

AUGUST 5, 2021



City of Milpitas

Emergency Operations Plan

OFFICE OF EMERGENCY MANAGEMENT
455 E. CALAVERAS BLVD., MILPITAS, CA 95035

ACKNOWLEDGEMENTS

We would like to acknowledge contributions from the following cities and towns; special districts; county departments and agencies; state agencies; federal agencies; and other planning partners:

- Santa Clara County Office of Emergency Management (SCC OEM)
- City of San Jose
- California Office of Emergency Management (CalOES)
- Federal Emergency Management Agency (FEMA)
- Santa Clara Valley Water District (SCVWD)
- California Department of Water Resource (DWR)
- City of Milpitas Community Collaboration Planning Team

EXECUTIVE SUMMARY

The City of Milpitas Emergency Operations Plan (EOP) is an all-hazards document describing the Milpitas incident management organization, compliance with relevant legal statutes, other relevant guidelines, whole community engagement, continuity of government focus, and critical components of the incident management structure. The incident management system is a component-based system designed to be scaled up and components activated as necessary to reflect the incident/event's escalation from routine incident(s) to emergency, disaster, or catastrophe affecting Milpitas. This EOP is not intended to address specific emergency responses, scenarios, hazards, or threats. Emergency Action Plans and Annexes will be developed and included as a part of this Emergency Operations Plan. This EOP serves as the legal and conceptual framework for incident management to be utilized by the City of Milpitas and its various departments within municipal government.

This Emergency Operations Plan (EOP) accomplishes the following:

- Establishes a Milpitas incident management organization which will coordinate and support on-scene responses including maintenance of situational awareness, facilitation of effective communication between operations centers at various levels of government, maintain continuity of government, and interaction with public information sources.
- Establishes the overall operational concepts associated with the management of incidents, emergencies, crises, disasters, and catastrophes at the City of Milpitas and operational area levels.
- Provides a flexible platform for planning and response to all hazards, incidents, events, and emergencies within city limits, or with the potential to affect the City of Milpitas. It is applicable to a wide variety of anticipated incident events including earthquakes, fires, floods, and public health issues.

The EOP is a framework for response applying the principals of Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), the Incident Command System (ICS), the National Response Framework (NRF), and the National Preparedness Guidelines to include *Comprehensive Preparedness Guide 101: Developing and Maintaining Emergency Operations Plans (CPG-101)* and *Threat and Hazard Identification Risk Assessment (THIRA) and Stakeholder Preparedness Review (SPR) Guide, Comprehensive Preparedness Guide 201 (CPG-201)*. It facilitates internal operations within the Milpitas EOC and multi-agency and multi-jurisdictional coordination during emergency operations, public information functions, and resource management.

PROMULGATION

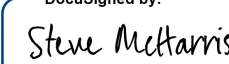
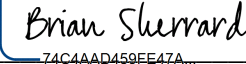
The preservation of life, property, the environment, and the economy are an inherent responsibility of local, state, and federal government. While no plan can completely prevent death and destruction, reasonable plans carried out by knowledgeable and well-trained personnel can, and will, minimize losses.

The City of Milpitas has prepared this Emergency Operations Plan in compliance with the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS) to ensure the most effective and efficient allocation of resources for the maximum benefit and protection of the City population during times of emergency.

This EOP establishes the emergency organization, assigns tasks, specifies policies and general procedures, and provides for coordination of planning efforts for respective staff.

This EOP will be reviewed and exercised periodically and revised as necessary in response to changing conditions and needs.

The Milpitas City Council gives their full support to this Emergency Operations Plan and urges all officials, employees, and residents—individually and collectively—to do their share in the whole community emergency effort of the City of Milpitas. With the adoption of Resolution No. 9097, the City Manager is authorized to approve the EOP and subsequent amendments.

<div>DocuSigned by:  EF06223E391A4B7...</div> <hr/> Steven G. McHarris, City Manager	<div>oct-05-2021</div> <hr/> Date
<div>DocuSigned by:  74C4AAD459FE47A...</div> <hr/> Brian Sherrard, Fire Chief	<div>oct-05-2021</div> <hr/> Date

RESOLUTION NO. 9097
A RESOLUTION OF THE CITY COUNCIL OF MILPITAS
AMENDING RESOLUTION 5417 PROVIDING FOR THE
ORDER OF SUCCESSION TO THE OFFICE OF THE CITY MANAGER

WHEREAS, the continuing functioning of the Office of the City Manager in the event of a state of war emergency, state of emergency, or local emergency, as these terms are defined in the California Emergency Service Act (commencing at Section 8550 of the Government Code), is necessary to assure the effective operation of the government of the City in coping with conditions which may result in extreme peril to the life, property and resources of the people of this City; and

WHEREAS, the City of Milpitas Municipal Code Title V, Section 1 establishes the City's Emergency Organization and Function including the appointment of the City Manager to serve as Director of Emergency Services; and

WHEREAS, the same Section requires that the City Council adopt a resolution regarding the order of succession to the position of Director of Emergency Services.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Milpitas acting in accordance with the California Emergency Service Act, as follows:

Section 1: In the event that the City Manager is unavailable to perform the duties of the Director of Emergency Services, all duties and responsibilities shall pass on to a City Manager pro tempore until such time as a permanent appointment is made by the City Council and in the following order of succession:

- I. Assistant City Manager
- II. Deputy City Manager
- III. Police Chief
- IV. Fire Chief

Section 2: The term "unavailable" as used in the preceding paragraph means that the City Manager is either killed, missing, or so seriously injured as to be unable to attend meetings and otherwise perform his duties. The City Manager pro tempore shall serve until the City Manager is available or until a successor is appointed by the City Council. Any questions as to whether the City Manager is unavailable shall be settled by the City Council or any remaining available members of said body.

Section 3: Effective Date. This resolution shall become effective immediately upon adoption.

