area and Regional Mutual Aid Coordinators, who may or may not sit in the REOC. The Coastal REOC administration offices are in Vacaville, CA, and may operationally function in an emergency at the State Operations Center in Mather, CA.

2.1.1.5 *State*

The State level of SEMS prioritizes tasks and coordinates State resources in response to requests from the Regional level; it coordinates mutual aid among the mutual aid regions[3] and between the Regional level and State level. The State level also serves as the coordination and communication link between the State and the Federal emergency response system. The State

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[2] California Government Code §8680.2 - "Local agency" (or local government) means any city, city and county, county, county office of education, community college district, school district, or special district.

[3] Mutual Aid regions are defined in SEMS to facilitate the coordination of Mutual Aid resources. There are six Mutual Aid regions in California with the exception of Law Enforcement Mutual Aid which has seven.

level requests assistance from other State governments through the Emergency Management Assistance Compact (EMAC) and similar interstate compacts/agreements; it coordinates with FEMA when Federal assistance is requested. The State level operates out of the State Operations Center (SOC).

2.1.3   NIMS

NIMS guides all levels of government, nongovernmental organizations (NGO), and the private sector to work together to prevent, protect against, mitigate, respond to, and recover from incidents. NIMS provides stakeholders across the whole community with the shared vocabulary, systems, and processes to successfully deliver the capabilities described in the National Preparedness System. NIMS defines operational systems, including the Incident Command System (ICS), Emergency Operations Center (EOC) structures, and Multiagency Coordination Groups (MAC Groups) that guide how personnel work together during incidents. NIMS applies to all incidents, regardless of size, complexity, or scope, and planned events (e.g., sporting events).

2.1.4   ICS

The City of San José responds to disasters using ICS, which is a primary component of both SEMS and NIMS. This standardized incident management concept allows responders to adopt an integrated organizational structure equal to the complexity and demands of any single incident or multiple incidents without being hindered by jurisdictional boundaries.

ICS is based on a flexible, scalable response organization. This organization provides a common framework within which people can work together effectively. Because response personnel may be drawn from multiple agencies that do not routinely work together, the ICS is designed to establish standard response and operational procedures. This reduces the potential for miscommunication during incident response.

2.2   Roles and Responsibilities

Roles and responsibilities for City departments, NGOs, and private-sector partners are described in **Table 2-1**. **Table 2-2** presents City agencies and their primary and supporting roles.

Table 2-1. Departments/agencies with roles supporting the City of San José's Emergency Management Program.

Department/Agency	Responsibilities
Airport	**Provides** management of all **the** airport assets
City Council	**Ratifies** formal proclamation of a Local Emergency
	Approves EOP and any future revisions
	Makes, enforces, or **waives** City regulations to facilitate an effective emergency response
	Activate and facilitate ten Disaster District Offices during an emergency to provide conduit between community and EOC
City Manager's Office	**Provides** direction for the overall City coordination of Local Emergency response efforts

Table 2-1. Departments/agencies with roles supporting the City of San José's Emergency Management Program.

Department/Agency	Responsibilities
	Directs EOC during activations
	Directs recovery operations **Leads** City response and recovery efforts
	Issues initial Local Emergency proclamation for the City
CMO Budget	**Provides** budgetary management of city resources
CMOCMO Employee Relations	**Implements the City Disaster Service Worker Policy**
	Reassigns city staff as needed during an emergency
	Works with unions to address concerns.
CMO Office of Emergency Management	**Oversees** the City of San José Emergency Management Program
	Advises City Manager and Elected Officials on Emergency Management policies and procedures
	Provides emergency management training to key stakeholders
	Initiates warnings and notifications
	Maintains the EOP and the City EOC in a constant state of readiness
CMO Communications	**Provides** public information services for the city
City Attorney's Office	**Provides** legal advice during emergency operations
City Auditor's Office	**Conducts** internal audits on incident-related costs
City Clerk's Office	**Maintains** Disaster Service Worker registrations
	Maintains City of San José critical government vital records
Economic Development	**Assists** with post-disaster economic recovery
	Assists with Liaison efforts with private sector
	Assists with Liaison efforts with other response partners
Environmental Services	**Coordinates** debris management activities
	Identifies temporary collection and processing sites for debris
	Provides water services to third of the city – coordinates repair of infrastructure and restoration of services.
	Provides regional wastewater services – coordinates repair of infrastructure and restoration of services.
	Manages waste and recycling programs
	Coordinates sorting of recyclable debris
Finance	**Supports** emergency resource procurement
	Facilitates post-disaster cost-recovery
	Establishes systems/procedures in advance of an emergency to deal with tracking all emergency costs, etc. for recovery.
Fire	**Mitigates** fire risk through public information and outreach and fire code enforcement
	Confines and **extinguishes** fires
	Provides search, rescue, and recovery[4] operations
	Coordinates Fire and Rescue Mutual Aid for the City (local government)
	Responds to HAZMAT incidents
	Conducts triage and victim care during mass causality incidents (MCI)

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[4] Recovery in this usage, refers to recovery of the deceased in coordination with the Coroner-Medical Examiner

Table 2-1. Departments/agencies with roles supporting the City of San José's Emergency Management Program.

Department/Agency	Responsibilities
Housing	**Coordinates** post-disaster interim, transitional, and long-term housing solutions
Human Resources	**Advises** on the Disaster Service Worker Program **Manages** workers compensation claims **Manages** timekeeping and payroll
Information Technology	**Provides** technical support for all IT applications and systems
Library	**Provides** support for information gathering **Supports** advanced planning **Provides** language access and communications support services
Mayor's Office	**Communicates** with constituents regarding their concerns and needs **Coordinates** with elected officials to facilitate assistance for community needs
Parks, Recreation, and Neighborhood Services	**Coordinates** shelter activations and operations **Coordinates** the provision of **Provides** Mass Care services
Planning, Building, and Code Enforcement	**Coordinates** safety assessments **Coordinates** damage inspection activities for private-sector facilities Manage land use changes post-disaster when changes need to be made to avert similar problem in future
Police Department	**Manages** law enforcement activities for the City **Manages** and **coordinates** evacuations in the City **Provides** security and perimeter control for critical facilities and other vulnerable emergency response locations **Coordinates** law enforcement mutual aid for the City (local government)
Public Works	**Coordinates** debris clearance for city government facilities **Manages** city vehicle fleet to include fuel management **Coordinates** damage and safety assessments for City facilities
Transportation	**Maintains** transportation technology systems and sewer and storm drainage systems on City roads **Coordinates** debris clearance from roads and right of ways **Coordinates** damage assessments for roads and bridges under local jurisdiction

Table 2-2 is a matrix of EOC roles and the departments that have leading, supporting, or assisting responsibilities for those roles.

Departments	EOC Director	Assistant to the Director	Safety Officer	Liaison Branch	Public Information Branch	City Attorney	Fire and Rescue Branch	Law Enforcement Branch	Care and Shelter Branch	Transportation Branch	Const. & Engineering Branch	Environmental Services Branch	Damage Inspection Branch	CERT	Situation Status Unit	Action Planning Unit	Damage Data Collection Unit	Documentation Unit	Innovation Branch	Technical Specialists	GIS Unit	IT Support Unit	Volunteers Unit	Personnel Unit	Facilities Unit	Procurement/Purchasing Unit	Fleet Unit	Fuel and Utilities Unit	Injury Claims/Compensation Unit	Cost and Time Unit	People Unit	Resources Unit	Buildings Unit	Infrastructure Unit
	Management						Operations								Plans							Logistics							Finance		Recovery			
Auditor																														A				
City Council				A	A																													
City Attorney						L																												
City Manager	L	L		S	L													L													L	L	L	L
Emergency Management			S	A										L		L				A											S	S	S	S
Environmental Services											L	A																						
Finance																										S	L		A	L				
Fire					A		L		S				S																					
Housing									S																							L		
Human Resources																								L					L	A				
IT				S																		S	L											
Library															A	A		A					S											
Mayor				A	A																													
Parks, Recreation, and Neighborhood Services									L														L								L			

ICS Functions	Management						Operations								Plans							Logistics							Finance		Recovery			
Departments	EOC Director	Assistant to the Director	Safety Officer	Liaison Branch	Public Information Branch	City Attorney	Fire and Rescue Branch	Law Enforcement Branch	Care and Shelter Branch	Transportation Branch	Const. & Engineering Branch	Environmental Services Branch	Damage Inspection Branch	CERT	Situation Status Unit	Action Planning Unit	Damage Data Collection Unit	Documentation Unit	Innovation Branch	Technical Specialists	GIS Unit	IT Support Unit	Volunteers Unit	Personnel Unit	Facilities Unit	Procurement/Purchasing Unit	Fleet Unit	Fuel and Utilities Unit	Injury Claims/Compensation Unit	Cost and Time Unit	People Unit	Resources Unit	Buildings Unit	Infrastructure Unit
Planning, Building, and Code Enforcement													L		A		L				A													
Police					A			L							A		S	L								S								
Public Works											L	S	A		A						L				L		L	L					S	S
Transportation										L		S	A		A																			

L = Lead Agency: Responsible for overall management or coordination of a particular function.

S = Support Agency: Responsible for providing support to a particular function.

A = Assisting Agency: Responsible for assisting in a particular function as necessary to carry out response/recovery activities.

2.3   **Proclaiming a Local Emergency**

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

- Request and receive assistance from local agencies and assistance from the State under the California Disaster Assistance Act (CDAA).

- In the absence of a Presidentially-proclaimed State of War Emergency or State of Emergency, recover from the State the cost of extraordinary services incurred in executing mutual aid agreements[5].

- Provide public employees, disaster service workers, and governing bodies certain legal immunities for emergency actions taken.

- Promulgate orders and regulations necessary to provide for protection of life and property.

- Promulgate orders and regulations imposing curfew.

- Additionally, the City defines in its government code[6] the following:

- In the event of a proclamation of a Local Emergency, or the proclamation of a State of Emergency by the governor or the Director of the California Office of Emergency Services (Cal OES), or the existence of a State of War emergency, the director is hereby empowered:

- To make and issue rules and regulations on matters reasonably related to the protection of life and property as affected by such emergency; provided, however, such rules and regulations must be confirmed at the earliest practicable time by the city council.

- To obtain vital supplies, equipment and such other properties needed for the protection of life and property, and to obligate the city for the fair value thereof and, if required immediately, to commandeer for public use.

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[5] Reimbursement can be sought under this provision only when approved by the Governor in accordance with orders and regulations promulgated as prescribed in GOV Section §8567.
[6] San Jose Municipal Code 8.08.250

- To require emergency services of any city officer or employee and, in the event of the proclamation of a state of emergency in Santa Clara County or the existence of a state of war emergency, to command the aid of as many citizens of this community as he or she deems necessary. Such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered disaster service workers.

- To requisition necessary personnel or material of any city department or agency.

- To execute all of the ordinary powers as city manager, all of the special powers conferred upon him or her by this chapter or by resolution or emergency plan adopted by the city council, as well as all powers conferred by any statute, by any agreement approved by the city council, and by any other lawful authority.

2.4   Continuity of Government

The California Emergency Services Act. As well as the Constitution of the State of California, provides the authority for state and local governments to reconstitute itself in the event incumbents are unable to serve. Additional details regarding the City's approach to continuing government authority and responsibilities are found in **Appendix D: Continuity of Government**.

2.5   Operational Priorities

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

People:

- **Saving Lives**: The preservation of life is the top priority for the City of San José and takes precedence over all other considerations.

