CITY COUNCIL

GUIDE TO EMERGENCY OPERATIONS

SEPTEMBER 2010

CITY OF
SAN JOSE
CAPITAL OF SILICON VALLEY

INTRODUCTION

As a member of the San José City Council, you have a role in the emergency response organization of the City of San José. This guide is intended to provide you with a clearer understanding of the roles and responsibilities of the City Council during disaster or emergency operations, and to assist you in the decision-making process. As an elected official, your response during a disaster is an important part of the continuity of government. Your actions influence community members, as well as employees, and directly impact our city's ability to protect lives, property, and the environment.

Your primary role during a disaster is one of policymaker, communicator, liaison, and oversight. You know the needs of the community and you have already established effective channels of communication with your constituents.

The City's Emergency Operations Plan (EOP) outlines the City's policies and procedures, and ensures compliance with State and Federal Requirements. The Emergency Operations Plan clearly spells out how the City and various other agencies, individually and collectively, prepare for, respond to, and recover from disasters. This integrated emergency management system is based on an "all-hazards approach" to dealing with incidents which allow the City to manage disasters no matter the size or complexity.

As with all Disaster Service Workers, your ability to support emergency response efforts will depend directly upon your preparedness at home and at work. Please take the time to familiarize yourself with this guide.

Any questions regarding the information within this guide can be directed to:

San José Office of Emergency Services
City of San José Fire Department
855 North San Pedro Street, #404
San José, CA 95110
408-277-4595

I. ROLE OF THE CITY COUNCIL

NOTIFICATION

In the event of a disaster, the City Council will be notified by the Director of Emergency Services or designee.

ROLES AND RESPONSIBILITIES

The City Council's actions during and following a disaster influence community members as well as employees, and directly impact the City's ability to protect lives and property.

Elected officials play a crucial role in setting policy for emergency management within the City. During an actual event, the City Manager is, by law, the Director of Emergency Services. The City Manager is responsible for carrying out the policy established by the Mayor and City Council. The Emergency Operations Basic Plan embodies that policy direction.

When a disaster strikes, the Mayor and City Council Members will often serve as primary conduits between the government and the public both during and after the event. The City Council may hold public meetings to conduct the business relevant to response and recovery from the disaster (for example, the adoption of ordinances) and to hear from and communicate with the public. Additionally, the Council may review potential or threatened litigation and provide general direction to the Director of Emergency Services in such matters.

MANAGING A DISASTER

During an actual emergency, the City Manager acts as the DIRECTOR OF EMERGENCY SERVICES. The City Manager is responsible for carrying out the policy established by the Mayor and City Council.

The Director of Emergency Services is not to be confused with the Director of the City's Office of Emergency Services.

Specific responsibilities of the City Council include:

- Receive regular updates and briefings from the Director of Emergency Services.
- Serve as a liaison with other City, County, State and/or Federal government representatives.
- Review and approve the Proclamation of Local Emergency.
- Conduct meetings to determine public needs and identify current or future city actions related to the disaster.
- Distribute information provided by the Director of Emergency Services to assist with public information outreach and keeping your constituents informed.
- Visit impacted areas, shelters, and other temporary facilities to spot problems and special issues.
- Review requirements for special legislation and development of policy.
- Consider and approve both short and long term recovery recommendations as developed by staff.
- Serve as the liaison with public or community organizations.
- Survey problem sites in San José and assist residents and the City in finding solutions to problems resulting from the disaster.
- Participate in required training as required by State and Federal law.

MEDIA RELATIONS AND COORDINATED COMMUNICATIONS

When a disaster strikes, communicating important information through the media is one way to keep the public informed of existing dangers, areas to avoid, and where to go for help. To ensure that information being released to the public is accurate and up-to-date, the Emergency Public Information function is coordinated through the management section of the Emergency Operations Center.

During a disaster, the Mayor and City Manager act as the City's principal spokespersons, providing information and reassurance to the community through personal appearances, on media outlets, through written communications with the public, and through meetings with officials from other levels of government.

Council Members may act as principal information conduits within their Districts. Council Members also act as spokespersons within their Districts, and with the media during events occurring within their Districts. The Council Member and their staff will coordinate with the Mayor's Public Information Officer as needed.

The Director of Emergency Services will share information at regular intervals with the Mayor and Council Members to ensure timely communication of disaster information and to answer any questions the Mayor or Council Members may have. The Mayor or designee will inform Council Members of relevant information regarding the emergency throughout the incident. The Emergency Public Information Officer and the Mayor's Public Information Officer will coordinate and handle incoming media requests and prepare statements. Together, the Emergency Public Information Officer and the Mayor's Public Information Officer will support any Council Member who is asked to meet with the media.

For more information about working with the media during a disaster, see Working With the Media in the Appendix of this Guide.

DISASTER DISTRICT OFFICES

Each City Council Member should establish a Disaster District Office (DDO) within their District to use as an alternative office if a disaster makes access to City Hall difficult. This emergency response site allows constituents to have ready access to the Council Member and staff, for sharing information with them or receiving disaster information and guidance from them.

Council Members should identify DDO locations based on best knowledge about imminent hazards and safe locations within the District. Possible locations include neighborhood libraries, community centers, and schools. Notify the Office of Emergency Services of your DDO location. During an emergency, if it is safe to do so, Council Members may go to their designated DDO to set up for constituent support.

RESPONDING TO A DISASTER AREA

Depending on the size and scope of the disaster, it is recommended that you do not respond to the immediate disaster area because of safety concerns for you as well as emergency responders working at the scene. However, if you do choose to respond to the scene, you are encouraged to respond to the Incident Command

Post and to follow these guidelines:

- Inform the Director of Emergency Services that you are going to the scene.
- Bring at least one form of identification. Not every police officer or firefighter will know you.
- Park your car in a safe place away from the incident and in an area where your vehicle does not obstruct the road. Blocked roads may slow emergency vehicles from reaching their destination.
- Check in with the Incident Commander as soon as you arrive at the scene. This person is responsible for directing all activities at the incident scene. The Incident Commander should be located at the Command Post.
- The fire, law enforcement, or other emergency response agency may establish a "Hot Zone" into which only persons with the proper protective clothing and training are allowed to enter due to hazards to health and safety. Be prepared to follow their guidance and understand if you are denied access, it is for your safety.
- Watch for hazards and pay attention to your surroundings. Many responders are struck by cars every year because they are operating in the roadways where drivers are easily distracted by the disaster or incident.
- Watch where you step. The scene may contain hazardous materials that can wind up on your shoes, which in turn can contaminate your car, home or business. Do not walk into or touch spilled material. Avoid inhaling fumes, smoke, and vapors. Avoid flood water; it may be contaminated.