Resolution No. 9097

PASSED, APPROVED and ADOPTED by the City Council of the City of Milpitas at a special meeting of said Council held on the 5th of August 2021 by the following vote:

AYES: (5) Mayor Tran, Vice Mayor Montano, Councilmembers Chua, Dominguez,
and Phan
NAYS: (0) None
ABSENT: (0) None
ABSTAIN: (0) None

ATTEST:


Wendy Wood, City Clerk

APPROVED:


Rich Tran, Mayor

APPROVED AS TO FORM:


Christopher J. Diaz, City Attorney

Resolution No. 9097

ANNUAL REVIEW

The Office of Emergency Management (OEM), with input from essential stakeholders, is responsible for maintaining, reviewing, and updating this Emergency Operations Plan (EOP). It is essential that OEM make revisions and updates in collaboration with City Staff and other planning partners identified in the EOP to ensure accuracy and validity. If the EOP requires an immediate change due to lessons learned from trainings, exercises, or actual incidents, OEM will identify a course of action for the review, update, and implementation of the necessary changes. All changes will be noted in the table below.

VERSION	DATE	NAME	CHANGE DESCRIPTION
2	8/5/21	Charlop, T. - OEM Coordinator	Complete Update & Adoption

RECORD OF DISTRIBUTION

DATE	DEPARTMENT/OFFICE	# OF COPIES
	City Manager's Office	1
	Office of Emergency Management	2
	Fire Department	3
	Police Department	1
	Public Works Department	1
	Planning Department	1
	Engineering Department	1
	Information Technology Department	1
	Recreation and Community Services Department	1
	Building Safety and Housing Department	1
	Finance Department.	1
	City Clerk's Office	1
	Office of Economic Development	1

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INTRODUCTION

The City of Milpitas 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.

The plan also describes the role of the City of Milpitas and the Emergency Operations Center (EOC) and the coordination that occurs between the EOC, Department Operations Center (DOC), those conducting field-level activities, and external entities such as the Operational Area, community partners and City residents and visitors.

The EOP is an evolving, dynamic document, and the City of Milpitas Office of Emergency Management (OEM) is responsible for maintaining it as detailed in the "Plan Development and Maintenance" section. This plan complies with the National Incident Management System (NIMS) and the National Response Framework (NRF), the Standard Emergency Management System (SEMS), the Incident Command System (ICS), and is in alignment with Santa Clara County Operational Area Emergency Operations Plan, and the California State Emergency Plan (SEP) for managing response to multi-agency and multi-jurisdictional incidents, and to be consistent with federal and state emergency plans and guidance documents.

As previously mentioned, this EOP is a continuously evolving document. If After Action Reports, information from drills, or insight gained from future disasters prove ineffective, this EOP and/or associated Annexes will be updated as necessary as authorized by Resolution 9097. Additionally, if future annex or hazard mitigation plan development results in more current or robust hazard or threat analysis data, future EOP revisions will incorporate that data into this section.

OVERVIEW



Date of Incorporation –
January 6, 1954

Population & Estimated Growth —
The estimated population as of January 2019, was 84,184. The estimated population growth from January 2014 to 2019, was 10,505, an increase of approximately 14%.
(Source: <https://data.census.gov>)

Location and Description— Located in Santa Clara County, at the southern tip of San Francisco Bay, between Fremont (north) and San José (south), the City of Milpitas is a progressive community that is an integral part of the high-tech Silicon Valley. Milpitas (incorporated area) is often called the “Crossroads of Silicon Valley” with most of its 13.63 square miles of land situated between two major freeways (I-880 and I-680), State Route 237 and County Expressway. Milpitas is home to The Great Mall of the Bay Area, which is the largest enclosed mall in Northern California at approximately 1.1 million square feet of leasable space.

Source: www.ci.milpitas.ca.gov/milpitas/about-milpitas/

Brief History— Milpitas was first inhabited by the Tamyen, a linguistic subgroup of the Muwekma Ohlone people who resided in the San Francisco Bay Area for thousands of years. During the Spanish expeditions, Milpitas served as a crossroads between Mission San José de Guadalupe (modern day Fremont, CA) and Mission Santa Clara de Asís (modern day Santa Clara, CA). In the 1850s – 80s large numbers of European settlers descended to farm the fertile lands of Milpitas. By mid-20th century Milpitas found itself being swallowed up by its neighbor to the south, San José, thus resulting in the incorporation of Milpitas, January 26, 1954. Seven years later San José attempted to annex Milpitas, in which the “Milpitas Minutemen” quickly organized to oppose the annexation of Milpitas into San José and keep it independent, hence the Minuteman in the Milpitas seal. (Source: Wikipedia)

Climate— Milpitas enjoys warm, sunny weather with few extreme temperatures. Rainfall is confined mostly to the winter months. During winter, temperatures are relatively warm at an average of 31°F to 59°F (-0.5°C to 15°C). Showers and cloudy days come and go during this season dropping most of the city's annual 15 inches (380 mm) of precipitation, and as spring approaches, the gentle rains gradually dwindle. In summer, the grasslands on the hillsides dehydrate rapidly and form bright, golden sheets on the mountains set off by stands of oak. Summer is dry and warm but not hot like in other parts the Bay Area. Temperatures infrequently reach over 100 °F (38 °C) with most days in the mid-70s to the high-70s. From June to September, Milpitas experiences little rain, and as autumn approaches, the weather gradually cools down. Many temperate-climate trees drop their leaves during fall in the South Bay but the winter temperature is warm enough for evergreens like palm trees to thrive. (Source: Wikipedia)

Governing Body Format— The City of Milpitas is governed by a five-member city council. The City consists of 13 departments, which include: Building & Safety, City Attorney, City Clerk, City Manager, Engineering, Finance, Fire, Human Resources, Information Services, Planning & Neighborhood Services, Police, Public Works, and Recreation Services. The City has 14 Commissions which report to the City Council. The City Council assumes responsibility for the adoption of this plan; the City Manager will oversee its implementation. (Source: www.ci.milpitas.ca.gov)

PURPOSE

The purpose of the Milpitas Emergency Operations Plan (EOP) is to establish the foundational policies and procedures that define how the City will effectively prevent, prepare for, respond to, recover from and mitigate against natural or human caused disasters. Best practices and lessons-learned have also been integrated into this plan where possible; these were identified in the review of after-action reports from recent national large-scale disasters, incidents, and events (to include Stafford Act, non-Stafford Act, terrorist non-Stafford act, and off-shore non-Stafford act incidents and events).

This EOP is intended as a concept of collaboration and consistency amongst various internal departments and their specific incident management plans, procedures, functions, and capabilities. As such, the EOP is flexible enough to use in all incident types and will facilitate short-term recovery activities.