- **Addressing Human Needs**: Beyond the simple preservation of human life, all possible efforts should be made to provide for basic human needs, including food, water, shelter, and security.

- **Caring for People with Disabilities and Others with Access or Functional Needs**: People with disabilities and others with access and functional needs may require assistance to provide for time-sensitive needs or support services to maintain health and safety and maximize independence. The needs of this population should be considered and addressed as a high priority.

- **Building/Infrastructure:**

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

- **Protect and Preserve Culturally and Historically Significant Properties:** All feasible efforts must be made to protect and preserve culturally and historically significant properties from damage during or after an emergency.

Environmental:

- **Protect the Environment**: All possible efforts must be made to preserve the City of San José's environment and protect it from damage during and after an emergency.

- **Restore Basic Services**: Power, water, sanitation, transportation, and other essential services must be restored as rapidly as possible to enable residents and businesses to resume their normal activities.

Recovery:

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

2.6   EOC

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

2.6.1   Primary and Alternate EOC Locations

The EOC is located on the fourth floor of the Public Safety Communications Center, located at **855 N. San Pedro Street**. During the evening hours and on weekends and holidays, keys to the EOC are available:

- Through Systems Control in the Dispatch Center;

- From the Police Watch Commander (3rd floor, Communications Center).

The EOC Operations Guide which includes instructions for activating the EOC and position-specific checklists, are kept within the entrance to the EOC Operations Room.

If an emergency situation is too large to be coordinated from the field, or if a major disaster occurs, the Department Head whose department is responding may request activation of the EOC. Authority to activate resides with the City Manager, Assistant City Manager, Deputy City Manager, or designee.

If the EOC is unusable, the Alternate EOC, located at the **San Jose Police Department, South Substation, 6087 Great Oaks Parkway**, will be used. Mobile radios, phones and computers will permit re-location of the EOC to any appropriate location if circumstances dictate.

2.6.2   Levels of Emergencies

This section lists the levels of emergency and their relationship to EOC activation. Additional details regarding EOC levels, triggers and the staffing plans for each level are found in **Annex A: EOC Operations Guide**. The levels of emergency in California are:

2.6.2.1   Level I: Catastrophic Emergency

- A major disaster for which resources in or near the affected areas are overwhelmed. Extensive State and/or Federal resources are required. Examples include a major earthquake; a large scale terrorist attack; or multiple, large, wildland fires.

- Requires activation of the City of San José, Santa Clara County and State emergency plans and their EOCs.

- In order to ensure available resources are provided on a prioritized basis during Level I Emergencies, access to State and Federal resources is coordinated through the Santa Clara County Operational Area EOC. Also, other resources not normally provided through mutual aid are coordinated through the City EOC during Level I Emergencies.

2.6.2.2   Level II: Major Emergency

- A moderate to severe emergency for which local resources are not adequate; assistance may be required across jurisdictional boundaries or on a Regional basis.

- Requires implementation of affected governments' emergency plans and activation of their EOCs as well as the activation of the Santa Clara County EOC. Cal OES Coastal Region may activate its EOC.

- A Level II Emergency that impacts one city in Santa Clara County will, by definition, also impact the surrounding cities in Santa Clara County and neighboring counties. Santa Clara County activates and declares a Local Emergency.

- If resource assistance is required from outside Santa Clara County or if more than one Operational Area is affected, the Governor declares a State Emergency.

2.6.2.3   Level III: Catastrophic Emergency

- A minor to moderate emergency for which local resources are both adequate and available to respond

- May trigger local governments' emergency plans and require partial or full activation of their EOC

- May have varying impacts on specific local governments

- A city may activate its emergency plan, while surrounding cities and the County may not

2.6.3   Activation

This section identifies when to activate the EOC and the different types of activation. When activating the EOC, the responsible official should consider the following as part of the process of activation:

- Determine the scope of the incident or event

- Determine the appropriate level of activation

- Notify/recall EOC staff for activation

- Open the EOC and prepare the facility to host operations

2.6.3.1   Activation Levels

Informed by the Activation Levels described in **Section 2.6.2** and in greater detail in **Annex A: EOC Operations Guide**, there are two methods for staffing the EOC:

- **Partial Activation.** For a partial activation, the EOC is activated but only some of the positions are filled. This may involve a smaller emergency that a limited number of responders can handle, it might involve the early stages of an expanding disaster, or it might involve the late stages of a response prior to deactivation of the EOC. Staffing needs for partial activations vary depending on the scope of the event and must be adaptable to changing conditions.

- **Full Activation.** For a full activation, the EOC is activated, and all or most of the positions are filled. A full activation occurs for the most significant events involving the use of the full scope of City resources and the need for outside assistance.

2.6.4   Activation/Deactivation Authority

The City of San José EOC can be activated and deactivated by the following City officials:

- City Manager

- Deputy City Manager

- City Manager designee

2.6.5   Deactivation

At a point in time when response activities transition to recovery activities, the use of the EOC to coordinate resource support and information sharing will continue. The Recovery Section will continue operations in the EOC until it is determined that situation is stable to reconvene in other facilities. The activity of Recovery activities will continue long after deactivation of the EOC continue for longer period. The Planning and Intelligence Section Coordinator is responsible for

presenting the deactivation recommendation to the EOC Director. The Action Planning Unit is responsible for planning for the transition from response to recovery operations.

When no longer necessary, individual EOC positions should be formally de-activated. Prior to deactivating the EOC, the Liaison Branch should notify all internal and external partners of the decision to deactivate and the date/time of deactivation, while providing instructions for continued coordination outside the EOC. After deactivation, all documentation should be gathered and maintained to support recovery efforts and the after-action review. Additionally, the EOC should be restocked and prepared for future activations.

2.6.6   EOC Organization

The organizational structure for the EOC is consistent with an "ICS-like" EOC Organization Structure defined in current NIMS guidance, with a management section and five functional sections: Operations, Planning/Intelligence, Logistics, Finance/Administration, and Recovery. The inclusion of a Recovery Section is somewhat unique, but it was added in recognition of the need to coordinate recovery activities during the response phase of an emergency. **Figure 2-1** presents the EOC organization chart for the City of San José.
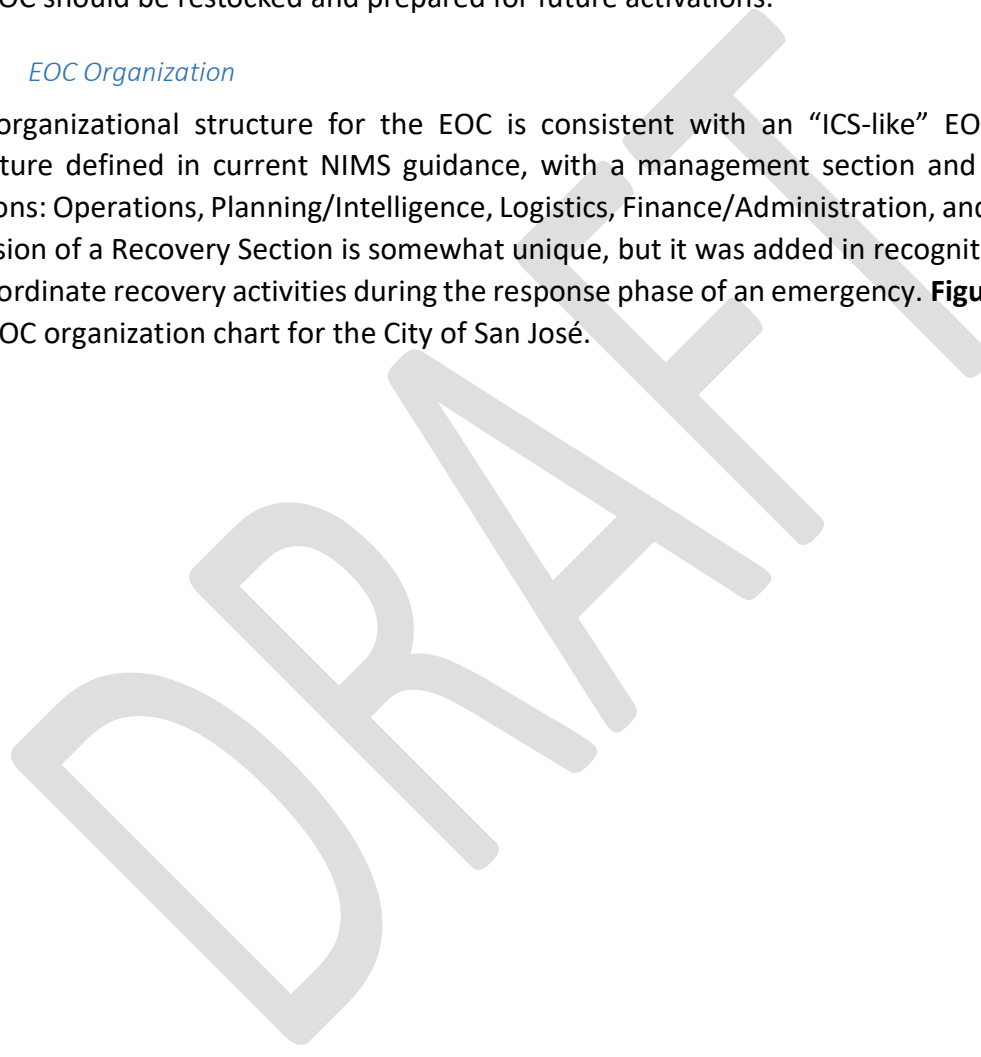
City of San José Emergency Operations Center
Organization Chart

```
                    ┌─────────────┐     ┌──────────────────┐
                    │ EOC Director │─────│ Assistant to the │
                    └─────────────┘     │    Director      │
                                        └──────────────────┘

        ┌──────────────┐              ┌──────────────────────┐
        │ City Attorney │              │ Emergency Public     │
        └──────────────┘              │ Information Branch    │
                                      └──────────────────────┘

        ┌──────────────┐              ┌──────────────────┐
        │ Safety Officer│              │ Liaison Branch   │
        └──────────────┘              └──────────────────┘
```

Operations Section	Planning/Intelligence Section	Logistics Section	Finance/Administration Section	Recovery Section

Operations Section
- Law Enforcement Branch
- Fire & Rescue Branch
- Mass Care Branch
- Construction & Engineering Branch
- Transportation Branch
- Environmental Services Branch
- Damage Inspection Branch
- CERT

Planning/Intelligence Section
- Action Planning Unit
- Situation Status Unit
- Damage Data Collection Unit
- Innovation Branch
- Technical Specialists
- GIS Unit

Logistics Section
- IT Support Branch
- Procurement/Purchasing Unit
- Personnel Unit
- Volunteers Unit
- Facilities Unit
- Fleet Unit
- Fuel & Utilities Unit

Finance/Administration Section
- Injury Claims/Compensation Unit
- Cost & Time Unit

Recovery Section
- Buildings Unit
- People Unit
- Infrastructure Unit
- Resources Unit

2.6.7   Department Operations Centers

A Department Operations Center (DOC) is an operational and logistical entity that is designed to coordinate functional support for incident management at the department level. The role of a DOC typically involves two functions: continuing critical pre-disaster operations and providing functional support to field operations. DOCs can serve as extensions of the functional branches in the Operations Section.