EMERGENCY MEETINGS OF THE CITY COUNCIL

The Brown Act (Government Code §§ 54950-54962) governs meeting access for local public bodies. The Brown Act cannot be suspended by a local proclamation of emergency or by any other legislation. In emergency situations, the City and its officials must comply with the Brown Act. However, the Brown Act itself does provide some flexibility with the noticing and agenda requirements in "emergency situations."

Emergency - Defined as a work stoppage, crippling activity, or other activity that severely impairs public health, safety, or both, as determined by a majority of the members of the legislative body. Government Code section 54956.5(a)(1).

In cases of "emergency," the local legislative body (the City Council) may hold an emergency meeting without complying with the 24-hour notice requirement and/or posting requirement ordinarily necessary prior to the Council holding a special meeting. However, telephonic notification must be given to the media at least one hour before the emergency meeting is held. Government Code section 54956.5(b)(1).

Dire Emergency - Defined as a crippling disaster, mass destruction, terrorist act, or threatened terrorist activity that poses peril so immediate and significant that requiring a legislative body to provide one-hour notice before holding an emergency meeting under this section may endanger the public health, safety, or both, as determined by a majority of the members of the legislative body. Government Code section 54956.5(a)(2).

In cases of "dire emergency," the one-hour notice of the meeting provided to the media can occur at the same time the presiding officer or designee is notifying the members of the legislative body about the dire emergency meeting. And, in situations where telephone services are not functioning, the notice requirements mentioned

HOW YOU CAN PREPARE

1. IDENTIFY A DISASTER DISTRICT OFFICE. Consider possible safe locations in your District that could serve as a gathering place during a disaster.

2. CARRY KEY PHONE NUMBERS. Carry in your wallet the important phone numbers you will need during an emergency.

3. DEVELOP AN EMERGENCY PLAN. Take time now to prepare an emergency plan for your self and your Office staff.

4. PARTICIPATE IN TRAINING. Get the appropriate training for you and your staff, including Emergency Preparedness and SEMS/ NIMS training.

5. SUPPORT COMMUNITY PREPAREDNESS EFFORTS. As a civic leader, your efforts to encourage community preparedness programs like *San José Prepared!* will go a long way.

above shall be deemed waived, and the legislative body, or designee of the legislative body, shall notify the media of the fact of the holding of the emergency meeting, the purpose of the meeting, and any action taken at the meeting as soon after the meeting as possible. Government Code section 54956.5(b)(2).

Post Meeting Obligations – Where the Council has conducted an emergency meeting or a dire emergency meeting pursuant to these Government Code provisions, the City must post minutes of the meeting, a list of the persons notified or attempted to be notified prior to the meeting, the actions taken by the Council and roll call vote. This information must be posted in a public place, as soon after the meeting as possible and shall remain in place for ten (10) days. Government Code section 54956.5(e)

ROLE OF STANDBY CITY COUNCIL MEMBERS

The City Charter provides for continuity of government in the event of an emergency. Standby City Council members will be used during an emergency when the City Council cannot reconstitute itself and its members are unavailable. The City's three Standby Officers as determined in the Emergency Operations Plan are the City Manager and two Deputy City Managers.

While filling the post of an unavailable regular City Council member during an emergency, the standby City Council member will take an oath of office and assume all the other duties and responsibilities that the regular City Council member would have had, including the duty to attend Council meetings, vote on matters brought before the City Council, comply with Fair Political Practices Act with respect to avoidance of conflicts of interest in making decisions, comply with the Brown Act, and adhere to all other City Council requirements.

Standby City Council members will participate in required training as required by State & Federal law and be familiar with San José's disaster operations.

II. EMERGENCY PROCLAMATIONS

Proclamations and Declarations of Emergency are tools used to mobilize and empower government agencies in response to a threat to life or property or an actual incident. Proclamations are a prerequisite step step in obtaining both regional assistance and financial support.

LOCAL EMERGENCY

Emergency proclamations are normally made when there is an actual incident or threat of disaster or extreme peril to the safety of persons and property caused by natural or man-made situations. A Local Emergency is proclaimed by the City Council, or, when there is an immediate need, the Director of Emergency Services. If the Director proclaims a Local Emergency, the City Council must ratify it within seven days. The City Council must review the need for the proclamation at least every 14 days until the Local Emergency is terminated. The Local Emergency must be terminated by resolution as soon as conditions warrant.

Local Emergency Defined: A "local emergency" exists whenever the City or an area therein is suffering or in imminent danger of suffering an event that may cause injury or death to persons, or damage to or destruction of property to the extent that extraordinary measures must be taken to protect the public health, safety, and welfare. Such an event shall include but not be limited to the following: fire, explosion, flood, severe weather, drought, earthquake, volcanic activity, spills or releases of oil or hazardous material, contamination, utility or transportation emergencies, disease, blight, infestation, civil disturbance, riot, sabotage, terrorist attack and war.

THE DECLARATION PROCESS

STEP 1
Conditions indicate a local disaster is likely to occur or has already occurred.

STEP 2
Local Emergency declared by the City Council or Director of Emergency Services.

STEP 3
City or County Director of Emergency Services requests a State and Federal Declaration from the Governor, as warranted.

STEP 4
Governor requests a Presidential Declaration, as warranted.