In the event of an emergency or disaster the City of Milpitas' primary responsibility is to maximize the safety of the public, to minimize property and environmental damage, and ensure the continuity of government. To aid in accomplishing this goal, the City of Milpitas has adopted the principles of SEMS, NIMS, and ICS so that responses to such conditions are done in the most organized, efficient, and effective manner possible. This document is set up to address 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 show how all actions will be coordinated.
- Describes the system used to coordinate the request for and integration of references and services available to the City during a disaster.
- 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 a plan annexes or appendices.
- Describes the emergency management organization and transition of priorities and objectives to address post-disaster recovery considerations.

PLAN OBJECTIVES

This update:

- Reflects the most recent guidance, FEMA's Community Preparedness Guide, 201 (CPG 201) emergency planning document, and aligns with county, state and federal emergency plans to support a unified approach to emergency management.
- Formalizes protocol 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 the American Disabilities Act in all aspects of preparedness, response, and recovery.

SCOPE

This EOP provides guidance on response to the City of Milpitas' most likely and most demanding emergency conditions spreading over the entire spectrum of emergency contingencies, ranging from relatively minor to large scale, and cascading disasters. The EOP does not supersede the well-established operational policies and procedures for coping with and responding to day-to-day emergencies involving law enforcement, the fire service, emergency medical services, public works, flood control, or other discipline-specific emergency response systems. It is intended as a supplement and compliment to such systems. This EOP, however, places emphasis on those unusual and unique emergency conditions that will require extraordinary response beyond the ability of any one or combination of departments and organizations to respond. Neither OEM or this EOP include detailed response level operating instructions or procedures. Coordinated response and support roles must be defined by these departments and organizations to facilitate the ability to respond to and manage any given incident. Each department and organization are responsible for, and expected to develop, implement, and test policies, instructions, and administrative policies and procedures (APPs) or checklists that reflect the tactical, operational, strategic, and executive mission and incident management concepts contained in this EOP in order to:

1. Maximize the safety of the public, and
2. Minimize property and environmental damage, and
3. Ensure the continuity of government

PHASES OF EMERGENCY MANAGEMENT

The five phases of emergency management are categorized into five critical Mission Areas, to include Prevention, Protection, Mitigation, Response and Recovery. The National Preparedness



Goal consists of 32 core capabilities (See page 23), which are qualified under one, or more, of the five critical Mission Areas as defined by FEMA's Phases of Emergency Management. The grouping of emergency management functions is useful for classifying and conceptualizing activities. While useful for targeting efforts and resources, the phases of emergency management are not distinct activities and each phase often overlaps with other phases. For example, recovery projects often include elements of mitigation (i.e., rebuilding structures using current building codes) and response often includes recovery

measures (i.e., immediate debris removal). The phases are also cyclical in nature—lessons learned from an incident are applied in protection efforts for future emergencies and major disasters. The following sections provide examples of the types of activities that take place in each phase.

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 earthquake, floods, or wildfires, etc.) Prevention of human caused incidents can include applying intelligence and other information to a range of activities that can include such countermeasures as:

- Deterrence operations.
- Heightened inspections.
- 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.

Protection

Protection activities are taken in advance of an emergency and include developing operational capabilities, enacting protective measures, and enhancing effective responses to a disaster. These activities can include emergency/disaster planning, training and exercises, and public education. Protection activities are part of the implementation of the California Emergency Services Act, the California Master Mutual Aid Agreement, and the California State Emergency Plan. Protection activities fall into two basic areas: readiness and capability.

Readiness activities shape the emergency management framework and create the basis for knowledge necessary to complete a task or mission. Readiness activities might include:

- Implementing hazard mitigation projects.
- Develop hazard analysis.

-
- Developing and maintaining emergency plans and procedures that serve the whole community, especially those with disabilities in others with access and functional needs.
 - Conducting general and specialized training.
 - Conducting drills and exercises.
 - Developing agreements and other organizations.
 - Improving emergency public education and emergency warning systems.

Capability activities involve the procurement of items or tools necessary to complete tasks or mission 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 personal training needs and providing necessary training

Mitigation

Mitigation activities occur before, during, and after incidents. Post-disaster mitigation is part of the recovery process. Eliminating or reducing the impact of hazards that exist within Milpitas and are a threat to life and property are part of the mitigation efforts.

Mitigation tools include:

- Detailed plans to mitigate future hazards
- Land use planning
- Local ordinances and statutes (zoning ordinances, building codes, etc.)
- Structural measures
- Tax levies or abatements
- Public information and community relations

Response

Response is typically divided into 3 phases. Each phase has distinct considerations, which seldom flow sequentially, often occurring simultaneously. These phases include increased readiness (pre incident for anticipated event), 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 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's Office 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 the Joint Information Center (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 Milpitas OEM, 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 instruction to the community members of the city.
- Conducting evacuations and/or rescue operations.
- Caring for displaced persons and treating the injured.
- Conducting initial damage assessment 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 Emergency/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 include:

- Disseminating emergency public information.
- Preparing detailed damage assessments.
- Proclaiming a local emergency.
- Requesting gubernatorial state of emergency proclamation and/or presidential emergency or major disaster declaration that provide financial and other assistance to state and local governments, certain private no-profit 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 Emergency/Incident Action Plans (e.g. field, EOC, etc.) for extended operations.
- Conducting advanced 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.