The City maintains and may activate the following DOCs if necessary to coordinate support for field response activities:

- Fire and Rescue
- Law Enforcement
- Environmental Services
- Public Works
- Transportation
- Parks, Recreation, and Neighborhood Services
- Planning, Building, and Code Enforcement
- Airport

2.6.8   Direction, Control, and Coordination

The City Manager, Deputy City Manager, and Deputy City Managers have the power to direct staff and civilian responses in the City and to settle questions of authority and responsibility. If necessary to protect life and property or to preserve public order and safety, the City Council or the City Manager may promulgate orders and regulations. These must be in writing and must be given widespread publicity. In a proclaimed emergency, the City Manager, or designee may buy or commandeer supplies and/or equipment and may command the aid of citizens.

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

2.6.8.1   Coordination with Field-Level Incident Command Posts (ICPs)

Field-level responders organize according to the Incident Command System (ICS) and coordinate with Dispatch Centers, DOCs and/or the EOC to share information and request support. Coordination occurs through aligned functional elements within the incident management organizations shown in **Figure 2-2: ICP, DOC, EOC Coordination**.
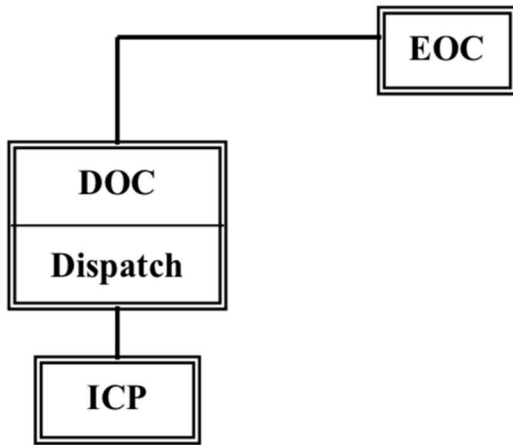
Figure 2-2: ICP, DOC, EOC Coordination

2.6.8.2 *Coordination with DOCs*

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

Additionally, coordination occurs between like or similar positions in DOCs and the EOC (i.e., DOC Planning and Intelligence Section with EOC Planning and Intelligence Section). DOC and EOC coordination linkages are shown in **Table 2-3, EOC and DOC Coordination Linkages**.

Department Operations Center	Emergency Operations Center
Fire and Rescue	Fire and Rescue Branch
Law Enforcement	Law Enforcement Branch
Parks, Recreation, and Neighborhood Services	Mass Care Branch
Public Works	Construction and Engineering Branch (primary), Damage Assessment Branch, or Debris Management Branch
Transportation	Transportation Branch (primary), Damage Assessment Branch, or Debris Management Branch
Planning, Building, and Code Enforcement	Damage Inspection Branch

Department Operations Center	Emergency Operations Center
Environmental Services	Environmental Services Branch
Airport	Variable[7]
Planning and Intelligence Section	Planning and Intelligence Section
Logistics Section	Logistics Section
Finance and Administrative Section	Finance and Administrative Section

Table 2-3, DOC and EOC Coordination Linkages

2.6.8.3 *Coordination with the Operational Area*

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

2.6.8.4 *Coordination with Special Districts/Utilities*

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

2.6.8.5 *Coordination with Voluntary Organizations*

Voluntary Organizations Active in Disasters (VOAD) include non-profits and faith based organizations that offer their services, with no legal mandate. VOADs mobilize and provide valuable assistance for survivors before, during, and after incidents. These organizations train and plan to effectively to integrate volunteers into the City's incident response and recovery organization. They are valuable partners having established relationships with the community

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[7] The Airport DOC will coordinate with the Operations Section Branch relevant to the need for support or based on the information being shared.

and they offer expanded. Use of Voluntary organization doesn't necessarily mean all-volunteer services are free. Some services, resources and expertise may be offered by community or faith based groups but they may need assistance in covering costs to do so in times of emergency or disaster.

The Collaborating Agencies in Disaster Relief Efforts (CADRE) supports the City of San José's needs for addressing:

- Access and Functional Needs

- Food sourcing and Distribution

- Disaster Client Casework and Case Management, and

- Donations Management of used household goods

CADRE maintains a written coordination frameworks already in place, and the CADRE Duty Officer role and point of contact.

3.0 Information Collection, Analysis, and Dissemination

The Emergency Operations Center (EOC) serves as a hub for collecting, analyzing, and disseminating timely, accurate, consistent, and accessible information relating to the incident or event. Establishing a common operating picture and maintaining situational awareness are essential to incident management and are a major role of the EOC.

3.1 Information Collection

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

Information may be collected during the incident or event from a variety of sources, such as:

- On-scene observation
- Incident Command Posts
- Field-level personnel
- Dispatch center
- CADRE Inter-Agency Coordination meetings
- United Way 2-1-1
- Law enforcement monitoring networks (such as NCRIC)
- Media reports
- Social media
- WebEOC
- Email
- Conference calls (with Operational Area EOC [County] /REOC [Cal OES Coastal Region]/ SOC [Cal OES State])
- My San Jose Application (App)

3.2 Essential Elements of Information and Collection Priorities

The Planning and Intelligence Section is responsible for gathering information to support decision-making in accordance with established operational priorities. The EOC Director will establish information collection priorities. Essential elements of information (EEIs) are the critical items of information required by decision-makers to make timely decisions and prioritize key

tasks and information requests. **Table 3-1, Available Essential Elements of Information** profiles examples of critical information necessary for several key disciplines.

Table 3-1: Available Essential Elements of Information

Area or Infrastructure	Sources: State and Local Level	Sources: Federal Level
Utilities and Infrastructure[8] Information needed: • System disruptions and failures • Location • Cause • Customers impacted • Expected time of resumption • Downstream impacts • Interdependence issues • Potential or impending system overloads	• California Independent System Operator (ISO) • Department of Water Resources (DWR) • California State Water Resources Control Board (SWRCB) • CA/local Department of Health Care Services • CA/local Department of Public Health • CA/local Department of General Services • California Energy Commission • California Public Utilities Commission • California Utilities Emergency Association (CUEA) • Utilities representatives in EOC • Construction & Engineering Branch • Field units • Operational Areas • News reports • Social media	• FEMA • Federal Energy Regulatory Commission • Bureau of Reclamation • Army Corps of Engineers • National Weather Service • Nuclear Regulatory Commission/Nuclear Power Plants • News reports • Field units

Transportation
 	
Information needed:
 	
• Disruptions to:
   ○ Air
   ○ Rail
   ○ Shipping
   ○ Roads
   ○ Bridges
   ○ Other forms of transportation
	• Caltrans for state highways
	
	• California Highway Patrol for state highways and local thoroughfare
	
	• Operational Areas
	
	• News reports
	
	• Field units
	
	• Valley Transportation Authority
	
	• Local Airports:
	   ○ Norman Y. Mineta San Jose International Airport
	   ○ San Francisco International Airport
	   ○ Metropolitan Oakland International Airport
		• FEMA
		
		• Coast Guard
		
		• Federal Aviation Administration
		
		• National Transportation Safety Board
		
		• Department of Transportation
		
		• News reports
		
		• Field units

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[8] Utilities and Infrastructure includes energy systems (electric, gas), water delivery, wastewater treatment, flood protection, dams, and telecommunications (both emergency telecom and general user).

Area or Infrastructure	Sources: State and Local Level	Sources: Federal Level

	o Reid-Hillview Airport, Santa Clara County
	
	o San Martin Airport, Santa Clara County
	
	• Rails
	
	   o Union Pacific Railroad
	
	   o Caltrain
	
	   o BART	

Medical/Health Information needed: • Equipment failures • Disruptions in medical supplies/stockpiles • Facility problems • Medical evacuation needs	• Emergency Medical Services Agency (including the Medical Health Operational Area Coordinator [MHOAC] and the Regional Disaster Medical Health Coordinator) • Santa Clara County Public Health Department • California Department of Public Health Office of Statewide Health Planning and Development • Operational Areas and local EMS • News reports • Field units	• FEMA • Centers for Disease Control (CDC) • U.S. Department of Health & Human Services (HHS) • Food and Drug Administration (FDA) • News reports • Field units
Hazardous Materials Information needed: • Releases • Perimeter boundaries (location) • Exposures • Casualties • Evacuations • Damage • Supply/source • Supply disruptions	• Santa Clara County Hazardous Materials Compliance Division Certified Unified Program Agency (CUPA) • California Department of Toxic Substances Control • Cal OES Warning Center • California Environmental Protection Agency (CalEPA) • CalOSHA • Department of Health Services • California Public Utilities Commission • Operational Areas • News reports • Field units	• FEMA • EPA • Coast Guard • National Response Center • Department of Homeland Security • Department of Energy • Department of Agriculture • Department of Health and Human Services (HHS) • Department of Transportation
Public Events/Occurrences Information needed: • Potential problems at any anticipated events, including civil unrest • Location • Law enforcement/fire mutual aid shortfalls	• NCRIC • Law Enforcement Branch Coordinator • Local law enforcement • Operational Area • News reports • Social media • Permits issued • Field units	• FEMA • Department of Justice • Department of Defense
Social Service Systems Information needed: • Problems with schools	• Operational Area • Santa Clara County Social Services • CADRE Coordination meetings/conference calls • Community-Based Organizations	• FEMA • Department of Commerce • Department of Education • HHS

Area or Infrastructure	Sources: State and Local Level	Sources: Federal Level
• Human care services (adult, senior, child, AFN) • Banking • Payment systems • General commerce	• News reports • Social media • Private-sector • Field units • United Way 2-1-1	

3.3   Information Analysis

Analysis of information may occur before or during an incident. Information that is made available through monitoring and warnings must be analyzed in the context of risk assessment, infrastructure/structural vulnerability, forecasts, social vulnerabilities, current events, and other factors.

When the EOC is activated, a critical task of the Planning and Intelligence Section is turning the collected information into actionable intelligence. Raw information and data require evaluation, verification, and assessment for relevance. The Planning and Intelligence Section will process information made available, validate and organize relevant components, and ensure that the resulting intelligence is evaluated by qualified personnel.

3.4   Information Dissemination

Information for the public is disseminated through several mechanisms under the control of the City Manager's Office. Details describing how information is collected, vetted, and disseminated to the public are described in **Section 4, Communications**.

3.5   Situation Status Reporting

Intelligence collected throughout the incident will be documented in a Situation Status Report. The Situation Status Unit in the Planning and Intelligence Section of the EOC develops the report. Situation Status Reports create a common operating picture and will be used to adjust the operational goals, priorities, and strategies. To ensure effective intelligence flow, the City of San José has established communications systems and protocols to organize, integrate, and coordinate intelligence. The flow of situation reports among the levels of government should occur consistently with the Standardized Emergency Management System (SEMS), as shown below:

- **Field Situation Status Reports:** Situational status and other relevant information from the field should be compiled and documented in situation status reports by the DOCs, if activated, or by department representatives when no DOC is activated. These reports may be conveyed verbally but should be provided in writing to the EOC Planning and Intelligence Section within the operational period.

- **City of San José EOC:** The Situation Status Unit in the EOC will summarize and verify reports received from the field, DOCs, CADRE and other reporting disciplines and provide

a consolidated City Situation Report to the Operational Area EOC, if necessary, once each operational period. The Situation Status Report will also be made available to all participants in the City's emergency management organization to provide situational awareness.

- **Operational Area EOC:** The Operational Area EOC will summarize situation status reports received from local government EOCs within Santa Clara County, county field units, county DOCs, and other reporting disciplines and forward a consolidated Operational Area Situation Report to the California Governor's Office of Emergency Services (Cal OES) Coastal Regional Emergency Operations Center (REOC).

- **Coastal REOC:** The Coastal REOC will summarize situation status reports received from Operational Area EOCs with the Region, state field units, state DOCs, and other reporting disciplines and forward the Regional Situation Report to the State Operations Center (SOC).