PURPOSE OF EMERGENCY PROCLAMATION

- Authorize the undertaking of extraordinary police powers.
- Provide limited immunity for emergency actions of public employees and governing bodies.
- Authorize the issuance of orders and regulations to protect life and property (e.g., curfews).
- Activate pre-established local emergency provisions such as special purchasing and contracting.
- Require the emergency services of a local official or employee.
- Requisition necessary personnel and materials from any local agency or department.
- VERY IMPORTANT…it is the prerequisite for requesting a Governor's Proclamation of a State of Emergency and/or a Presidential Declaration of an Emergency or Major Disaster.

WHEN TO ISSUE AN EMERGENCY PROCLAMATION

In the event an emergency or disaster exceeds the response capability of City resources or extreme conditions threaten the life and property of the community, it is the City's duty to issue an emergency proclamation. Keep in mind the following:

- The local proclamation is the first step toward a state and federal declaration, which would then activate eligible state and federal disaster relief programs to provide financial relief to both local government and the public.
- A local, state and/or federal declaration is likely to send a reassuring message to the public that officials intend to pursue every avenue available to assist the disaster victims.
- In order to acquire state and federal assistance it is not necessary for San José to declare an emergency, if the County has already done so.
- Cities/Towns within a county are bound by county rules and regulations adopted by the county during a proclaimed local emergency when the emergency is in both the incorporated and unincorporated territory. (Ref. 62 California Attorney General Opinions, 701, dated 1979)

For more information, see SAMPLE PROCLAMATION in the Appendix of this Guide.

STATE PROCLAMATION OF EMERGENCY

A State of Emergency may be proclaimed by the Governor when conditions of disaster or extreme peril exist which threaten the safety of person and property within the state. The Governor may also proclaim a state of emergency when requested to do so by local authorities or when the local authority is inadequate to cope with the emergency. When the Governor proclaims a State of Emergency:

- Mutual aid shall be rendered in accordance with approved emergency plans when the need arises in any city or county for outside assistance.
- The Governor shall, to the extent he/she deems necessary, have the right to exercise all police power vested in the state by the Constitution and the laws of the State of California within the designated area.
- Jurisdictions may command the aid of citizens as deemed necessary to cope with an emergency.
- The Governor may suspend the provisions of orders, rules or regulation of any state agency and any regulatory stature or stature prescribing the procedure for conducting state business.
- The Governor may commandeer or make use of any private property or personnel (other than the media) in carrying out the responsibilities of his office.
- The Governor may promulgate issue and enforce orders and regulations deemed necessary.
- A State Proclamation activates the California Natural Disaster Assistance Act (CDAA) which provides financial assistance for items such as repairing or replacing public property or facilities, and local agency overtime costs and costs of supplies used in the response.
- A State Proclamation is needed to request a Presidential Declaration and access to federal disaster relief programs.

PRESIDENTIAL DECLARATIONS

The Governor of an impacted state may request a Presidential Declaration of Emergency or Disaster when the disaster is of such severity and magnitude that effective response is beyond the ability of the state and affected local jurisdictions.

Federal Declaration of Emergency: In some cases the President may make a Declaration of Emergency instead of a Disaster. An Emergency Declaration unleashes the support of any or all of the 27 federal agencies. It also authorizes reimbursement of emergency work, such as debris removal and emergency protective measures. It stops short, however, of providing certain types of recovery assistance.

Federal Declaration of Major Disaster: A Presidential Declaration of Disaster is made when the President determines that the situation warrants major federal disaster assistance. In addition to the assistance provided in an Emergency Declaration, a Disaster Declaration may make a broad range of assistance available to individual victims, including:

- Temporary housing
- Disaster unemployment and job placement assistance
- Individual and family grants
- Legal services to low-income victims
- Crisis counseling and referrals

DECLARATION OF HEALTH EMERGENCY

The County Public Health Officer (PHO) may declare a local health emergency (Health and Safety Code § 101080; Government Code § 8558) whenever there is a release, spill, escape, or entry of hazardous waste or medical waste that is determined to be an immediate threat to the public health, or an imminent and proximate threat of the introduction of any contagious, infectious, or communicable disease, chemical agent, noncommunicable biologic agent, toxin, or radioactive agent.

This declaration must be ratified by the County Board of Supervisors if it is to remain in effect after seven days, and must be reviewed at least every 14 days until the emergency is terminated. After a Health Emergency has been declared, the PHO will have supervision and control over all environmental health and sanitation programs and personnel employed by the County. In addition, the PHO can require any person or organization that the director or local health officer shall specify to furnish any information known relating to the properties, reaction, and identity of the material that has escaped, been released, or spilled.

A Public Health Emergency may also be declared if there is an outbreak of a communicable disease. The PHO may then require isolation or quarantine of any case of contagious, infectious, or communicable disease when this action is necessary for the protection of the public health. The PHO may also take any measures as may be necessary to prevent the spread of the disease or occurrence.

ACTION PLAN

The plan prepared in the EOC during an emergency containing the emergency response objectives, overall priorities, and supporting activities for a designated period.

III. PHASES OF EMERGENCY MANAGEMENT

The phases of emergency management -- mitigation, preparedness, response, and recovery -- represent the various elements of a disaster. The phases are dynamic and interconnected. For example, tasks taken to recover from a disaster may have effects on mitigation, preparedness, and response to future occurrences and recovery efforts will begin almost immediately while the initial response efforts are still under way.

MITIGATION

Mitigation refers to any activity that prevents an emergency, reduces the chance of an emergency happening, or reduces the effects of unavoidable circumstances that turn into emergencies. Mitigation refers to any sustained action taken to reduce or eliminate long-term risk to life and property from a hazard event. Mitigation, also known as prevention (when done before a disaster), encourages long-term reduction of hazard vulnerability. The goal of mitigation is to decrease the need for response as opposed to simply increasing the response capability. Mitigation can protect critical community facilities, reduce exposure to liability, and minimize community disruption.

Examples of mitigation in San José include flood prevention efforts such as monitoring reservoirs and waterways, installation of flood control pumps, and strict adherence to building codes.

