



Memorandum

TO: EMERGENCY SERVICES
COUNCIL

FROM: Raymond Riordan

SUBJECT: UPDATED EMERGENCY
OPERATIONS PLAN

DATE: March 26, 2024

Approved

Date

4/9/2024

RECOMMENDATION

Approve the updated City of San José Emergency Operations Plan, and recommend presentation to the City Council for consideration to adopt.

OUTCOME

Approval of the updated Emergency Operations Plan (EOP) and recommendation to present the plan to the City Council for adoption will allow the Office of Emergency Management and lead departments to continue implementing the policies set forth and to maintain existing and develop additional Support Annexes and Response Plans as needed to support the EOP. This would comply with Municipal Code Chapter 8.08 and allow City staff to continue improving the City's readiness to respond.

BACKGROUND

The City of San José Disaster Council was established in 1947, consistent with the California Emergency Services Act, and accredited by the California Office of Emergency Services. The Council was renamed the Emergency Services Council in 2004, and the last time it met was December 10, 2018. The purpose of the Disaster Council or Emergency Services Council is to:

- A. Review the Emergency Operations Plan and procedures and, when appropriate, recommend consideration by the City Council to adopt.
- B. Review emergency management agreements (mutual aid or others), and when appropriate, recommend presentation to the City Council to adopt.
- C. Review and approve how volunteer organizations are organized and integrated with City response, including Community Emergency Response Teams (CERT), Radio Amateur Civil Emergency Services (RACES), and other organized volunteer programs.

The City of San José last approved and adopted the Emergency Operations Plan (EOP) in December 2018. In 2023, the Office of Emergency Management utilized one-time funding to update the plan, adhering to the 5-year plan maintenance schedule. The scope of work included meeting state and federal requirements, focusing on statutory changes, ensuring the involvement of all City departments and supporting outside agencies in the development of the updated EOP; and integrating lessons learned during a variety of emergencies including: COVID-19, Public Safety Power Shutoffs, wildfires, Atmospheric River events, localized Flooding. The Emergency Management Work Group (EMWG), established in July 2017, was initiated to provide an interdepartmental platform to discuss policies, programs, and plans related to emergency management and response. There are two teams within the EMWG: a Policy Team and an Operational Management Team. These teams include Department Directors, Assistant Directors, Deputy Directors and/or Department Representatives given the authority to commit department resources to facilitate departmental capability and readiness to respond to an emergency. Representatives from all departments reviewed the suggested updates to the ordinance and all comments were integrated into the draft.

The EOP went through multiple reviews and comments were collected and updated each time. All participants have had an opportunity to review and comment on the plan, which was submitted for approval and allowed for the implementation of the Support Annexes and Response Plans developed by the lead departments.

ANALYSIS

The City of San José’s overall Emergency Operations Plan (EOP) consists of a “Base Plan”, Support Annexes and Response Plan. The Base Plan provides an overview of the jurisdiction's approach to emergency operations. It identifies emergency response policies, describes the response and recovery organization, and assigns specific roles and responsibilities to City departments, agencies, and community partners. The Base Plan has the flexibility to be used for all emergencies and will facilitate response and recovery activities efficiently and effectively. The Base Plan describes the intended audience, the method of distribution, the approval process, and its applicability to the support annexes and response plans. The Base Plan is what is presented to the City Council for adoption.

This plan further describes the coordination of the Emergency Management Organization between the Incident Management Team, Emergency Operations Center, Department Operations Centers (DOCs), those departments conducting field-level activities, and external entities such as the Operational Area, community partners, and City residents and visitors.

This overall EOP is an evolving, dynamic document, and the City of San José City Manager’s Office of Emergency Management (OEM) is responsible for maintaining it. 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 the California State Emergency Plan (SEP) and the Santa Clara Operational Area Emergency Operations Plan.

The Base Plan aims to establish the foundational policies and procedures that define how the City will effectively prepare for, respond to, recover from, and mitigate against natural or human-caused disasters. It describes 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 Annexes and Emergency Response Plans and procedures applicable to the EOP and references them as plans, annexes or appendices
- Describes the emergency management organization and transition of priorities and objectives to address post-disaster recovery considerations
- Reflects the most recent guidance for emergency planning and considers better alignment with county, state, and federal emergency plans to support a unified approach to emergency management
- Formalizes protocols that reflect best practices and operational realities
- Develops hazard-specific plans that are scalable, actionable, and realistic
- Provides a response structure for all-hazards
- Includes Americans with Disabilities Act and Access and Function Needs inclusion in all aspects of preparedness, response, and recovery

The overall EOP is comprehensive and provides the structure for the continued development of the support annexes and other response plans that, when developed, can be approved by the City Departments and the City Manager. Currently, the six EOP Support Annexes that have been developed include:

- Emergency Communications Operations
- Evacuation Support
- Damage Assessment
- Debris Clearance
- Mass Care and Shelter
- Community Recovery

Emergency Communications Operations Support Annex

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

The Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, lessons learned in recent activations, and best practices. It provides a foundation for additional planning and the framework to support the completion of an operational Emergency Communications Operations Response Plan.