- **SOC:** The SOC will summarize situation status reports received from the REOCs, state DOCs, state agencies, and other reporting disciplines and distribute to state officials and others on the distribution list.

- **Joint Field Office (JFO):** When the JFO is activated to support local, state, and federal coordination, including the Federal Emergency Management Agency (FEMA), the REOC and SOC situation status reports will be assimilated into the JFO situation report. The REOC organization may be co-located with the federal organization at the JFO.

3.6   Displaying Information

The EOC's major purpose is accumulating and sharing information to ensure coordinated and timely emergency response. The EOC will maintain displays using both physical display boards and WebEOC boards, as available, to track emergency information. EOC sections will maintain display devices/boards as assigned so that other sections can quickly comprehend what actions have been taken and what resources are available, and to track the damage in the City of San José resulting from the disaster. The Planning and Intelligence Section is responsible for coordinating display of information. All display charts, boards, and materials are stored in the EOC.

At the onset of any disaster, a significant events log will be compiled for the duration of the emergency situation. Key disaster related information will be recorded in the log (e.g., casualty information, health concerns, property damage, fire status, size of risk area, scope of the hazard to the public, number of evacuees, etc.). The posting of the significant events log is the responsibility of the Planning and Intelligence Section. The significant events log may be maintained in WebEOC.

3.7   EOC Action Plans

The City of San José will share information and analyze intelligence through the use of EOC Actions Plans in conjunction with regularly scheduled EOC briefings (usually one briefing

conducted early in each operational period or as needed). EOC Action Plan forms are found in **Annex A, EOC Operations Guide**.

The primary focus of the EOC Action Plan should be on jurisdictional issues. The plan sets overall objectives for the jurisdiction and may establish the priorities as determined by the jurisdictional authority. It can also include mission assignments to departments, provide policy and cost constraints, and incorporate interagency considerations. Properly prepared, the EOC Action Plan becomes an essential input to developing departmental action plans.

Action planning is based around the use of an operational period. The length of the operational period for the EOC is determined by first establishing a set of objectives and priority actions that need to be performed and then establishing a reasonable time frame for accomplishing those actions. Generally, the actions requiring the longest time period will define the length of the operational period.

Typically, operational periods at the beginning of an emergency are short, sometimes only a few hours. As the emergency progresses, operational periods may be longer, but should not exceed 24 hours.

The initial EOC Action Plan may be a verbal plan put together in the first hour after EOC activation. The verbal plan is usually put together by the EOC Director in concert with the Section Coordinators. There must be adequate representation of key organizational components, organizations, and agencies with representatives participating in the planning process having technical expertise and authority to commit to accomplishing these tasks. Once the EOC is fully activated, EOC Action Plans should be written.

EOC Action Plans should not be complex or time-consuming. It should generally cover the following elements:

- Situation status

- Major events, safety issues, and other important information

- Listing of objectives to be accomplished (objectives should be: specific, measurable, achievable, relevant, and time-oriented [SMART])

- Statement of current priorities related to objectives

- Resources needed

- Potential issues and problems

- Statement of strategy(s) to achieve the objectives (identify if there is more than one way to accomplish the objective, and which way is preferred)

- Assignments and actions necessary to implement the strategy

- Operational period designation (the timeframe necessary to accomplish the actions)

- Organizational elements to be activated to support the assignments (later EOC Action Plans may list organizational elements that will be activated during or at the end of the period)

- Logistical or other technical support required

3.8   Technical Services Needed for Information Collection and Dissemination

The EOC and its personnel must be prepared with the tools and contacts to be able to identify, research, collect, and analyze the information required to make informed and timely decisions. This means that individuals should be pre-assigned and have received the appropriate training and requirements (e.g., security clearances, log-ins, and technology training). In addition, the City must be prepared to scale up technology needs as the incident expands.

The City of San José has established communication networks and systems to obtain information from local, Operational Area, regional, state, and national systems and services. The City of San José receives the following types of alerts from California State Warning Center and/or directly from warning centers:

- **California State Warning Center**: Cal OES operates the California State Warning Center (CSWC), which is staffed 24 hours per day, 365 days per year to serve as the official state-level point of contact for emergency notifications. From this center, Warning Center personnel maintain contact with County Warning Points, state agencies, federal agencies, and the National Warning Center in Berryville, Virginia. The CSWC reports any alerts or warning to the Operational Area via e-mail.

- **Earthquake Notifications**: The CSWC receives notification of earthquakes from the California Integrated Seismic Network (CISN), National Earthquake Information Center (NEIC), and the United States Geological Survey (USGS). CISN is a statewide network that provides the basic information for California earthquakes shown on the CISN Display. The CISN Display is an Internet-based rapid earthquake notification system that receives earthquake information from networks world-wide. The CSWC reports any alerts or warning to Operational Area and to the City of San José via e-mail.

- **Weather Notifications**: The City of San José receives notification of severe weather from the NWS.

- **Energy Notifications**: California Independent System Operator (ISO) monitors the California power grid, which consists of a network of long-distance high voltage transmission lines and substations that carries bulk electricity to local utilities for distribution to their customers. When the grid is unable to meet electrical demands, the California ISO will direct utilities to reduce their load and issue emergency notices of energy interruptions. The CSWC will be contacted by the California ISO when the operating reserves reach these critical levels.

- **Hazardous Materials/Oil Spill Release Notifications**: In accordance with state law, handlers, any employees, authorized representatives, agents, or designees of handlers

shall, upon discovery, immediately report any release or threatened release of hazardous materials to the CSWC. The CSWC reports any alerts or warning to the Operational Area.

- **Nuclear Power Plant Notifications**: The CSWC receives notifications of nuclear power plant incidents directly from Diablo Canyon. The Cal OES Nuclear Power Plant Program coordinates with decommissioned plant San Onofre[9] and retired plant Rancho Seco. Secondary notifications may be received from the affected county sheriff's departments via California Law Enforcement Telecommunications System (CLETS), and California Law Enforcement Radio System (CLERS).

- **California Law Enforcement Telecommunications System (CLETS) and California Law Enforcement Radio System (CLERS)**: The City of San José Police Department receives direct notifications from these systems.

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[9] Decommission in process. Decommission dates: Unit 1 – 1992, Units 2 & 3 – In progress as of 2013.

4.0   Crisis Communications and Public Information

Information for the public is coordinated across multiple jurisdictions and agencies, including nongovernmental organization and private businesses and is disseminated through several mechanisms under the control of the City Manager's Office.

4.1   Incident Command Post Public Information Officer

The EOC Emergency Public Information Branch may assign a public information officer (PIO) to an Incident Management Team (IMT) and/or activated Incident Command Post (ICP), to support the Police, Fire or IMT PIO. If an external IMT is brought into the City to run the ICP, a PIO is typically part of the IMT. Regardless, the assigned ICP PIO must coordinate messaging with the Emergency Public Information Branch. The ICP PIO will provide validated information to the public relevant to the incident. All information prepared for dissemination to the public will be vetted, organized, and approved, in coordination with the EOC Director, by the Emergency Public Information Branch.

4.2   Emergency Public Information Branch

The Emergency Public Information Branch provides communications support to the EOC Director during an EOC activation. The Branch supports the EOC Director by coordinating messaging and supports the Incident Commander in the field by either providing a public information officer to serve in the ICP or by coordinating messaging with the ICP PIO. The Branch Coordinator advises leadership on all public information matters relating to the management of the incident. The Branch through the JIC or ICP PIO handles inquiries from the media, the public, and elected officials; emergency public information and warnings; rumor monitoring and response; media monitoring; and other functions required to gather, verify, coordinate, and disseminate accurate, accessible, and timely information related to the incident, particularly regarding information on public health, safety, and protection. Additionally, the Branch coordinates with the Planning and Intelligence Section to gather, validate, and share information.

4.3   Joint Information System

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

4.4   Joint Information Center

The JIC is a central location that facilitates operation of the JIS. It is a location where personnel with public information responsibilities from multiple agencies, departments, and other local governments perform critical emergency information functions, crisis communications, and

public affairs functions. JICs may be established at various levels of government, at incident sites, or can be components of Federal, State, tribal, territorial, regional, or local multi-agency coordination (MAC) groups (e.g., MAC Groups or EOCs). For incidents requiring the activation of the EOC, the City intends on establishing a JIC to coordinate messaging with multiple agencies. Depending on the requirements of the incident, JICs can be established at the Field level to support the incident commander. The activation of the JIC is coordinated by PIO.

4.5   Message Development and Approval

Messages intended to be disseminated to the public or to other agencies or organizations may be developed by subject matter experts working in support of the City's response efforts. These messages are reviewed by the EPIO at the JIC to correct inaccuracies and to maintain consistency in messaging. The EOC Director approves messages

4.6   Methods of Dissemination

The City uses various mechanisms to disseminate public information. Among them are: social media, standard media, radio, Alert SCC, Nextdoor.com, print, electronic signs and the Emergency Alert System. Additional methods are used for those with disabilities and those with access and functional needs.

4.7   Communication Systems

The City EOC is equipped with multipurpose and redundant communication technologies allowing the sharing of information across multiple platforms through different modalities. The communication capabilities are routinely exercised and updated as technology advances. Current communication resources in the City EOC include:

- Land-line based phones
- Voice Over Internet Protocol (VoIP)
- Cellular telephones
- Satellite phones
- Fax machines
- Internet enabled computers
- Emergency Alert System (EAS)
- Radio systems
- RACES amateur radio
- Public safety frequencies (i.e., law, fire, EMS)
- Government frequencies (department/agency radios/EOC to EOC)
- Business/Commercial frequencies (i.e., PG&E, San José Water, Red Cross)

- Low band frequencies (EOC to EOC radios)

- WebEOC

- Long Range Acoustical Device (LRAD)

4.7.1   Web EOC

WebEOC is available to the City of San Jose as an emergency management information system, as a resource ordering tool and for sharing information with special districts and the Operational Area. The information sharing tool allows the City to have a common operating picture and situational awareness, as it helps to facilitate information coordination during an emergency. WebEOC is designed to capture status board information, track emergency activities and City responders are able to share real-time information and resources available to emergency managers.

5.0   Logistics

5.1   **Resource Management**

Resource management preparedness involves: identifying and typing resources; qualifying, certifying, and credentialing personnel; planning for resources; and acquiring, storing, and inventorying resources.

5.1.1   Identifying and Typing Resources

In accordance with NIMS, resources are identified by the following characteristics:

- *Capability*: The core capability for which the resource is most useful (e.g., fire management and suppression; on-scene security, protection and law enforcement; public health, healthcare, and emergency medical services);
- *Category*: The function for which a resource would be most useful (e.g., fire/hazardous materials, law enforcement operations, medical and public health);
- *Kind*: A broad characterization, such as personnel, teams, facilities, equipment and supplies; and
- *Type:* Provides further details regarding the capability of a specific *kind* of resource that applies a metric to designate it as a specific numbered class (e.g., Type 1 IMT, Type 2 IMT, and Type 3 IMT).