PREPAREDNESS

Preparedness refers to plans or preparations made to save lives and to assist response and rescue operations. Preparedness involves activities that are done before a disaster; such as training, planning, community education, and exercises. Examples of preparedness in San José include evacuation plans, plans to provide food and drinking water for residents, debris removal plans, mass care and shelter plan, and ongoing disaster preparedness training and education of City residents and volunteers.

During a major emergency or disaster, the City's emergency response time may be delayed by 72 hours or longer, and therefore it is crucial for the public to be educated about disaster preparedness and survival techniques. As a civic leader you can encourage others to have plans and emergency supplies for both home and workplace. Encourage residents to get involved in their community and to promote a neighborhood approach to emergency preparedness. Additionally, you have the opportunity to set a good example by developing a family disaster plan and creating an emergency supplies kit for your home and your workplace.

COMMUNITY PROGRAMS

The City's San José Prepared! program prepares volunteers to be ready to respond to help our community in the event of an emergency. This program offers two courses for residents:

Disaster Preparedness Course

This free two-hour class gives residents basic instruction in emergency preparedness. Participants will learn about hazards to prepare for in San José, ways to reduce the risks of loss and injury before disaster strikes, how to create a family disaster plan, and what to put in an emergency supplies kit.

Community Emergency Response Team (CERT) Training

In this 20-hour program, participants will learn about disaster preparedness and emergency response, including basic disaster response skills, such as fire safety, light search and rescue, neighborhood organization, and triage. Graduates take the skills they have learned into the community by educating friends, family, and their neighbors.

RESPONSE

Response involves actions taken to save lives and prevent property damage in an emergency situation. Response is putting your preparedness plans into action.

Disasters and emergencies involve significant risks to life, safety, and welfare. Natural disasters, such as floods, involve contaminated flood water and debris that can produce a myriad of hazards. Major fires produce smoke, toxic gases, and the possibility of structural collapse. Hazardous materials events usually involve toxic materials that can cause numerous types of health hazards. Terrorism threats can involve chemical, biological, radiological, nuclear, or explosive devices. Major earthquakes can impact virtually every aspect of our society.

SAN JOSE'S ORDER OF PRIORITY FOR RESPONSE:

1. Protect life, property and environment.
2. Initiate command and control initiatives.
3. Mitigate the situation (includes reducing property damage and protection and restoration of critical infrastructure).
4. Initiate recovery actions.
5. If it is a major natural disaster, effect the emergency declaration.

Response Time

Residents may think that government is slow to respond. It typically takes the federal government at least 72 hours to respond to a local emergency. Hurricane Katrina has demonstrated that local, state, and federal governments can be overwhelmed and the community's expectations will not match the government's capabilities.

FEDERAL DISASTER RELIEF ACT

Public Law 93-288 gives the President broad powers to supplement the efforts and available resources of state and local governments in carrying out their responsibilities to alleviate suffering and damage resulting from major (peacetime) disasters.

RESPONSE EFFORTS

DURING THE RESPONSE PHASE, THE CITY OF SAN JOSE MAY BE ABLE TO PROVIDE:

- Drinking water
- Emergency shelter
- Emergency medical transport and/or treatment
- Help in seeking disaster assistance

BUT WE NORMALLY DO NOT PROVIDE:

- Batteries
- Flashlights
- Financial Support
- Generators
- Food (except in shelters and mass feeding sites)
- Individual Transportation

RECOVERY

Recovery includes actions taken to return the environment to its normal state, or an even safer situation following an emergency. This includes clean-up and restoration activities, repairing damages, restoring utilities, cleaning up debris, and getting financial assistance to help pay for these activities.

Recovery is often the hardest phase of the disaster and may continue for an extended time. The City of San José has the primary responsibility for protecting its residents from disasters, and for helping them to recover when disaster strikes. Government agencies at all levels are key partners in the recovery process, offering resources and programs that will help the City of San José, its residents, and business owners pick up the pieces and return the community back to normal as quickly as possible.

TYPES OF FEDERAL DISASTER ASSISTANCE

None of FEMA's programs are designed to replace individual losses 100% -- only to bring living conditions back to a "safe and habitable" condition. The majority of federal disaster assistance is conveyed in the form of U.S. Small Business Administration (SBA) Loans, not grants. Public and private entities will complete stacks of paperwork, undergo numerous inspections, and devote hundreds of staff-hours toward reimbursement for disaster-related losses. Despite these complexities, federal disaster relief is all that many individuals have to rely on to rebuild their lives. This is particularly true for those homeowners without flood insurance – and 30% of disaster related claims occur outside federally designated floodplain areas.

Not all federal disaster relief programs are activated for every disaster. Presidential decisions about relief programs are based on the preliminary damage assessment and any subsequent information that may be discovered. Some disaster declarations will provide only Individual Assistance (private) or only Public Assistance (government). Hazard mitigation opportunities are available in most situations. San José's efforts in the damage assessment process will help ensure that residents obtain as many benefits as possible under the law.

Federal disaster assistance available under a major disaster declaration falls into three general categories: Individual Assistance, Public Assistance, and Hazard Mitigation Assistance.

Individual Assistance
This assistance is directed towards residents, business owners, individuals, and families. In every case, the disaster victim must register for assistance to establish eligibility. FEMA (or the providing agency) will verify eligibility and determine a need before assistance is offered. Individual Assistance includes:

- Temporary Housing Assistance
- Home Repair Assistance
- Rental Assistance
- Mortgage and Rental Assistance
- Small Business Administration Disaster Loans -
- Individual and Family Grants for necessary expenses and serious needs of disaster victims that cannot be met through insurance or other forms of disaster aid.

Public Assistance
FEMA Public Assistance funds the repair, restoration, reconstruction, or replacement of a public facility or portion of the infrastructure that is damaged or destroyed by a disaster. Projects fall into the following categories: debris removal, emergency protective measures, road systems and bridges, water control facilities, public buildings and contents, public utilities, and parks and recreation.

Intent to apply for assistance must be filed with the State within 30 days after the area is designated eligible for assistance. FEMA reviews and approves the project applications and obligates the Federal share of the costs (75 percent) to the State. The State then disburses funds to local applicants. The State will cover 75% of the project costs that FEMA does not cover and may elect to cover the full share not covered by FEMA.