Evacuation Support Annex

The Evacuation Support Annex is a supporting component of the EOP designed to integrate with the Mass Care Support Annex, the Sheltering Management Plan, the Damage Assessment Support Annex, and the Community Recovery Support Annex.

The Annex describes the overall process of evacuations and re-entry during an emergency or large-scale disaster in the City. This Evacuation Support Annex provides a framework for evacuation and re-entry that may assist decision-makers, coordinators, planners, and agency representatives implement an evacuation process following applicable hazards and local conditions. Additional planning and documentation will be developed to provide guidance and discrete planning elements for evacuees and re-entry populations, address tactical and operational-level concepts, and develop critical evacuation and re-entry information.

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

Damage Assessment Support Annex

The Damage Assessment Support Annex provides a strategic framework for coordinating activities required to successfully conduct safety and damage assessments following an incident that causes damage to public and private buildings, infrastructure, and systems. This support annex describes the essential organizational relationships to manage the City's damage assessment function, identifies City departments' and external entities' roles and responsibilities, and outlines a timeline of activities associated with crucial damage assessment functions.

The Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, best practices, and stakeholder input. It provides a foundation for additional planning and the framework to support the development of a full operational Safety and Damage Assessment Plan.

Debris Management Support Annex

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

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

Mass Care Support Annex

The Mass Care Support Annex provides an overview of the operation, management, and coordination of services and accommodation for people needing mass care services when emergency shelters are opened in the City of San José.

The Annex outlines the guidelines and procedures the City of San José will take in preparation for, response to, and recovery from planned and 'no-notice' emergency incidents. The Annex describes mass care and emergency assistance that may be needed in response to all hazards that may limit access to shelter, food, and water, and basic supplies to individuals and households.

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

Community Recovery Support Annex

The Community Recovery Support Annex outlines the framework for how the City will collaborate and coordinate to more effectively utilize existing resources to promote resilience and support the recovery of those affected by an incident within the City of San José. The Annex describes the overarching framework necessary to ensure effective recovery.

The Annex represents the outcomes of an ongoing collaborative planning process, incorporating current guidance, policies, best practices, and stakeholder input. It provides a foundation for additional planning, the framework that supports the Community Recovery Support Plan, and the development of future incident-specific recovery plans and coordination.

EVALUATION AND FOLLOW-UP

The City Manager's Office of Emergency Management (OEM) is responsible for coordinating the development and maintenance of the EOP. Each City department tasked with functional responsibility is responsible for taking leadership in developing and maintaining relevant portions of the EOP, including assigned functional annexes and response plans. Outside supporting non profit organizations are encouraged to participate in the updates.

A review of the EOP is scheduled annually with exercises to ensure the plan elements are valid, current, and compliant with SEMS, NIMS, and other guidance. Similar to the development process, each responsible department/agency reviews and updates its portion of the EOP and/or modifies its standard operating procedures as required based on deficiencies identified during exercises or actual events. Non profit and other partners are encouraged to provide information

on how to integrate response to enhance the response to meet the needs of the residents. All revisions to the EOP are documented in the Record of Changes at the front of the plan.

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

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

PUBLIC OUTREACH

The updates to the Emergency Operations Plan have occurred over the last three years, shortly after response to COVID-19 waned. Not only was the Emergency Management Working Group, as an internal inter-departmental activity, involved with the updates, the City included representatives from the Silicon Valley Independent Living Center, the Collaborating Agencies in Disaster Response, and other non profit agencies.

COORDINATION

This memo has been coordinated with the Emergency Management Workgroup as previously described and the City Attorney's Office.



RAYMOND RIORDAN

Director, City Manager's Office of Emergency Management

For questions, please contact Jay McAmis, Deputy Director of the City Manager's Office of Emergency Management, at (408) 794-7043.

ATTACHMENT

[Attachment A - Proposed Update to the Emergency Operations Plan.pdf](#)