5.1.2   Requesting Resources

Resource requests should include enough detail to ensure that those receiving the request understand what is needed. Using NIMS resource typing helps ensure that requests are clearly communicated and understood. Requests should include the following information:

- Detailed item description including quantity, capability, category, kind, and type, if known, or a description of required capability and/or intended use if not;
    - If suitable substitute resources or preferred sources exist, these should also be indicated;
    - If the resource is not a common or standard incident resource, then detailed specifications should be provided;
- Required arrival date and time;
- Required delivery or reporting location;
- The position title of the individual to whom the resource should report; and
- Any incident-specific health or safety concerns (e.g., vaccinations, adverse living/working conditions, or identified environmental hazards). Personnel are assigned based on their qualifications and the needs of the incident, as well as any jurisdictional licensing requirements or limitations (i.e., personnel in some fields, including law enforcement and

medicine, have limited authority outside of the jurisdiction in which they are sworn or licensed). [SEP]

5.1.3   General Resource Request Flow

During the response phase, the real-time tracking of incident response needs and resources available is critical. Resources may be in short supply, and multiple requests for services can occur. Resource requirements for supplies, equipment, vehicles, facilities, or personnel are initially filled from within City departments. Once internal resources have been exhausted (to include inventories on hand and procurement from vendors) or when a shortfall is projected, a resource request based on a needed outcome is submitted by the DOC to the appropriate Operations Section Branch at the EOC.

The request is then filled, if possible, by other departments represented in the Operations Section of the EOC. When no internal source exists to fulfill the resource request, or a shortage is anticipated, the request is forwarded to the Logistics Section via the appropriate EOC representative. The Logistics Section attempts to fulfill the request by procuring the necessary services or supplies first from within existing City resources, and then from the private sector or other nongovernmental sources.

When City resources have been exhausted, or certain resources are unavailable, resource requests are then routed to the Operational Area EOC. If resources are exhausted in the Operational Area, requests are routed to the Coastal REOC following SEMS protocols. **Figure 5-1, Resource Request Flow**[10] represents the flow for requesting resources as defined by SEMS.

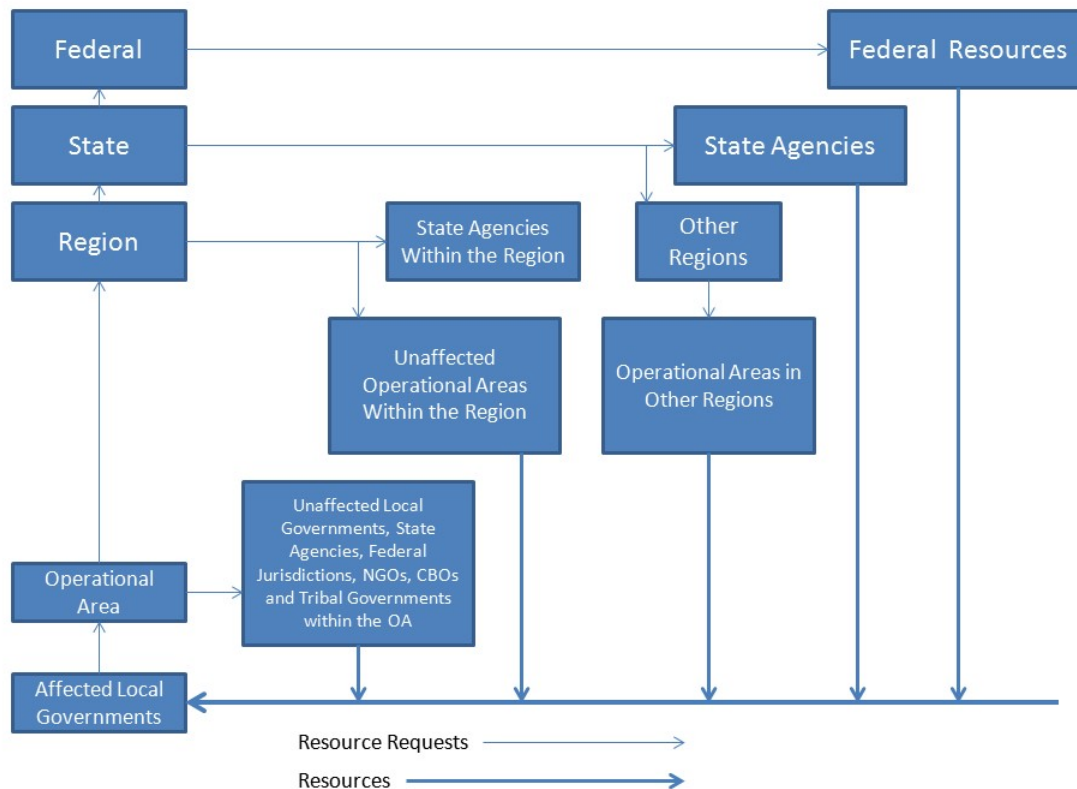[10] California State Emergency Plan, July 2017 (p. 65)

Figure 5-1, Resource Request Flow

5.1.4   *Discipline-Specific Mutual Aid Resource Request Flow*

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

5.1.5   *Resource Management Process*

The resource management process during an incident includes standard methods to identify, order, mobilize, and track resources. In some cases, the identification and ordering process is compressed, such as when an Incident Commander identifies the specific resources necessary for a given task and orders those resources directly. However, in larger, more complex incidents, the Incident Commander relies on the resource management process and personnel in the ICP,

DOCs, and EOC to coordinate to identify and meet resource needs. The six primary tasks of resource management during an incident are:

- Identify requirements

- Order and acquire

- Mobilize

- Track and report

- Demobilize

- Reimburse and restock

5.1.6   Resource Tracking

Resource tracking occurs prior to, during, and after an incident. This process helps staff prepare to receive and use resources; tracks resource location; facilitates the safety and security of personnel, equipment, teams, and facilities; and enables effective resource coordination and movement. Resource status updates and associated information should flow up from the ICP, to DOCs, to the EOC, and continue until the information is received by the resource provider.

5.2   Mutual Aid

Mutual Aid is defined as "voluntary aid and assistance by the provision of services and facilities, including but not limited to: fire, police, medical and health, communication, transportation, and utilities. Mutual aid is intended to provide adequate resources, facilities, and other support to jurisdictions whenever their own resources prove to be inadequate to cope with a given situation."[11]

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

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[11] 19 CCR § 2415

The City of San José is also party to the Emergency Management Assistance Compact (EMAC). Passed through Public Law 104-321, EMAC provides the legal agreement and standard operating procedures for states and their political sub-divisions to receive interstate aid in a disaster.

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

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

5.3   Use of Affiliated DSW Volunteers

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

- San José Radio Amateur Civil Emergency Services (RACES)

- San José Search and Rescue

- San José Community Emergency Response Team (CERT)

5.4 Use of Spontaneous Unaffiliated Volunteers

After a disaster, local governments often see an influx of spontaneous volunteers converge in their communities; however, well-intentioned, uncoordinated volunteers can be ineffective, hinder response operations, and create new risks. Emergency volunteers must be carefully managed, a function that often falls to local government. In the City of San José, after a disaster, emergent volunteers will be managed by the Department of Parks, Recreation and Neighborhood Services.

6.0 Administration and Finance

6.1 Disaster Service Workers

The State of California Disaster Service Worker Volunteer Program provides workers' compensation insurance coverage in the event a Disaster Service Worker (DSW) volunteer or public employee (working outside the role of their defined job responsibilities) is injured while performing assigned disaster duties.

6.1.1 Public Employees

Under California Government Code, Section 3100, all public employees are obligated to serve as Disaster Service Workers (DSW)[12]. Public employees (civil service) are all persons employed by any City, County, or State agencies or public districts in the State of California. The DSW designation does not include employees performing day-to-day response activities such as those associated with law enforcement, or the fire or emergency medical services.

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

- DSWs may be asked to serve at locations, times and under conditions other than normal work assignments.

- Assignments may include duties within the EOC, in the field, or at another designated location.

- Under no circumstances will City employees that do not usually have a response role in their day-to-day responsibilities be asked to perform duties or functions that are hazardous, that they have not been trained to perform, or that are beyond their recognized capabilities.

- The expectation is that that in the event of an emergency, DSWs will secure their homes and families and then, if possible and if they are so instructed, will return to the City to assist in response activities.

- City employees will be compensated for hours worked over regular hours per day and/or per week according to the City's Human Resources policies and collective bargaining agreements.

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[12] 19 CCR § 3100

6.1.2   *Volunteers*

A disaster service worker volunteer is *"…any person registered with an accredited Disaster Council…for the purpose of engaging in disaster service…without pay or other consideration."*[13] Registered DSW volunteers are persons who have chosen to volunteer their time to assist a disaster or emergency services agency in carrying out the responsibilities of that agency.

The person must:

- Be officially registered with the accredited Disaster Council; and,

- Not receive any pay, monetary or otherwise, for the service being provided.

The definition *"…also includes any unregistered person impressed into service during a state of war emergency, a state of emergency, or a local emergency by a person having authority to command the aid of the citizens in the execution of his or her duties."*[14]

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

DSWs may include ARES/RACES members, CERT members, and other registered volunteers from the community. The City of San José's Emergency Services Council serves as the "Disaster Council" referred to in State of California Government Code.

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

6.2   **Documentation**

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

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[13] Cal. Labor Code § 3211.92.
[14] Cal. Labor Code § 3211.92.

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

6.3   Cost Tracking

Disaster-related expenditures may be reimbursed under a number of state and federal programs. Recovering these costs can be a complex process that requires significant documentation and accurate record keeping to ensure that maximization of reimbursement for eligible activities.

- The Finance Department and CMO Budget Office are jointly responsible for coordinating the City's efforts to properly apply for state federal reimbursement for disaster-related costs and obligations. Together the two departments lead efforts in the Recovery Section.

- For disasters involving significant damage to infrastructure, it can take years to complete the eligible work and to compile supporting documentation necessary for state and Federal reimbursement.

- FEMA's Office of the Inspector General routinely audits state and local governments and non-profit organizations that receive FEMA disaster assistance funds. If the Inspector General determines that a grant applicant did not spend disaster assistance funds according to federal regulations and FEMA guidelines, FEMA can rescind the original award. Providing documentation in the form FEMA expects can provide a measure of protection for the City. In addition to inadequate documentation, common disallowances include expenditures for ineligible items, improper procurement, and duplicate payments from insurance companies. It is important to maintain records and documentation in auditable form for at least three years after the receipt of a closeout letter from Cal OES (see **Section 6.4, Recordkeeping Requirements)**.

6.3.1   Eligible Costs

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

- Are reasonable and necessary to accomplish the eligible work.

- Comply with federal, state, and local requirements for procurement.

- Do not include (or are reduced by) insurance proceeds, salvage values, and other credits.

- When determining eligible costs, the defining factor for reimbursement will be whether the documented costs can be deemed "reasonable". The federal government often refers to 2 C.F.R. 200.404 for a definition of "reasonable" cost:

A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person under the circumstances prevailing at the time the decision was made to incur the cost. The question of reasonableness is particularly important when the non-Federal entity is predominantly federally-funded.

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

6.4   Recordkeeping Requirements

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

- Appropriate extracts from payrolls, with any cross references needed to locate original documents. Labor costs should be compiled separately from vehicle and/or equipment expenses.

- A schedule of vehicles used for emergency operations. This documentation should include the miles and/or hours operated by location and operator. Vehicle operating expenses should include fuel, tires and maintenance.

- A schedule for heavy equipment used for emergency operations. This documentation should include exactly where the equipment was used and for what, hours and minutes used, and the name of the equipment operator if applicable.

- Invoices, warrants, and checks issued and paid for materials, supplies, and equipment expenses used for emergency operations. Costs for supplies and materials must include documentation of exactly where resources were used and for what purpose.

- Copies of requests for proposals issued for work that is contracted out to support eligible disaster-related response or recovery work.

- Justification for all non-competitive procurements.

- Final contracts.

- Invoices submitted by the contractor.