Hazard Mitigation Assistance
This funding is for measures designed to reduce future losses to public and private property. Eligible mitigation projects include acquisition or relocation of properties located in high hazard areas; elevation of flood prone structures; seismic and wind retrofitting of existing structures; and protecting existing structures against wildfire. In the event of a major disaster declaration, all counties within the declared State are eligible to apply for assistance under the Hazard Mitigation Grant Program.

STATE OF EMERGENCY

A State of Emergency can be proclaimed when conditions of disaster or of extreme peril to the safety of persons and property exist that are likely to be beyond the control of the services, personnel, equipment, and facilities of any single city or county, and require the combined forces of a mutual aid region or regions to combat and respond.

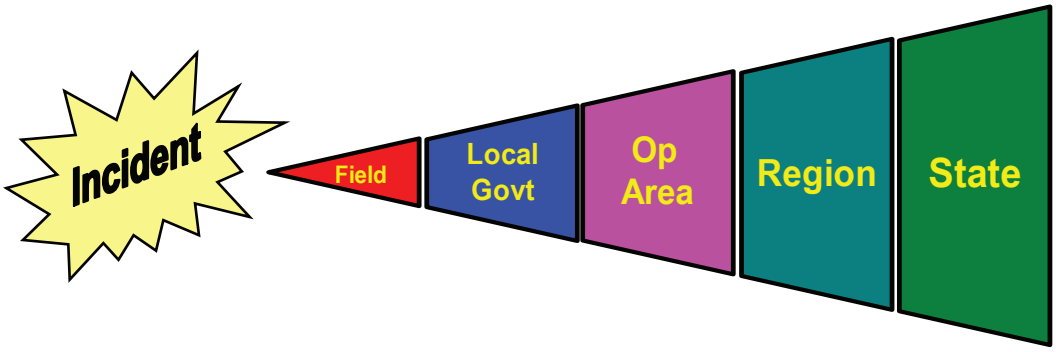
IV. EMERGENCY MANAGEMENT SYSTEMS

STANDARDIZED EMERGENCY MANAGEMENT SYSTEM (SEMS)

The Standardized Emergency Management System (SEMS) has been adopted by the City of San José for managing the response to multi-agency and multi-jurisdiction emergencies. Local governments in California are required to use SEMS when their emergency operations center is activated or a local emergency is proclaimed in order to be eligible for state funding of response-related personnel costs.

The SEMS model incorporates:

- Incident Command System: A field-level emergency response system based on management by objectives.
- Multi/inter-agency Coordination: Affected agencies work together to coordinate allocations of resources and emergency response activities.
- Mutual Aid: A system for obtaining additional emergency resources from non-affected jurisdictions.
- Operational Area Concept: County and its subdivisions coordinate damage information, resource requests and emergency response.



ORGANIZATIONAL LEVELS

Fully activated, SEMS consists of five levels: field response, local government (San José), operational Area (countywide), Region, and State. The various levels are activated starting at the Field Level and move up as the size of an incident increases and additional resources are needed. The City of San José is part of the Santa Clara County Operational Area and the Coastal Region of the Governor's Office of Emergency Services.

Field – On-scene responders carry out tactical decisions and activities in direct response to an incident or threat.

Local – City of San José manages and coordinates emergency response within its jurisdiction.

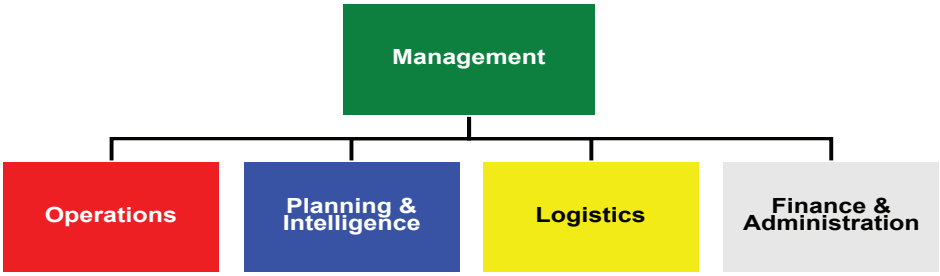
Operational Area – County of Santa Clara coordinates resources and priorities among local governments, and multi-agency response and recovery efforts Countywide.

Regional – California Coastal Region, State Office of Emergency Services coordinates information and resources among operational areas, and coordinates overall State agency support for emergency response activities within the region.

California has six mutual aid regions to provide more effective aid. There are three Administrative regions (Coastal, Inland, and Southern) that California's Office of Emergency Services maintains to coordinate with emergency service organizations at local, county and private sector organizations.

State Level - The state level manages state resources in response to the emergency needs of the other levels and coordinates mutual aid among the mutual aid regions 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 disaster response system including FEMA and the Department of Homeland Security (DHS).

SEMS FUNCTIONS



Management – Provides overall direction and sets priorities for an emergency.

Operations – Implements priorities established by management.

Planning/Intelligence – Gathers and evaluates information; develops the City's EOC Action Plan.

Logistics – Obtains the resources to support operations, including equipment, supplies and materials, facilities, services, and personnel.

Finance/Administration – Tracks all costs related to the operations, including personnel and equipment cost accounting and documentation.

NATIONAL INCIDENT MANAGEMENT SYSTEM (NIMS)

The National Incident Management System (NIMS) is a nationwide standardized approach to incident management and response. Developed by the Department of Homeland Security (DHS) and released March 2004, it establishes a uniform set of processes and procedures that emergency responders at all levels of government will use to conduct response operations.

COMMAND AND MANAGEMENT

The NIMS standard incident command structures are based on the following key organizational systems:

- The Incident Command System (ICS)
- Multi-Agency Coordination Systems (MACS)
- Public Information Systems

Other key NIMS components are:

Preparedness

Effective incident management begins with prevention and preparedness activities conducted continually, well in advance of any potential incident. Preparedness involves an integrated combination of planning, training, exercises, personnel qualification & certification standards; and equipment acquisition/certification.