Recovery

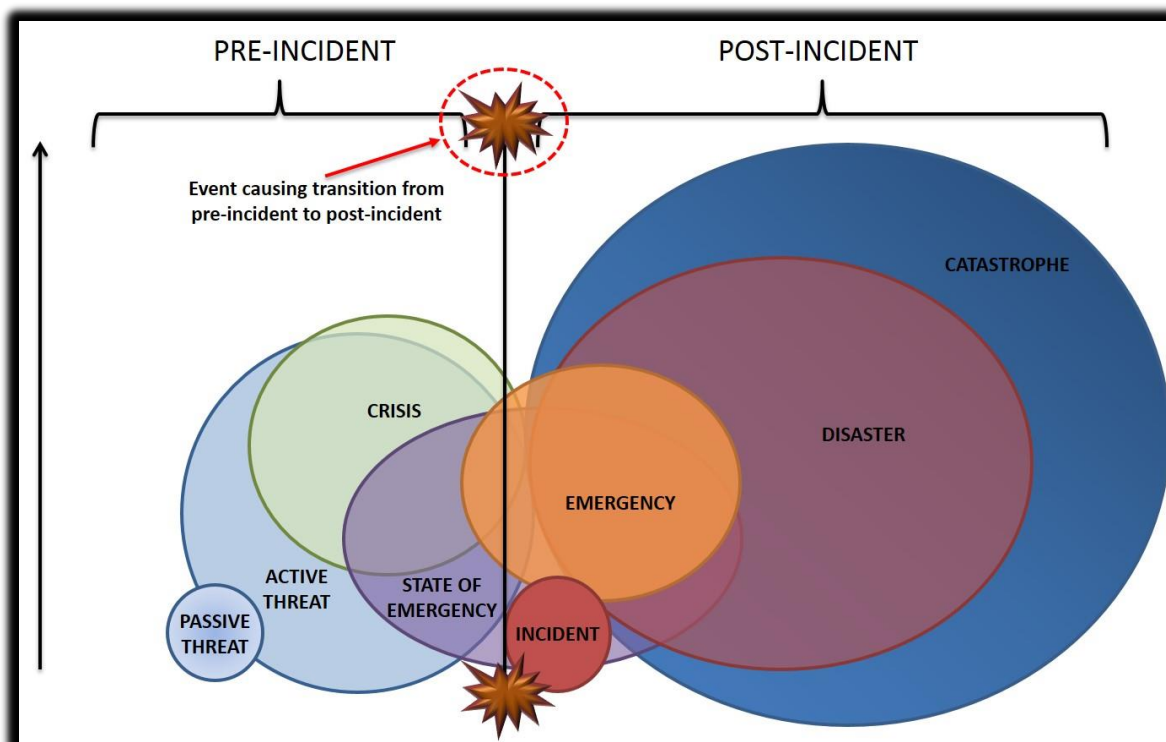
At the onset of an emergency, actions are taken to enhance the effectiveness of recovery operations. Recovery includes both short-term activities intended to return vital life-support systems to operation, and long-term activities designed to return infrastructure systems to pre-disaster conditions. Critical response phase operations will gradually shift to assisting individuals, households, businesses, and the local government to meet basic needs to return to self-sufficiency. Such activities include:

- Provision of essential public services
- Restoration of private and public property
- Identification of residual hazards
- Preliminary plans to mitigate future hazards
- Recovery of costs associated with response and recovery efforts
- Coordination of state and federal, public and individual assistance

EOP FRAMEWORK

This 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 future annexes to the EOP can be found in the Appendix.

EVENT TYPES DEFINED



CATASTROPHE A series of cascading human-caused/influenced events or incidents with or without a human caused genesis, the adverse effects/consequences of which are potentially, seemingly, or definitively irreversible.

DISASTER Any natural event or emergency (hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, etc.), or regardless of cause, any fire, flood, or explosion which the President determines to be of such severity as to warrant major federal disaster assistance.

EMERGENCY Incident(s) or crisis(es) (air pollution, fire, flood, storm, epidemic, riot, drought, sudden/severe energy shortage, plant or animal infestation or disease, Governor's warning of volcanic predictions, and earthquakes, etc.) posing threat to safety of persons, property, or the environment that exceeds an organization's resources/capability.

INCIDENT The physical manifestation of crisis, event, or occurrence that has adversely affected life, property, or the environment requiring the response of at least one individual.

STATE OF EMERGENCY An eminent impending incident(s) or crisis(es) posing threat to safety of persons, property, or the environment that is/are likely to exceed resources/capability of the proclaiming political jurisdiction, or, the existence of an active incident which threatens a population and the adequacy of local resources is unknown.

CRISIS Phenomenon, event, active threat, or trend, with or without specific location, posing seemingly inevitable harm to life, property, environment, organizational performance, reputation, or way of life reasonably or ethically necessitating deliberate urgent intervention. (A crisis may be local, national, or global).

ACTIVE THREAT Known communicated, demonstrated, or inferred timely intent and capability to harm life, property, environment, organizational performance, or way of life with specified or unspecified target.

PASSIVE THREAT Existing communicated, demonstrated, or inferred intent and potential capability to harm life, property, environment, organizational performance, or way of life.

HAZARD ANALYSIS OVERVIEW

This section of the EOP consists of a series of threat summaries based upon the 2017 Local Hazard Mitigation Plan (LHMP), Volume II- hazard analysis. This hazard analysis was conducted with the Santa Clara County Office of Emergency Management, County-hired consultant, Tetra-Tech, Inc., in collaboration with Milpitas OEM, and provides a description of the local area, risk factors, vulnerability, the anticipated nature of situations, and consequences, which could threaten or occur in the city and/or county. The LHMP threat assessment adheres to FEMA's Community Preparedness Guide, 201, (CPG-201) principles to ensure the hazard analysis adequately addresses the necessary elements of threats, hazards, risk, vulnerability and consequences. The following threats are identified and discussed:

- Major Earthquake
 - Liquefaction
- Wildland/Urban Interface Fire
- Flood & Dam Inundation
- Landslide Drought/Land Subsidence
- Global Warming
- Thunderstorms and Lightning
- Heat
- Public Health Emergency
- Technological and Resource Emergency
- Hazardous Material Incident
- Terrorism, Complex and Coordinated Attack, & Civil Unrest

It is important to note that these hazards are not mutually exclusive hazards. One or more of these events may occur simultaneously or resulting from one another.

Annually, the Bay Area Urban Area Security Initiative (UASI) coordinates a regional effort to identify, catalog, and prioritize threats and hazards across the Bay Area. This effort culminates in an annually updated report called the Threat and Hazard Identification and Risk Assessment (THIRA). The THIRA helps local public safety agencies prioritize grant funding and

preparedness/mitigation endeavors to improve capabilities to address the most serious and highly prioritized risks and gaps. The hazards below (in addition to other risk factors) are addressed within the Local Hazard Mitigation Plan. Additionally, the Fire Department, Police Department and Office of Emergency Management receive regular, real time reports from the Northern California Regional Intelligence Center (NCRIC) for on-going threats.