- Warrants authorizing check issuance.

- Work done under inter-community agreements and mutual aid.

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

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

7.0 Recovery

The phases of recovery, or the "recovery continuum," as FEMA refers to them, offer a process of interdependent and often concurrent activities that seek to progressively advance a community toward a successful recovery. Decisions made and priorities set early in the recovery process by a community have a cascading effect on the nature and speed of the recovery progress. As such, the City of San José elevates the importance of Recovery by tying recovery functions to the City's emergency response operations at the onset of any incident requiring EOC activation. **Figure 7-1** shows the phases of recovery as defined in the National Disaster Recovery Framework.
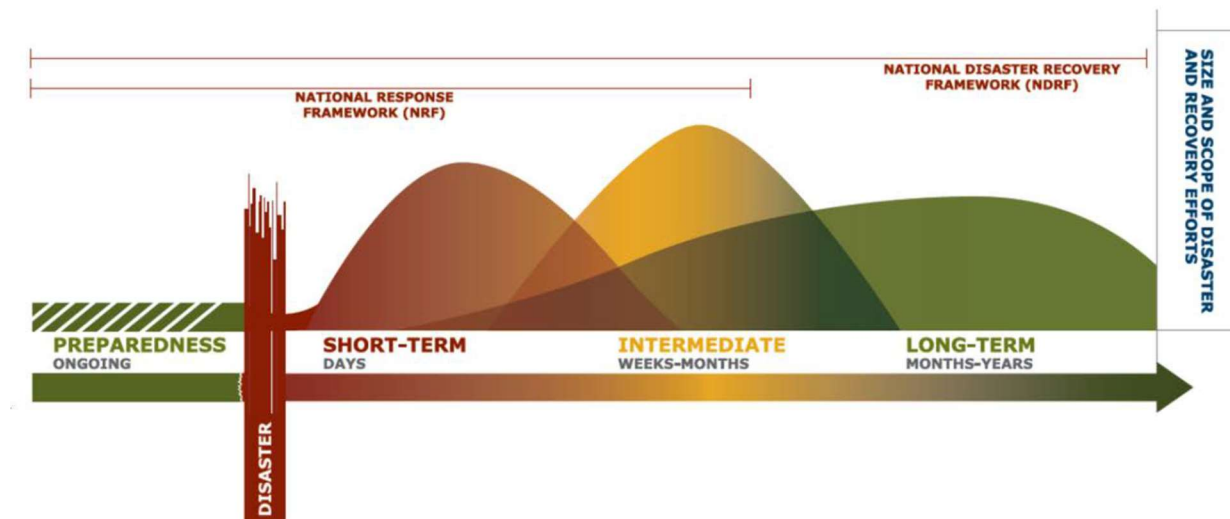

Figure 7-1: Recovery Phases

The City Manager's Office is the lead agency for coordinating and delegating recovery functions. The City's recovery priorities are "people, buildings, infrastructure, and services."

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

The City's vision for recovery is governed by the following principles:

- Recovery is community-led with the City as a catalyst for local residents, businesses and community groups to advocate for their needs and take responsibility.

- Cooperation and strong relationships within the City's government ensure smooth continuity of governance as the city progresses in response, short term recovery, and long term recovery.

- A cohesive recovery results from the integrated and collaborative recovery planning and implementation that the city promotes within its impacted communities and across the region.

- City community services will strive to keep impacted residents and businesses in the community by providing services that allow them to rebuild their lives and livelihoods in place.

- The City will strive to maintain and expand housing affordability in disaster recovery.

- The City will work with impacted communities to ensure that disaster rebuilding helps to strengthen and revitalize today's struggling neighborhoods.

- The City will work to integrate environmental sustainability (including for buildings, infrastructure, and natural systems) into recovery and rebuilding activities.

- The City will commit to an open and transparent recovery process that actively engages the "Whole Community" in post-disaster recovery planning.

To address San José's post-disaster recovery needs in accordance with the City's principles, the City will concentrate on the following activities:

- Coordination of information necessary to support the local emergency proclamation and request for disaster assistance processes.

- Assessment of social and economic consequences in affected areas in the City and coordination of efforts to address community recovery needs.

- Restoration of essential City facilities and services.

- Protection of natural and cultural resources and historic properties.

- Coordination to ensure the accessibility to and provision of recovery services to people with disabilities and others with access and functional needs.

- Facilitation of recovery decision-making across EOC functions and ensuring a smooth transition to a long-term recovery organization, if established.

7.1   Short-Term Recovery Considerations

Recovery operations begin concurrently with or shortly after the commencement of response operations. Short-term recovery activities occur within 90 days of the incident, but may continue beyond that point. Short-term recovery includes actions required to:

- Stabilize the situation

- Restore essential services

- Begin the process of restoring community and economic functions

- Recovery operations are transitioned from the EOC to City departments based on their functional responsibilities. Responsible departments coordinate recovery functions as

part of their daily missions or functions. Initial short-term recovery activities typically include:

- Damage assessment

- Debris removal

- Local Assistance Center (LAC) operations

- Restoration of utilities such as water and power services

- Restoration of basic transportation services and routes

- Provision of temporary housing

- Deployment of financial management systems for cost recovery through state and federal reimbursement programs

- Activities to support proclamations and requests for assistance

- Advance planning for long-term recovery needs

- Coalition-building

7.2   Intermediate Term Recovery Considerations

Intermediate or mid-term recovery involves returning individuals, families, critical infrastructure, and essential government or commercial services to a functional, if not pre-disaster, state. Such activities are often characterized by temporary actions that provide a bridge to permanent measures.

7.3   Long-Term Recovery Considerations

Long-term recovery includes those activities necessary to restore a community to its pre-disaster state, given the inevitable changes that result from a major disaster.

Long-term recovery requires significant planning to maximize opportunities and mitigate risks after a major incident. Long-term recovery can continue for years and may include the following:

- Reconstructing public and private facilities and infrastructure

- Planning and rebuilding of housing

- Implementing waivers, zoning changes, and other land-use legislation to promote recovery

- Providing long-term assistance to displaced families, including financial support as well as social and health services

- Restoring the local economy to pre-disaster levels

- Integrating mitigation strategies into rebuilding efforts

- Recovering disaster-related costs for infrastructure restoration through state and federal grant programs

7.4   **Damage Assessment**

Collection and analysis of damage assessment information is crucial to the successful management of response and recovery operations. Damage assessment encompasses an effort to collect three layers of information:

- Rapid damage assessment: A general situational awareness of damage, which may come from media reports, the public, and other sources, and be of varying detail and quality.

- Estimated monetary damages: Estimates of financial losses are needed to complete state and federal forms (Initial Damage Assessment Summary Reports) to support the proclamation and major disaster declaration processes.

- Safety inspections: Formal assessments of a facility's safety for use and occupancy, which must be completed by qualified inspectors using standard Applied Technology Council (ATC) guidance.

Often, general situational assessment, damage estimates, and safety information will be collected together at the same time. Immediate surveys of damage will be conducted by City departments with disaster response field units: Police, Fire, Department of Transportation, and the Department of Public Works. Technical damage assessments are conducted by inspectors from the Planning, Building and Code Enforcement Department (lead agency), the Department of Public Works (public facilities in coordination with owner departments), the Department of Transportation (roadways, bridges, sewers, and other transportation resources in the right of way), the Department of Environmental Services (wastewater facilities and infrastructure), and utilities providers. The Police Department will conduct aerial reconnaissance of impacted areas to determine the extent of damage, and will report this information to the EOC Operations Coordination Section, Damage Inspection Branch. Damage assessment information will also be collected through DOCs, if activated, and shared with the EOC Damage Assessment Branch. This overview of damaged areas will become the basis for the development of a field inspection program for public and private property. It is crucial that this information be timely, accurate, and where practicable, include specific damage assessment figures in dollar amounts. Estimated monetary damages will be compiled and submitted to Cal OES, through the OA, to support the requests for state and federal assistance, as needed.

Additional details regarding Damage Assessment, including, but not limited to Initial Damage Estimate and Preliminary Damage Assessment estimated timelines are included in **Annex C: Damage Assessment**.

7.5   **Disaster Assistance**

Depending on the size and scope of an incident, State and Federal programs may be activated to provide recovery assistance based on damage data and impact information identified in Initial Damage Estimate (IDE) forms submitted by affected local jurisdictions through their Operational Area to Cal OES. State and Federal disaster assistance programs can assist individuals and

families, private non-profit organizations, small businesses, and public agencies to recover from the effects of disaster.   More detailed information on the City's recovery organization and programs is included in **Annex G: Recovery**.

7.5.1   *Private Sector Assistance*

Local governments, State agencies and some Federal agencies can provide disaster assistance to individuals, households, businesses, farmers and/or ranchers, with and sometimes without a Presidential Emergency or Major Disaster Declaration. A key component for the provision of individual assistance programs is a Local Assistance Center (LAC). A LAC serves as a centralized location, operated by an affected jurisdiction, with assistance from Cal OES and FEMA, where individuals and families can access available disaster assistance programs and services following a disaster. Local, State, and Federal agencies, as well as nonprofit and voluntary organizations, may provide staff at the centers. FEMA may separately open Disaster Recovery Centers (DRCs), which is a readily accessible facility or mobile office where survivors may go for information about FEMA programs or other disaster assistance programs, and to ask questions related to a particular survivor's situation. Representatives from Cal OES, FEMA, Small Business Administration (SBA), volunteer groups and other agencies may be available to answer questions and to assist survivors apply for federal and sometimes state disaster assistance.

Federal Individuals and Households Program (IHP) and Housing Assistance (HA)

Pursuant to the Stafford Act, Section 408 (44 CFR, Section 206.110) grant assistance for individuals for temporary housing, housing repair or replacement, or direct housing assistance to individuals and households may be made available with a Presidential emergency or major declaration. There is a maximum grant award up to a given dollar amount that is adjusted yearly on October 1, based upon the current consumer price index (CPI).

IHP Other Needs Assessment (ONA)

Pursuant to the Stafford Act, Section 408 (44 CFR, Section 206.110) grant assistance to individuals and households for personal property, transportation, medical, dental, funeral expenses, and other eligible costs may be made available with a Presidential emergency or major declaration. There is a maximum grant award up to a given dollar amount that is adjusted yearly on October 1, based upon the current consumer price index (CPI).

State Supplemental Grant Program (SSGP)

Pursuant to the California Welfare and Institutions Code (13600-13601) the State can provide supplemental grant assistance up to $10,000 to individuals and households that have received the maximum federal IHP grant but still have eligible unmet needs. This program is administered by CDSS and only implemented when federal IHP is activated under the Stafford Act. This program does require either a Presidential emergency or major disaster declaration.

SBA Physical Disaster Loan Program

The Physical Disaster Loan Program is administered by SBA pursuant to 13 CFR (Chapter 1, Part 123. This program provides disaster loan assistance up to $200,000 to homeowners to repair or replace a primary residence to its pre-disaster condition, or up to $40,000 for renters and

homeowners to repair or replace clothing, furniture, cars, appliances, etc. damaged or destroyed as a result of the disaster. The program also provides up to $2 million for businesses, and PNP organizations to repair or replace damaged real property, machinery, equipment, fixtures, inventory, or for leasehold improvements. SBA also has the authority to independently (without a Presidential declaration) implement the program when at least 25 homes and/or businesses have each sustained uninsured losses of 40% or more of the estimated fair replacement value or pre-disaster fair market value of the damaged property. An SBA declaration is required which must be requested through Cal OES within 60 days of the occurrence. When SBA declares a disaster under their own authority for a county, contiguous counties are also eligible. No local or State proclamation or Presidential declaration is required.