Resource Management

NIMS defines standardized mechanisms and establishes requirements for processes to inventory, mobilize, dispatch, track, and recover resources over the life cycle of an incident.

Communications and Information Management

NIMS identifies the requirement for a standardized framework for communications, information management (collection, analysis, and dissemination) and information-sharing at all levels of incident management.

Supporting Technologies

Technology systems provide supporting capabilities essential to implementing and refining NIMS. These include voice and data communications systems, information management systems (i.e., record keeping and resource tracking) and data display.

DISASTER & CIVIL DEFENSE MASTER MUTUAL AID AGREEMENT

The statewide mutual aid system is codified in the California Disaster and Civil Defense Master Mutual Aid Agreement. All counties, incorporated cities, and the State of California have adopted the Agreement, which was developed in 1950. The Master Mutual Aid Agreement creates a formal structure wherein each local jurisdiction retains control of its own facilities, personnel, and resources, but may also receive or render assistance to other jurisdictions within the State.

CONTINUITY OF GOVERNMENT

All measures that may be taken to ensure the continuity of essential functions of governments in the event of emergency conditions, including line-of-succession for key decision makers.

V. EMERGENCY MANAGEMENT ORGANIZATION

The City of San José emergency management organization uses the Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS). The City of San José is part of the Santa Clara County Operational Area and the Coastal Region of the Governor's Office of Emergency Services.

DIRECTOR OF EMERGENCY SERVICES

The City Manager serves as the Director of Emergency Services and is responsible for implementing the City's Emergency Operations Plan through the efforts of City departments that are organized under the SEMS functions.

The Director of Emergency Services is empowered to:

- Proclaim the existence of a local emergency if the immediate needs of the disaster require a local emergency proclamation sooner than the next feasible City Council meeting. If the Director proclaims a Local Emergency, the City Council must ratify it within seven days. Also, request the Governor to proclaim a "state of emergency" when locally available resources are inadequate to cope with the emergency;
- Immediately notify the City Council of the issuance of a proclamation of local emergency (if the Council is not immediately available to issue the proclamation itself);
- Direct and control the effort of the emergency organization of the city;
- Direct cooperation between and coordination of services and staff of the emergency organization of the City; and resolve questions of authority and responsibility that may arise between them;
- 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;
- Obtain vital supplies, equipment, and such other properties found lacking and needed for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commandeer the same for public use;
- Require emergency services of any city officer or employee, and in the event of the proclamation of a "state of emergency" in the city or the existence of a "state of war emergency," to command the aid of as many citizens of this community as deemed necessary in the execution of his duties; such persons shall be entitled to all privileges, benefits, and immunities as are provided by state law for registered Disaster Service Workers;
- Requisition necessary personnel or material of any city department or agency.

ROLE OF CITY STAFF

All City of San José regular employees are, by law, Disaster Service Workers. The roles and responsibilities for Disaster Service Workers are authorized by the California Emergency Services Act and are defined in the California Labor Code. If the City of San José declares a Local Emergency during normal work hours, employees will be expected to remain at work to respond to the emergency needs of the City. If a Local Emergency is declared outside of normal work hours, employees may be called back to work, either in San José or in their home communities.

City departments have specified roles and functions to assume when a large-scale emergency or area-wide

disaster strikes. These roles are well-defined in order to maintain a steady and secure response and recovery. It's important that these emergency functions are established so that City staff understands what to do in the event such a situation occurs, and can in turn assure the community that the situation is being addressed and all steps are being taken to maximize the public's safety and wellbeing.

San José's Emergency Operations Plan outlines the defined organizational structure and chain of command for emergency operations procedures, and the functional responsibilities of the City's departments during such an emergency. In one way or another, every employee of San José is a participant in the City's emergency response organization.

EMERGENCY OPERATIONS PLAN

The City of San José Emergency Operations Plan (EOP) addresses the planned response to extraordinary emergency situations associated with natural disasters, technological incidents, and national security emergencies in or affecting San José.

The Emergency Operations Plan:

- Establishes the emergency management organization required to respond to and mitigate any significant emergency or disaster affecting the City.
- Identifies the policies, responsibilities, and procedures required to protect:
    - The health and safety of San José residents and neighborhoods.
    - Public and private property.
    - The environmental effects of natural and technological emergencies/disasters.
- Establishes the operational concepts and procedures associated with field response to emergencies, the City's Emergency Operations Center (EOC) activities, and the recovery process.
- The EOP establishes the framework for implementation of the California Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS) in the City of San José. The Plan is intended to facilitate multi-agency and multi-jurisdictional coordination in emergency operations, particularly between the City of San José and other local governments, including special districts, the County of Santa Clara, and State agencies.
- The EOP is an operations guide and planning reference. City departments and local agencies with roles and responsibilities identified in the EOP are encouraged to develop emergency operations plans, detailed standard operating procedures (SOPs), and emergency response checklists based on the provisions of the EOP.

EMERGENCY OPERATIONS CENTER

While day-to-day operations are conducted from departments that are dispersed throughout the City, the Emergency Operations Center (EOC) is a location from which centralized emergency management can be performed during a major emergency or disaster. This facilitates a coordinated response by the Director of Emergency Services, Emergency Management Staff, and representatives from organizations that are assigned emergency management responsibilities. The level of EOC staffing will vary depending on the specific emergency situation. The City's primary EOC is located in the Police Administration Building at 855 N. San Pedro Street.

V. EMERGENCY MANAGEMENT ORGANIZATION (CONT'D)

The Emergency Operations Center provides a central location of authority and information, and allows for face-to-face coordination among personnel who must make emergency decisions. The following functions are performed in the San José EOC:

- Managing and coordinating emergency operations.
- Receiving and disseminating warning information.
- Developing emergency policies, procedures, and action plans.
- Collecting intelligence from, and disseminating information to, the various EOC representatives and the City Council, and, as appropriate, to County, city, special district, non-profit and community-based organizations, state agencies, military, and federal agencies.
- Preparing intelligence/information summaries, situation reports, operational reports, and other reports as required.
- Maintaining general and specific maps, information display boards, and other data pertaining to emergency operations.
- Continuing analysis and evaluation of all data pertaining to emergency operations.
- Controlling and coordinating the operational and logistical support of departmental resources committed to the emergency.
- Maintaining contact and coordination with support departments, other non-governmental agencies and the County/Operational Area EOC.
- Providing emergency warnings, alerts, information, and instructions to the public, making official releases to the news media.