MAJOR EARTHQUAKE Milpitas is in the vicinity of several known active and potentially active earthquake faults including the San Andreas, Hayward, and Calaveras faults. A 2014 USGS Earthquake Probabilities Working Group updated the 30-year earthquake forecast for California. They concluded that there is a 72% probability (or likelihood) of at least one earthquake of magnitude 6.7 or greater striking somewhere in the San Francisco Bay Area region before 2043 (See Appendix C: USGS Earthquake Map). A major earthquake of this magnitude occurring in or near Milpitas may cause many deaths and casualties, extensive property damage, and other ensuing hazards. The effects could be aggravated by aftershocks and by the secondary effects of fire, hazardous material/chemical accidents, and possible failure of waterways and dams. Such an earthquake would be catastrophic in its effect upon the population and could exceed the response capabilities of Milpitas, the Operational Area (OA), the California Governor's Office of Emergency Management (Cal OEM), and other state agencies. Emergency operations could be seriously hampered by the loss of communications and damage to transportation routes within, and to and from the disaster area, and by the disruption of public utilities such as power and water.

Two major local earthquakes that have impacted the county include:

- San Francisco Earthquake (1906), magnitude 7.8, 3000 fatalities reported
- Loma Prieta Earthquake (1989), magnitude of 6.9, 63 fatalities

Other significant local earthquakes near or within the county include:

- Concord Earthquake (1955), magnitude 5.4, 1 fatality
- Daly City Earthquake (1957), magnitude 5.3, 1 fatality
- Morgan Hill Earthquake (1984), magnitude 6.2, no fatalities
- Alum Rock Earthquake (2007), magnitude 5.6, no fatalities
- South Napa Earthquake (2014), magnitude 6.0, 1 fatality

The most significant earthquake action in terms of potential structural damage and loss of life is ground shaking and fire. Ground shaking is the movement of the earth's surface in response to a seismic event. The magnitude of the earthquake, distance from the epicenter, and characteristics of surface geology determine the intensity of the ground shaking and the resultant damages.

Damage may include destruction of buildings, making some uninhabitable due to the phenomenon of liquefaction. Liquefaction is the loss of shear strength in the soil. This results from the increase of water pressure caused by the rearrangement of soil particles induced by shaking or vibration. Liquefaction has been observed in many earthquakes, usually in soft, poorly graded granular materials (i.e., loose sands), with high water tables. Liquefaction usually occurs in the soil during or shortly after a large earthquake.

Every building in the City is exposed to high risk of damage in earthquakes by virtue of being in a seismically active part of the country. Some of these structures face an elevated risk because they are in high hazard zones, such as near a fault, on liquefiable soils, or on slopes subject to landslides. Other structures face high risk because their construction quality is inadequate to withstand strong shaking, as they were built decades ago, before modern building codes were enacted.

Major power plants are expected to sustain some damage due to liquefaction and the ground shaking intensity of the earthquake. The potential impact to the county is lessened by the availability of power from other sources outside the affected area and significant reduction in consumer demand is expected as well. The PG&E Metcalf Transmission Substation is in the south bay in an area of predicted strong shaking and is expected to sustain major damage. Milpitas is particularly at risk due to potential damage and the subsequent after affects resulting from damage to the PG&E natural gas transmission substation located in Milpitas at the interchange of highway 880 and 237.

Another major concern is whether an earthquake disrupts water availability and distribution for needed life support, to treat the sick and injured, and for fire suppression activities. Damage to underground utility lines, or “feeder lines” into the City from local water sources may also make receiving potable and recycled water supply a challenge.

LIQUEFACTION The relatively flat, urbanized Valley Floor is underlain by alluvial soil. This soil consists of interlayered, poorly sorted gravel, sand, silt, and clay deposited by water. The thickness of the alluvial soil increases westward from zero at the base of the east hills to 1,000 feet or more at the western edge of the City (Appendix D: Liquefaction Map). The alluvial soil in Milpitas was deposited in and adjacent to stream channels, in low-lying basins between streams, and on the floor of the Bay when the shoreline was further east of its present position. The composition and consistency of alluvial soils varies laterally and vertically over small distances and depths. Most of the alluvial soil in Milpitas is expansive and susceptible to liquefaction, and alluvial areas along creeks may be susceptible to lateral spreading. Local areas have compressible soils, poorly drained soils, shallow ground water, or are susceptible to lateral spreading. Because soil composition varies vertically as well as laterally, several soil types may underlie a site. Liquefaction occurring beneath buildings and other structures can cause major damage during an earthquake.

WILDLAND/URBAN INTERFACE FIRE (WUI) The combination of highly flammable fuel, long dry summers and steep slopes creates a natural hazard of large wildland fires in the east hillside of Milpitas. A wildland fire is a fire in which the primary fuel is natural vegetation. Wildland fires can consume thousands of acres of vegetation, timber and agricultural lands. Fires ignited in wildland areas can quickly spread, if unabated, to areas where residential or commercial structures are intermingled with wildland vegetation. Fires that start in urbanized areas can grow into wildland fires. WUI fire hazards are especially pronounced in areas of high structure densities adjacent to undeveloped open space areas with dense vegetation. WUI fires can result in death, injury, economic loss, and a large public investment in fire-fighting activities. Fires can rapidly proliferate to the point that local resources are inadequate.

Wildfire behavior is based on three primary factors: weather, topography and fuel. Wildland fire season in the county spans the months after the last spring rains have fallen and until the first fall or winter rains occur. The months of August, September, and October have the greatest potential for wildland fires as vegetation dries out, humidity levels fall, and offshore winds blow.

Wildfires can be caused by natural events, such as lightning or high winds. However, most wildland fires are human caused. Campfires, careless smokers, electrical sparks, and arson cause most wildland and WUI fires. In Santa Clara County, electrical equipment, such as power lines and transformers have caused numerous fires. A chronic cause for concern is fires started using mowing and power equipment around very dry vegetation.

Milpitas is responsible for the hillside that falls within the jurisdictional lines (Appendix D: Fire Hazard Map). Cal Fire is responsible for the unincorporated areas that line the east hills bordering Milpitas. However, fire agencies in the county have signed a countywide mutual aid agreement to ensure firefighting resources and personnel will be available to combat wildland and WUI fires. If these resources within the county are not enough to meet the threat, fire resources from throughout California can be summoned under the State's Master Mutual Aid Agreement administered by Cal OEM. All fire agencies in Santa Clara County have signed the California Master Mutual Aid Agreement and participate in mutual aid operations as required.