SBA Economic Injury Disaster Loan (EIDL) Program

The EIDL program is administered by the U.S. SBA pursuant to 13 CFR (Chapter 1, Part 123). This program provides working capital loan assistance up to $2 million for small businesses and most PNPs that have suffered an economic loss. This program may be implemented independent of a Presidential Disaster Declaration on a state's certification that at least 5 small business concerns in a disaster area have suffered substantial economic injury and are in need of financial assistance not otherwise available on reasonable terms. The program may also be implemented in response to a determination of a natural disaster by the Secretary of Agriculture or under an SBA physical disaster declaration.

USDA Farm Service Agency (FSA) Agricultural Disaster Loan Program

The U.S. Department of Agriculture (USDA) can provide emergency loan assistance of up to $500,000 to help producers recover from production and physical losses due to a natural disaster or quarantine pursuant to 7 CFR (Part 145). This program may be made available to qualified farm operations that have suffered at least a 30% physical and/or crop production loss to livestock products, real estate or chattel property. USDA can implement this program when requested by Cal OES on behalf of local government. The program requires a designation by the Secretary of Agriculture or may be implemented automatically when the President declares a major disaster or emergency. When implemented by the Secretary of Agriculture, a local or State proclamation is not required.

Crisis Counseling Programs

Crisis Counseling and Training (CCP) Programs provide short-term, community-based mental health outreach and psycho-educational services to communities recovering from the effects of a disaster. Pursuant to 44 CFR, Section 206.171, FEMA is authorized to provide 100% federally funded CCP grants to State and tribal governments that have received a Presidential disaster declaration. Through interagency agreement, the U.S. Department of Health and Human Services' Substance Abuse and Mental Health Services Administration (SAMHSA) works with FEMA to provide technical assistance, consultation, grant administration, program oversight and training. CCP services are provided through County Department of Mental Health (DMH) offices and administered by CDHCS.

Disaster Unemployment Assistance (DUA)

This program provides for weekly unemployment benefits and job finding services provided to those unemployed due to a disaster (pursuant to 44 CFR Section 206.411). This program is funded by FEMA with oversight from the U.S. Department of Labor. DUA provides unemployment benefits for self-employed and those not eligible for regular unemployment insurance for up to 26 weeks after the disaster is declared. This program requires a Presidential major disaster declaration to be implemented.

Disaster Legal Services

This program provides legal services, including legal advice, counseling, and representation in non-fee-generating cases for low-income individuals who require them as a result of the disaster. This program may be implemented and funded by FEMA pursuant to 44 CFR Section 206.164. The FEMA Regional Director consults with the SCO to determine if disaster legal services are necessary. This program requires a Presidential major disaster declaration to be implemented.

Disaster Supplemental Nutrition Assistance Program (D-SNAP)

This program provides short-term food assistance benefits to families to purchase adequate amounts of nutritious food. Local government must provide information on impacts to the food supply. This program is funded by USDA (pursuant to 7 CFR 250.69) and is administered by CDSS. This program requires a Presidential major disaster declaration to be implemented.

Food Commodities Program

This program provides adequate supplies of food to disaster relief organizations for mass feeding or household distribution. Local government provides information on impacts to the food stock and supplies for emergency mass feeding or distribution. Disaster organizations request food assistance through CDSS, which administers the USDA's nutrition assistance program. This program can be implemented with a Presidential emergency or major disaster declaration.

Disaster Case Management Program (DCMP)

DCMP is a federally funded supplemental program administrated by FEMA in accordance with Section 426 of the Stafford Act. The Governor may request Disaster Case Management (DCM) in one of two ways: 1) as part of the State's request for a Presidential Disaster Declaration that includes IA, or 2) via a written request to the FEMA FCO within 15 days of the date of declaration. In the event of a Presidentially declared disaster that includes IA, DCM may be implemented through Immediate DCM services; Immediate DCM services administered by FEMA staff; through invitational travel to voluntary agencies; mission assignment to other federal agencies; or implementation of an Interagency Agreement, a contract, and/or a State DCM Grant Program application approved by FEMA. (Source: U.S. Department of Homeland Security, Federal Emergency Management Agency. *Disaster Case Management Program Guidance,* March 2013).

Community Development Block Grant (CDBG) – State Non-Entitlement Program

Pursuant to Section 122 of the Housing and Community Act of 1974, as amended, funds earmarked for certain HUD projects may be transferred to emergency projects if not covered by FEMA and are in the best interest of the post-disaster stricken community.

For jurisdictions that are part of the State's CDBG Non-Entitlement program, which are experiencing or have experienced a disaster, those jurisdictions with open CDBG grants may request in writing to the California Department of Housing and Community Development (HCD) that their existing CDBG grant be re-programmed to activities that address the current disaster. Local governments should contact their CDBG representative at HCD for more information at: http://www.hcd.ca.gov/financial-assistance/community-development-block-grant-program/contactus.html.

7.5.2   Public Assistance

Public assistance programs provide support to local government agencies and, under certain specified conditions, to private non-profits. After a Presidential Emergency or Major Disaster Declaration, State and Federal programs will be initially administered from the Joint Field Office. The JFO is a multiagency coordination center as defined by the NIMS. The JFO focuses on providing support to on-scene efforts, incident management, and/or disaster response and recovery program implementation. Assistance programs offered and administered solely under the authority of a Governor's State of Emergency Proclamation are administered or coordinated by the Recovery Division at Cal OES Headquarters in Sacramento.

California Disaster Assistance Act (CDAA)

The CDAA authorizes the Director of the California Governor's Office of Emergency Services (Cal OES) to administer a disaster assistance program that provides financial assistance from the state for costs incurred by local governments as a result of a disaster event. Funding for the repair, restoration, or replacement of public real property damaged or destroyed by a disaster is made available when the Director concurs with a local emergency proclamation requesting state disaster assistance. The program also allows for the reimbursement of local government costs associated with certain emergency activities undertaken in response to a state of emergency proclaimed by the Governor. In addition, the program may provide matching fund assistance for cost sharing required under federal public assistance programs in response to a Presidential Major Disaster or Emergency Declaration.

A private non-profit organization may be eligible to receive assistance under special provisions in the CDAA for services rendered on behalf of disaster survivors that relate directly to a state of emergency proclaimed by the Governor.   Eligible activities must result in documented extraordinary costs and must have been provided at the direction of a local government agency or the State, as established by a contract or memorandum of understanding or agreement. The following costs are ineligible for reimbursement:

- No state financial assistance will be provided for costs or expenditures prohibited by the federal or state constitution, federal or state law, or federal or state regulation.

- No reimbursement will be provided for donated resources received by the PNP on or after the first day of the incident period as specified in the Governor's State of Emergency Proclamation for the emergency or disaster for which the PNP is seeking reimbursement by the state.

- No reimbursement will be provided for donated or volunteer labor.

- No reimbursement will be provided for vouchers, debit cards or other monetary relief provided to the community affected by an emergency or disaster.

- No state financial assistance will be provided for damages caused by negligence or intentional acts.

- No funds allocated shall be used to supplant state or federal funds otherwise available in the absence of state financial relief or assistance.

FEMA Public Assistance (PA) Program

Authorized by multiple sections of the Stafford Act, the PA program is FEMA's primary form of financial assistance for state and local governments. The PA Program provides grant assistance for many eligible purposes, including

Emergency work, as authorized by Sections 403, 407, and 502 of the Stafford Act, which provide for the removal of debris and emergency protective measures, such as the establishment of temporary shelters and emergency power generation.

Permanent work, as authorized by Section 406, which provides for the repair, replacement, or restoration of disaster-damaged, publicly owned facilities and the facilities of certain private nonprofit organizations (PNPs). PNPs are generally eligible for permanent work assistance if they provide a governmental type of service, though PNPs not providing a "critical" service must first apply to the SBA for loan assistance for facility projects. At its discretion, FEMA may provide assistance for hazard mitigation measures that are not required by applicable codes and standards. As a condition of PA assistance, applicants must obtain and maintain insurance on their facilities for similar future disasters.

FEMA Fire Management Assistance Grant (FMAG)

The FMAG program provides for the mitigation, management, and control of fires that threaten such destruction as would constitute a major disaster. The purpose of FMAG is to provide supplemental federal assistance to states and local government to fight fires burning on public (non-federal) or privately owned forest or grassland. A Local or State fire agency must request an FMAG through the Cal OES Fire and Rescue Branch or the California State Warning Center while the fire is burning uncontrolled.

FEMA Hazard Mitigation

As the result of a Presidential Disaster Declaration, FEMA's Hazard Mitigation Grant Program (HMGP) (also known as 404 Mitigation), funds plans and cost effective projects that reduce the effects of future natural disasters. The purpose of 404 Mitigation is to ensure the opportunity to take critical mitigation measures to protect life and property from future disasters is not lost during the recovery and reconstruction process following a disaster. Funding is a competitive process and not tied to a damaged facility. The total amount of federal funding under the HMGP cannot exceed 20 percent of the total (estimated) federal assistance provided under FEMA PA and IA programs for that disaster. Normally the funding is only 15% but the California State Hazard Mitigation Plan has been approved by FEMA as an "enhanced plan" which allows the State

to receive increased funding of up to 20% of the Stafford Act authorization in mitigation grant funds following a federally declared disaster. In California, these funds are administered by the Cal OES HMGP Unit. Eligible applicants include State agencies, local governments, special districts, and some private non-profits. FEMA funds 75% of the eligible project and the applicant funds the rest (there is no State cost share for HMGP).

FEMA can also provide funding for certain hazard mitigation activities undertaken as part of the PA program, as a Section 406 hazard mitigation activity. The purpose of 406 Mitigation is to implement cost-effective measures to reduce or eliminate the threat of future similar damage to a facility impacted by a past event. The PA applicant, FEMA, or Cal OES may recommend that hazard mitigation be included as part of a Project Worksheet (PW) that is used to document the damage, the eligible scope of work and the cost estimate to compete the approved scope of work for the repair of the damaged facility. In some cases, FEMA may require that such actions be taken as part of an applicant's permanent repair project. The cost of eligible hazard mitigation action will be included in the overall funding of the project. Therefore, the cost share is 75% FEMA, 18.75% State and 6.25% local.

FEMA Community Disaster Loan (CDL) Program

FEMA's CDL program provides loans to local governments that have suffered substantial loss of tax and other revenue in areas included in a major disaster declaration. Typically, the loan may not exceed 25% of the local government's annual operating budget for the fiscal year of the disaster. The limit is 50% if the local government lost 75% or more of its annual operating budget. A loan may not exceed $5 million. There is no matching requirement. The statute does not impose time limitations on the assistance, but the normal term of a loan is five years. The statute provides that the repayment requirement is cancelled if local government revenues are not sufficient to meet operations expenses during a three fiscal year period after a disaster. The governor's authorized representative must officially approve the application and funds must be available in the Disaster Relief Fund.

Federal Highway Administration's Emergency Relief (FHWA-ER) Program

The FHWA-ER program provides for the repair or reconstruction of Federal-aid highways and roads on Federal lands, which have suffered serious damage as a result of (1) natural disasters or (2) catastrophic failures from an external cause. Emergency repair work to restore essential travel, minimize the extent of damage, or protect the remaining facilities, accomplished in the first 180 days after the disaster occurs, may be reimbursed at 100 percent Federal share. The 180-day time-period for 100-percent eligibility of emergency repairs may be extended if a State cannot access a site to evaluate damages and the cost of repair. A request for FHWA-ER program assistance would be coordinated through the Caltrans District 4, Office of Local Assistance.