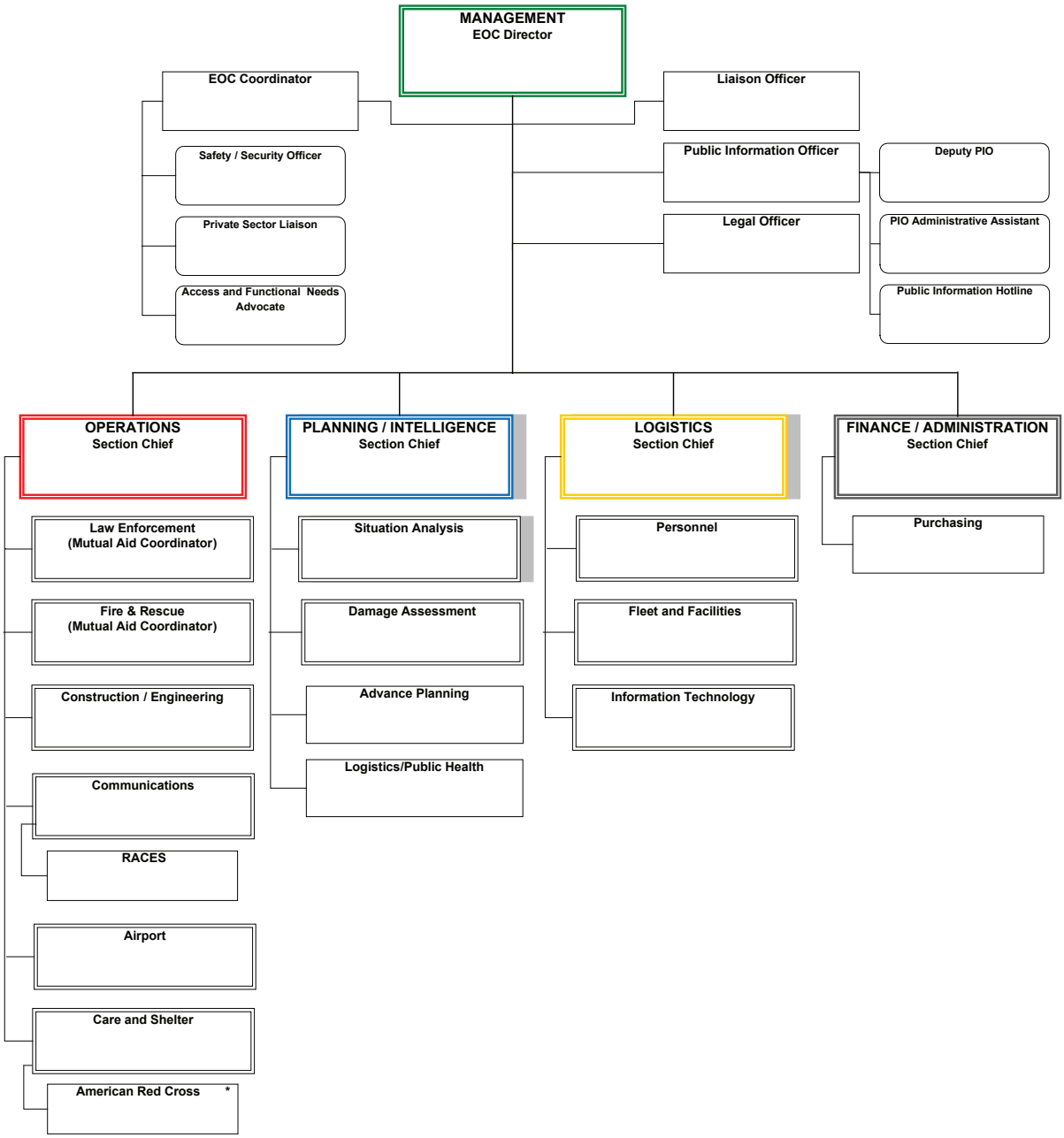
THE CITY'S EMERGENCY OPERATIONS CENTER is located in the Police Administration Building at 855 N. San Pedro Street.

Management of the EOC and alternate EOC facilities is the responsibility of the City's Office of Emergency Services (OES). This responsibility includes all facility functions, support systems, and operational readiness issues. Organization of the EOC and staff is based on the Standardized Emergency Management System (SEMS). The City Manager, or designee, serves as the EOC Director. The EOC Director has the primary responsibility for ensuring that the City Council is kept apprised of the situation and will bring all major policy issues to the City Council for review and decision.

The Emergency Operations Center can be activated by the following staff:

- Director of Emergency Services (City Manager) or designee
- Assistant Director of Emergency Services (Senior Deputy City Manager)
- Fire Chief
- Police Chief
- Office of Emergency Services Director

The organizational chart below represents a full activation of the EOC. For smaller events, only certain positions within the EOC will be staffed.



SAN JOSE CITIZENS CORPS COUNCIL

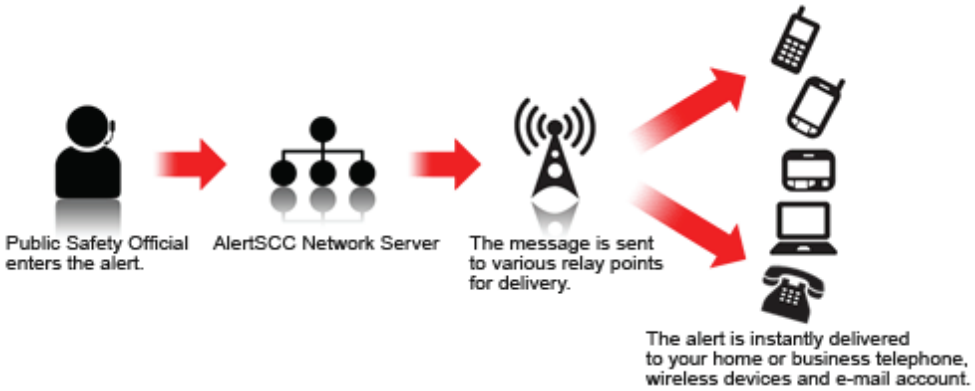
The San José Citizen Corps Council is a part of the National Citizen Corps Program, which works to enhance community volunteerism and expand citizen participation for disaster preparedness, prevention, and response. The Council is intended to unify a variety of community education and volunteer programs and ensure coordination with City preparedness efforts. The Citizen Corps Council replaced the City's Disaster Council in 2003.