Additionally, in 2016 the Santa Clara County Community Wildfire Protection Plan (CWPP) was published. The CWPP is a collaborative approach for reducing wildland fire risks to communities and the environment. The plan includes an analysis of conditions such as fire apparatus access, community evacuation, fuels, topography, and weather. The plan also includes proposed projects developed through workshops. The initial focus is on the built environments that intermingle with the vegetated areas of the mountains and hillsides.

FLOOD There are approximately four miles of creeks in Milpitas, all of which are susceptible to flooding (Appendix D: Flood Map). Flooding in Milpitas typically occurs due to two interrelated factors – the overflow of major creeks and channels due to limited capacity in relation to flood flows; and, inadequate capacity of local drainage facilities. The Santa Clara Valley Water District (SCVWD) manages the major creeks and channels that flow through the city, while the city of Milpitas maintains the storm drain system and is responsible for managing the flow in the Wrigley-Ford Creek Pump Station.

Milpitas has a history of localized flooding, subsequently Milpitas is a participant in the National Flood Insurance Program (NFIP), which provides property owners and renters with federally backed flood insurance, reduces flood damage through a mandatory local floodplain management ordinance, and identifies and maps flood hazards. The City meets floodplain ordinance requirements through the implementation of Floodplain Management Regulations specified in Section XI, Chapter 15 of the Milpitas Municipal Code (MMC). For further information on flooding and the storm drain system, see the City of Milpitas 2013 Storm Drain Master Plan.

DAM INUNDATION Dam failure is the uncontrolled release of impounded water from behind a dam. Flooding, earthquakes, blockages, landslides, lack of maintenance, improper operation, poor

construction, or sabotage can all cause a dam to fail. Dam failure can result in downstream flooding that can affect property and life. The regional vicinity has several dams that are identified to have the potential to inundate portions of the City of Milpitas to include:

- Anderson Dam and Reservoir
- Coyote Dam and Reservoir
- Sandy Wool Lake Dam
- Higuera Dam

For more information on Dam Inundation affected areas (Appendix D: Dam Inundation Map), reference the Milpitas General Plan Update and the 2013 Storm Drain Master Plan.

LANDSLIDE Landslides are downward movement of a slope and materials under the force of gravity. In addition to gravity, extended periods of intense rainfall during the winter months is the primary cause of landslides. In February 2017, the Milpitas hillside at Calaveras Road, east of Evans Road, was subject to a landslide due to disaster storms, that later became a declared federal emergency. The landslide washed out Calaveras Road hillside, and restoration of the roadway project cost approximately one million dollars and shut down the roadway for approximately 6 months. Landslides can also be triggered by seismic activity. Landslides are a significant secondary hazard to wildland fire, where periods of heavy rainfall on denuded slopes cause landslides and mudslides. In Milpitas, (Appendix D: Landslide Map), large landslide deposits are present in the foothills. Although the largest landslides are tens of thousands of years old, portions of many of the landslides have reactivated. Large, deep landslides generally involve unstable bedrock as well as soil. These slides can be deeper than 100 feet. Small, shallow landslides generally involve only soil and weathered bedrock. Some of the steep slopes in the hills are susceptible to recurring debris flows, which are shallow, rapid landslides that often travel many hundreds of feet and impact areas well below the unstable hillsides on which they originate. Sandstone and shale underlie the west-central portion of the Hillside Area west of Spring Valley. Much of the shale is highly susceptible to land sliding. Residual soils are generally silty and sandy clay, less than 2 feet thick, and highly expansive.

The main types of landslide activity:

- **Slide** – Mass movements, where there is a distinct zone of weakness that separates the slide material from more stable underlying material.
- **Fall** – Abrupt movements of masses of geologic materials, including rocks and boulders that become detached from steep slopes or cliffs.
- **Debris Flow** – Rapid mass movement of a combination of loose soil, rock, organic matter, air, and water that mobilize as a slurry flowing down slope. These are most often caused by heavy precipitation and intense surface water runoff in steep gullies.
- **Mudflow** – Earth flow consisting of material that is wet enough to flow rapidly and contains at least 50 percent sand, silt, and clay sized particles. Mudflows can travel at speeds of 35 mph or greater.
- **Creep** – Imperceptibly slow, steady, downward movement of slope-forming soil or rock.

The occurrence of landslides is determined by both natural and human factors. Natural factors include the cohesive strength and characteristics of the affected minerals, the orientation of joints and planes of weakness between slide material and bedrock, the steepness of slopes, the degree of saturation of ground materials (highly affected by rainfall), and the density of vegetation. Human factors include the over-steepening and over-loading of slopes, the removal of natural vegetation, and the addition of water to the soil by watering of lawns and septic system drain fields, and onsite ponding of storm runoff.

DROUGHT/LAND SUBSIDENCE Droughts are short-term or long-term water deficiencies that cause environmental, and societal impacts. Droughts can last for indeterminate periods of time. Extended periods of drought can increase the risk of wildfire occurrences, can impact public water supplies and create land subsidence.

Land subsidence occurs when large amounts of ground water have been withdrawn from certain types of rocks, such as fine-grained sediments (Appendix D: Shrink & Swell Map). Rock compacts because the water is partly responsible for holding the ground up. Land subsidence is most often caused by human activities, mainly from the removal of subsurface water. Compaction of soils in some aquifer systems can accompany excessive groundwater pumping and it is by far the single largest cause of subsidence.

GLOBAL WARMING According to scientific projections, global warming will bring more frequent extreme heat events, worse air pollution, and sea level rise. These conditions will cause residential and commercial displacement, and more coastal and riverine flooding from extreme storms. Which in turn will have a significant impact on public health and disproportionately impact the area's most vulnerable populations of children, elders, people with chronic diseases, outdoor workers, and people living in poverty.

THUNDERSTORMS AND LIGHTNING Some thunderstorms can be seen approaching, while other times they can hit without warning. It is important to learn and recognize the danger signs and to plan. A severe thunderstorm watch is issued by the NWS when damaging winds of 58 miles per hour or more, or hail three-fourths of an inch in diameter or greater is likely to develop. A severe thunderstorm warning is issued when a severe thunderstorm has been sighted or is indicated by weather radar. While infrequent, lightning also poses a significant fire risk to the eastern hillside bordering Milpitas, most especially following many years of drought, making susceptible dead hillside vegetation.