Federal Transit Administration's Emergency Relief (FTA-ER) Program

The FTA-ER program provides assistance to public transit operators in the aftermath of an emergency or major disaster. This program helps States and public transportation systems pay for protecting, repairing, and/or replacing equipment and facilities that may suffer or have suffered serious damage as a result of an emergency, including natural disasters such as floods,

hurricanes, and tornadoes. The program can fund capital projects to protect, repair, or replace facilities or equipment that are in danger of suffering serious damage, or have suffered serious damage as a result of an emergency. The program can also fund the operating costs of evacuation, rescue operations, temporary public transportation service, or reestablishing, expanding, or relocating service before, during or after an emergency. Funding for this program is typically through special appropriations that are announced in the Federal Register. Funding can be provided on a direct application basis through FTA or through recipient agencies.

U.S. Army Corps of Engineers (USACE) Emergency Operations

Pursuant to the Flood Control and Coastal Emergency Act (P.L. 84-99), USACE may provide manpower, supplies, and equipment for flood fighting, debris clearance and temporary levee repairs during the emergency period and up to a maximum of 10 days thereafter. This program is 100% funded by USACE. This program does not require a Presidential Disaster Declaration before it is implemented. For additional information refer to: www.usace.army.mil.

USACE Rehabilitation Program

Pursuant to the USACE Flood Control and Coastal Emergency Act (P.L. 84-99), the USACE Rehabilitation program provides assistance for permanent repairs to federal system levees. Although USACE covers the repair costs, the local sponsoring agency may be required to purchase additional soil and must sign "Hold Harmless" agreements and other applicable assurances before work can begin. This program is 100% funded by USACE. This program does not require a Presidential Disaster Declaration before it is implemented. For additional information refer to: www.usace.army.mil.

United States Department of Agriculture (USDA)'s Natural Resources Conservation Service (NRCS) Program

The USDA NRCS program can provide funding and technical assistance to local governments in response to imminent and ongoing threats to watersheds following an emergency. Upon request of the local government, NRCS provides funds and personnel to assess damages to watersheds and identify needed actions. The program is cost sharable with CDAA.

Community Development Block Grant – Disaster Recovery (CDBG-DR)

If a Presidentially-declared disaster has affected areas of the state that otherwise might not recover due to limited resources, Congress may appropriate additional funding for the Community Development Block Grant (CDBG) Program as Disaster Recovery (DR) grants to rebuild the affected areas and to provide crucial seed money to start the recovery process and fund a broad range of recovery activities. CDBG-DR often supplements disaster programs of FEMA, the SBA and the U.S. Army Corps of Engineers. Grants may also be used to provide resources for affordable housing. Increasingly, CDBG-DR funding is being used to creatively address issues that are outside of the direct purview of other disaster recovery programs.

CDBG-DR funds are made available to states, units of general local governments, tribal governments, and insular areas which have significant unmet recovery needs and the capacity

to carry out a disaster recovery program (usually these are governments that already receive HOME or CDBG allocations). At times, supplemental appropriations restrict funding solely to states rather than the local cities and/or counties. HUD grantees are responsible for ensuring compliance with environmental and historic review and all other federal and State requirements.

Grantees may use CDBG-DR funds for recovery efforts involving housing, economic development, infrastructure and prevention of further damage to affected areas. Use of CDBG-DR funding cannot duplicate benefits being funded under FEMA, SBA, or USACE.

Examples of eligible activities include:

- Buying damaged properties in a flood plain and relocating residents to safer areas

- Relocation payments for people and businesses displaced by the disaster

- Debris removal not covered by FEMA

- Rehabilitation of homes and buildings damaged by the disaster

- Buying, constructing, or rehabilitating public facilities such as streets, neighborhood centers, and water, sewer and drainage systems

- Code enforcement

- Homeownership activities such as down payment assistance, interest rate subsidies and loan guarantees for disaster victims

- Public services

- Helping businesses retain or create jobs in disaster impacted area

- Planning and administration costs (limited to no more than 20 percent of the grant)

7.5.3   Other Programs

Tax-Exempt Bond Programs

Government agencies may, in certain cases, issue tax-exempt bonds on behalf of private businesses. These bonds are known as "Qualified Private Activity Bonds" and may be issued for various purposes such as low income multi-family housing, industrial development, redevelopment projects, enterprise zones or facilities that treat water, sewage or hazardous materials. The lower borrowing costs facilitate the development of projects that may not otherwise be feasible if financed at market rates. Unlike typical municipal bonds, the payment of principal and interest on private activity bonds is not the responsibility of the issuing government agency. Instead, it is the responsibility of the private business receiving the proceeds. By relieving government agencies of the financial obligations associated with bond debt, private activity bonds are a low-risk alternative for communities to finance projects.

The 1986 Federal Tax Reform Act imposed a limit on how much private activity bonds can be issued in a state each year. The limit is determined by a state's population, multiplied by a

specified dollar amount. The California Debt Limit Allocation Committee was established under the California State Treasurer to administer the allocation of this bond ceiling or "cap" and to make certain that the total amount of private activity bonds issued does not exceed the limits established under federal law. Through California Debt Limit Allocation Committee's administration, the State ensures that this limited resource is efficiently used to finance projects and programs that both provide a public benefit and contribute to the economic vitality of California.

Low-Income Housing Tax Credit Programs

The California Tax Credit Allocation Committee, under the California State Treasurer, administers the federal and State Low-Income Housing Tax Credit Programs. Both programs were created to encourage private investment in affordable rental housing for households meeting certain income requirements. Congress created the federal Low Income Housing Tax Credit Program in 1986. It replaced traditional housing tax incentives, such as accelerated depreciation, with a tax credit that enables low-income housing sponsors and developers to raise project equity through the sale of tax benefits to investors. Two types of federal tax credits are available and are generally referred to as nine percent (9%) and four percent (4%) credits. These terms refer to the approximate percentage of a project's "qualified basis" a taxpayer may deduct from their annual federal tax liability in each of ten years.

Recognizing the extremely high cost of developing housing in California, the State legislature authorized a State low income housing tax credit program to augment the federal tax credit program. The State credit is only available to a project which has previously received, or is concurrently receiving, an allocation of federal credits. Thus the State program does not stand alone, but instead, supplements the federal tax credit program.

Developments financed with the proceeds of tax-exempt bonds may also receive federal tax credit. The annual credit available is based on approximately 4% (instead of 9%) of the "qualified basis" of the development. Qualified basis consists of the costs attributable to the units that will be income and rent restricted for a minimum of 30 years. Only rental housing projects are eligible for tax credits in both the federal and State programs. Credits can be allocated to new construction projects or existing properties undergoing rehabilitation.

California Redevelopment Law

Redevelopment law was used to support post-disaster community and economic recovery in lower income neighborhoods in Los Angeles after the 1994 Northridge Earthquake. Even though the 2011 State Budget Act ordered the dissolution of over 400 redevelopment agencies throughout the State, the fact remains that the particular authorities and resources provided by redevelopment law may be helpful after a major disaster, as was the case in Los Angeles. Therefore, even though new redevelopment activity is not currently occurring in California, this information is provided to ensure that recovery planners have knowledge of the full range of effective tools that might be available, especially after a catastrophic disaster.

8.0 Plan Development and Maintenance

The EOP is developed under the authority of City Council[15]. It is a living document, subject to revision based on agency organizational changes, new laws or guidance, and experience obtained from exercises or responding to real events. This section describes the plan development and maintenance process for keeping the EOP current, relevant, and in compliance with SEMS, NIMS, and other applicable guidelines or requirements.

8.1 Development and Maintenance Responsibilities

OEM is responsible for the development and maintenance of the EOP. Each City department tasked with functional responsibility is responsible for participating in the development and maintenance of relevant portions of the EOP, which includes assigned functional annexes.

8.2 Development Process

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

8.3 Revision and Maintenance Process

A review of the EOP is scheduled annually with fall exercises to ensure the plan elements are valid, current, and remain in compliance with SEMS, NIMS, and other instructions. 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 real events. All revisions to the EOP are documented in the Record of Changes at the front of the plan.

8.4 Triggers for Plan Updates

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

- A major incident

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[15] San José Municipal Code 8.08.230

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

- A formal update of planning guidance or standards

- Each EOC activation

- Major exercises

- A change in the jurisdiction's demographics or hazard or threat profile

- A change in the acceptability of various risks

- The enactment of new or amended laws or ordinances⟦SEP⟧

8.5   Plan Evaluation

Evaluating the effectiveness of the EOP and its supporting annexes involves a combination of training events, exercises, and real-world incidents to determine whether the goals, objectives, decisions, actions, and timing outlined in the plan led to a successful response. Absent from any triggering factors (Section 8.4), the EOP should be reviewed on an annual basis to ensure the plan's contents remain accurate. Additionally, the City will use exercises and training sessions as opportunities to evaluate the EOP and its supporting annexes.

8.6   After Action Reports

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

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

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

8.6.1   Use of After Action Reports

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

- Document response activities

- Identify problems/successes during emergency operations

- Analyze effectiveness of the components of NIMS/SEMS

- Describe and define a plan of action for implementation of improvements

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

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

8.7   Training

In order for the EOP to maintain its relevance and effectiveness, managers must train their personnel so they have the knowledge, skills, and abilities needed to perform the tasks identified in the plan. Personnel are trained on department and position-specific procedures as well as EOC procedures necessary to coordinate support for response and recovery activities. All training will be conducted in accordance with NIMS requirements.

APPENDIX A:

GLOSSARY

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Acronyms

AAR	After Action Review
ARES®	Amateur Radio Emergency Service
BART	Bay Area Rapid Transit
CADRE	Collaborating Agencies' Disaster Relief Effort
Cal OES	California Governor's Office of Emergency Services
CAL FIRE	California Department of Forestry and Fire Protection
CDAA	California Disaster Assistance Act
CDBG-DR	Community Disaster Block Grant – Disaster Recovery
CDL	FEMA Community Disaster Loan Program
CERT	Community Emergency Response Team
CFR	Code of Federal Regulations
CLERS	California Law Enforcement Radio System
CLETS	California Law Enforcement Telecommunications System
CSWC	California State Warning Center
DOC	Department Operations Center
DSW	Disaster Service Worker
EAS	Emergency Alert System
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
FEMA	Federal Emergency Management Agency
FHA-ER	Federal Highway Administration's Emergency Relief Program
FMAG	FEMA Fire Management Assistant Grant Program
FTA-ER	Federal Transit Administration's Emergency Relief Program
HUD	United States Housing and Urban Development Department
IA	Individual Assistance
ICS	Incident Command System
JIC	Joint Information Center
JIS	Joint Information System
LAC	Local Assistance Center
LRAD	Long Range Acoustical Device
MAC	multi-agency coordination
MMAA	California Disaster and Civil Defense Master Mutual Aid Agreement
NGO	nongovernmental organization
NIMS	National Incident Management System
NRCS	Natural Resources Conservation Service Program
OEM	City of San José Office of Emergency Management
PA	Public Assistance
PIO	Public Information Officer

PNP	private non-profit
RACES	Radio Amateur Civil Emergency Service
REOC	Regional Emergency Operations Center
SBA	Small Business Association
SEMS	Standardized Emergency Management System
SEP	California State Emergency Plan
SOC	State Operations Center
USACE	United States Army Corps of Engineers
USC	United States Code
USDA	United States Department of Agriculture
USGS	U.S. Geological Survey