GOVERNMENT EMERGENCY TELECOMMUNICATIONS SYSTEM (GETS)

Selected city staff with emergency response assignments are registered with the federal Government Emergency Telecommunications System (GETS). GETS provides emergency access and priority processing in the local and long distance telephone system. It is intended to be used in an emergency or crisis situation when telephones are congested. Staff have been provided with a special calling card and passcode which provides access.

ALERT SCC

The Santa Clara County emergency notification system (AlertSCC) may be used for a variety of notifications related to earthquakes, fires, crime incidents, hazardous material incidents, and infectious disease information. AlertSCC will send voice messages to phone numbers included in the emergency 911 database, 411 telephone directory database, and any other phone numbers. AlertSCC will also send text messages to e-mail and SMS addresses signed up at AlertSCC.com.



APPENDIX A - WORKING WITH THE MEDIA

Public Information - One of the main ways residents will learn critical information during a disaster is through the news media. The City's Communications Director serves as the Emergency Public Information Officer (EPIO) for the City and is supported by EOC staff during an event. The EPIO will provide the media with important information the public needs to know to survive and recover from an emergency event. While the EPIO will work closely with the media, Council members will often be sought out by the news media for comments or information specific to the disaster.

In the event of a significant incident, the Director of Emergency Services will designate a senior staff member to contact and brief City Council members. In addition, media briefings may be scheduled for Council members to attend. The Emergency Public Information Officer, the Mayor's PIO and/or the EOC Director will confer with Council members to brief them on the situation and what response and recovery actions are under way. The following information may be helpful in responding to the media.

Tips for responding to questions from the media in a Disaster:

- Answer questions directly and to the point.
- If you don't know the answer, don't speculate. Bad information can cause the public to take incorrect actions and can damage your credibility. Get the reporter's name and telephone number so that you can follow up with an answer, and do it.
- Do not exaggerate the facts. Give facts as you know them and cite your own sources. In an emergency or disaster, the information you reveal could threaten lives if it is incorrect.
- Tell the truth and avoid using "no comment." If you don't know the answer, be honest and say so. No comment gives the impression that you have something to hide.
- Avoid going "off the record." It can come back to haunt you.
- Challenge any efforts to put words in your mouth. If you don't, you may end up appearing to agree with something you actually disagree with.
- Be alert. Avoid answering speculative "what if" questions. Be prepared to lead the interview to the points you want to make.

If you know you are going to be interviewed please contact the Mayor's PIO, the Emergency PIO or the Director of Emergency Services for information to work with.

Tips for delivering your message:

- Speak naturally and avoid using "jargon" or terminology that is unfamiliar to those working outside of City government.
- Say the most important thing first and then, if necessary, elaborate. Avoid long, rambling responses. Be succinct and clear.
- Make one point at a time and speak in simple language. During times of high stress people are generally only able to remember short, concise bits of information.
- If you must read a prepared statement, review the information before going "live." Read in a relaxed manner. Avoid stilted, halting speeches.
- Be believable, personable, and conversational. Credibility is vital to getting your message across.
- Let the Mayor's PIO or the Emergency PIO know if you talk to the media.

APPENDIX B - SAMPLE PROCLAMATION

RESOLUTION NO. _____

A RESOLUTION OF THE COUNCIL OF THE CITY OF SAN JOSE RATIFYING THE PROCLAMATION OF EXISTENCE OF A LOCAL EMERGENCY ISSUED BY THE DIRECTOR OF EMERGENCY SERVICES AND FURTHER PROCLAIMING THE CONTINUED EXISTENCE OF THE EMERGENCY

WHEREAS, Title 8, Chapter 8.08, Part 2, Section 8.08.210 of the Municipal Code of the City of San Jose empowers the Director of Emergency Services to proclaim the existence or threatened existence of a local emergency when said city is affected or likely to be affected by a public calamity, and the City Council is not in session, subject to ratification by the City Council within seven (7) days; and

WHEREAS, conditions of extreme peril to the safety of persons and property have arisen within said city, caused by _____;
(fire, flood, storm, epidemic, riot, earthquake, or other cause)
commencing on or about _____ __.m. on the _____ day of _____ 20 ____;
at which time the City Council of the City of San Jose was not in session; and

WHEREAS, said City Council does hereby find that the aforesaid conditions of extreme peril warrant and necessitate the proclamation of the existence of a local emergency; and

WHEREAS, the Director of Emergency Services of the City of San Jose did proclaim the existence of a local emergency within said city on the _____ day of _____, 20____;

NOW, THEREFORE, the City Council of San Jose does hereby:

1. Ratify and confirm the proclamation of existence of a Local Emergency, as issued by the Director of Emergency Services for the City of San Jose; and

2. Proclaim the continued existence of the Local Emergency and order that such Local Emergency shall be deemed to continue until its termination is proclaimed by the Council of the City of San Jose.

ADOPTED this _____ day of _____, 20____, by the following vote:

AYES:
NOES:
ABSENT:

_____
Mayor

ATTEST:

_____
City Clerk

NOTE: The governing body must review the need for continuing the local emergency, at least every 14 days, until the local emergency is terminated and must proclaim the termination of the local emergency at the earliest date that conditions warrant. (California Government Code Section 8630.)

CITY OF
SAN JOSE
CAPITAL OF SILICON VALLEY