PUBLIC SAFETY POWER SHUTDOWNS (PSPS) AND UNEXPECTED EXTENDED POWER LOSS Due to the increase of wildfire frequency in urbanized areas as a result of electric power structural failures, the Pacific Gas and Electric Company (PG&E), the electricity provider to the residents of Milpitas, has developed a plan to shutdown (PSPS) sections of the power grid during heightened risk of electrical failure, thereby significantly reducing the risk of fire in wildland urban areas. Conditions such as low humidity levels and wind gusts determine shutdown criteria. However, because these are naturally occurring conditions, the ability to reinstate power can exceed 48+ hours (depending on the passage of such weather conditions), extending that timeline even longer if infrastructure

damage needs to be resolved prior to reenergization of the lines. In addition to PSPS conditions, often inclement weather, or sudden damage such as a car accident, will knock power off unexpectedly. Because it was unplanned and a result of infrastructure damage, extended times of power loss occur unexpectedly and can last many days.

HEAT While heat waves do not elicit the same immediate response as floods, fires, and earthquakes, they have claimed more lives over the past fifteen years than all other proclaimed disaster events combined. Milpitas OEM works with recreation services to provide “cooling centers” to individuals in need at City recreation facilities during business hours. Notification is provided to the general public via social media platforms and emergency responder awareness. Alternate facilities open outside of Milpitas facility business hours are also suggested as local cooling centers. Santa Clara County OEM also provides a list and promotes cooling center locations throughout the County.

The National Weather Service (NWS) uses the Heat Index to issue excessive heat watches and warnings. The Heat Index combines air temperature and relative humidity to determine the human-perceived equivalent temperature. NWS will issue an excessive heat watch when conditions are favorable for an excessive heat event in the next 24 to 72 hours. An excessive heat event is generally defined as when the maximum heat index temperature is expected to be 105° or higher for at least 2 days and nighttime air temperatures will not drop below 75°. An excessive heat warning is issued within 12 hours of the onset of extremely dangerous heat conditions.

COLD While Milpitas is not generally known for having extremely cold weather, temperatures nearing freezing (32 degrees Fahrenheit or 0 degrees Celsius) can be dangerous when exposed for extended periods without proper shelter or clothing. Unusually cold temperatures pose a risk to homeless populations and other demographics within the City of Milpitas.

The NWS issues Wind Chill Watches and Warnings, Freeze Watches and Warnings, and Frost Advisories. These notifications are based on several factors to include temperature, wind speed, humidity, and various other factors. These notifications may illicit a response in various forms, such as the activation of Countywide overnight warming shelters or daytime warming shelters during Milpitas recreation facilities business hours. Notification of these shelters are advertised the same way the cooling centers are promoted.

PUBLIC HEALTH EMERGENCY A public health emergency involves the occurrence of any situation or event involving the presence and risk of exposure to any hazardous substance, waste or material; or communicable disease, virus or contagion, which significantly impacts life safety. A public health emergency is proclaimed when a toxic substance or communicable disease is present in such a form as to significantly impact life safety within the population at large.

Typical public health emergency situations include the following:

- Exposure to released toxic substance, chemical or material
- Exposure to fluid or airborne pathogen
- Exposure to high levels of environmental pollution

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- Exposure to infectious disease
 - Exposure to contaminated food and beverages
 - Exposure to untreated liquid and solid waste

Public health emergencies are rare occurrences and generally occur infrequently, although the spread of communicable diseases within a selected community or population group may reach such large proportions as to be proclaimed an epidemic. Widespread exposure to communicable diseases and released hazards can have devastating effects on unprotected populations. Past epidemics including influenza have claimed millions of lives.

New strains of viruses and other communicable diseases are being identified that are resistant to existing vaccinations and medical inoculations. These new "super viruses" have characteristics and qualities that are, in many instances, much more virulent and dangerous than diseases and maladies commonly experienced.

Public health emergencies can occur or might generate from any of the following locations:

- Locations where hazardous materials are stored, processed, used, or transported
- Hospitals, clinics and other medical treatment facilities
- Laboratories and research facilities
- Natural environments that are breeding grounds for pathogens
- Areas subject to high concentrations of pollutants

The introduction of any contagious pathogen or disease into the general population can result in the development of an epidemic. The occurrence of an epidemic in Santa Clara County could result in the death of hundreds, if not thousands, of people over a relatively short period of time. The Public Health Department has prepared for pandemic disease events, including pandemic flu.

TECHNOLOGICAL AND RESOURCE EMERGENCY Technological and resource emergencies may involve the disruption of critical lifeline systems, collapse of engineered structures, failure of essential service facilities, or widespread shortage of critical materials, supplies and subsistence items. Generally, technological emergencies occur when a human engineered system fails, whether due to poor design, lack of effective preventive maintenance, sabotage, virus, or demand overload.

The following hazards are associated with technological and resource emergencies:

- Disruption of essential services (i.e., electricity, gas, and water)
- Loss of government's ability to provide services
- Potential adverse impact to the environment
- Panic resulting from shortages of key commodities and subsistence items
- Disruption of commerce and business activity vital to the community
- Significant economic impact associated with production delays, lost revenues and costs associated system restoration and recovery

All of Santa Clara County is dependent upon a highly complex technological infrastructure. The public depends on the continuation of commercial utility operations, the safety of transportation

structures and facilities, the production of critical commodities, and the distribution of essential supplies.

Lifeline system disruptions, such as commercial power outages, occur on a regular basis. In most instances, service is restored within a very short time period. However, following the 1989 Loma Prieta earthquake, commercial power was disrupted throughout the county for over 24 hours, resulting in a significant impact to public and private activities.

The following facility/structure types are generally considered to be at risk for disruptions and/or outages:

- Power generation and distribution substations
- Wastewater treatment plants
- Water storage and distribution facilities
- Hospitals, fire stations, police stations, and other essential service facilities
- Key highway bridges, airport facilities, and rail lines
- Critical government and commercial communications and broadcast facilities
- Key subsistence production, processing, storage, and distribution facilities
- Fuel processing and distribution facilities
- Flood control facilities

HAZARDOUS MATERIAL INCIDENT The release of hazardous materials has the potential for adverse impacts upon human health, the environment, and property, depending upon the type, location, and quantity of material released. Jurisdictions near roadways that are frequently used for transporting hazardous materials and jurisdictions with industrial facilities that use, store, or dispose of such materials, all have increased potential for major hazardous material incidents.

There are four major highways in the county that carry large quantities of hazardous materials: U.S. 101, I-880, I-680, and I-280. U.S. 101 and I-880 are the most heavily traveled in terms of truck traffic and are the most frequent location of hazardous materials spills which occur on major roads. The Union Pacific Rail Road (UPRR) travels through the middle of Milpitas, in densely populated areas by housing, schools, the Great Mall and the BART/ Light rail interchange station. Additionally, fuel pipelines run underground through the City. The Santa Fe railroad right of way parallels U.S. 101 through the heavily populated eastern side of the county. Natural gas pipelines split in Milpitas at the PG&E substation, with pipelines running underground along U.S. 101 and I-880. Truck, rail, and pipeline transfer facilities are concentrated in this region, and are involved in considerable handling of hazardous materials.

Santa Clara County industries use and produce large amounts of hazardous materials that require on-site management and off-site disposal. These materials could be released during disasters such as earthquakes or terrorist attacks. Large amounts of the hazardous waste generated in the county is transported off-site to pre-approved treatment and disposal sites throughout the state. The balance is disposed of on-site through methods including evaporation ponds, incineration, pre-treatment of sewage discharge, and recycling.

Emergency response actions associated with hazardous materials are presented in the *County of Santa Clara Hazardous Materials Area Plan* which is maintained by the Department of Environmental Health Hazardous Material Compliance Division.

TERRORISM The use of force or violence against persons or property in violation of the criminal laws of the United States for purposes of intimidation, coercion or ransom. Terrorists often use threats to create fear among the public, to try to convince residents that their government is powerless to prevent terrorism, and to get immediate publicity for their causes.

Terrorist activities are an increasing threat to our society, and those attacks have occurred against both the public and private sectors. Since September 11, 2001, intelligence gathering capabilities and cooperative working relationships between local, state and federal governments has been enhanced to thwart additional terrorist attacks.

COMPLEX AND COORDINATED ATTACK A complex attack is conducted by multiple hostile elements which employ at least two distinct classes of weapon systems (i.e. indirect fire, direct fire, homemade explosives) against one or more targets. A coordinated attack exhibits deliberate planning conducted by multiple hostile elements, against one or more targets from multiple locations. A coordinated attack may involve any number of weapon systems. The key difference between a complex attack and a coordinated attack is that a coordinated attack requires the indication of long-term planning.

CIVIL UNREST A civil unrest activity such as a demonstration, riot, or strike that disrupts a community and requires intervention to maintain public safety.

CORE CAPABILITY OVERVIEW

In the National Preparedness Goal, the Federal Emergency Management Agency (FEMA) describes 32 core capabilities that address the greatest risks to the nation. As a community the county contributes to the Goal and strengthens our local and national preparedness by preparing for the risks that are most relevant and urgent for Milpitas. Each core capability is listed below by FEMA's five Mission Areas (Prevention, Protection, Mitigation, Response and Recovery) The 32 core capabilities are listed below:

COVERING ALL FIVE MISSION AREAS

Planning (All) – Conduct a systematic process engaging the whole community, as appropriate, in the development of executable strategic, operational, and/or tactical-level approaches to meet defined objectives.

Public Information and Warning (All) – Deliver coordinated, prompt, reliable, and actionable information to the whole community through the use of clear, consistent, accessible, and culturally

and linguistically appropriate methods to effectively relay information regarding any threat or hazard, as well as the actions being taken and the assistance being made available, as appropriate.

Operational Coordination (All) – Establish and maintain a unified and coordinated operational structure and process that appropriately integrates all critical stakeholders and supports the execution of core capabilities.

PREVENTION:

Forensics and Attribution – Conduct forensic analysis and attribute terrorist acts (including the means and methods of terrorism) to their source, to include forensic analysis as well as attribution for an attack and for the preparation for an attack in an effort to prevent initial or follow-on acts and/or swiftly develop counter-options.

Intelligence and Information Sharing – Provide timely, accurate, and actionable information resulting from the planning, direction, collection, exploitation, processing, analysis, production, dissemination, evaluation, and feedback of available information concerning physical and cyber threats to the OA, its people, property, or interests. Information sharing is the ability to exchange intelligence, information, data, or knowledge among government or private sector entities, as appropriate.

Interdiction and Disruption – Delay, divert, intercept, halt, apprehend, or secure threats and/or hazards.

Screening, Search, and Detection – Identify, discover, or locate threats and/or hazards through active and passive surveillance and search procedures. This may include the use of systematic examinations and assessments, bio-surveillance, sensor technologies, or physical investigation and intelligence.

PROTECTION

Access Control and Identity Verification – Apply and support necessary physical, technological, and cyber measures to control admittance to critical locations and systems.

Cybersecurity – Protect (and if needed, restore) electronic communications systems, information, and services from damage, unauthorized use, and exploitation.

Intelligence and Information Sharing – See Prevention

Interdiction and Disruption – See Prevention

Physical Protective Measures – Implement and maintain risk-informed countermeasures, and policies protecting people, borders, structures, materials, products, and systems associated with key operational activities and critical infrastructure sectors.

Risk Management for Protection Programs and Activities – Identify, assess, and prioritize risks to inform Protection activities, countermeasures, and investments.

Screening, Search, and Detection – See Prevention

Supply Chain Integrity and Security (Protection) – Strengthen the security and resilience of the supply chain.

MITIGATION

Community Resilience – Enable the recognition, understanding, communication of, and planning for risk and empower individuals and communities to make informed risk management decisions necessary to adapt to, withstand, and quickly recover from future incidents.

Long-term Vulnerability Reduction – Build and sustain resilient systems, communities, and critical infrastructure and key resources lifelines to reduce their vulnerability to natural, technological, and human-caused threats and hazards by lessening the likelihood, severity, and duration of the adverse consequences.

Risk and Disaster Resilience Assessment – Assess risk and disaster resilience so that decision makers, responders, and community members can take informed action to reduce their entity's risk and increase their resilience.

Threats and Hazards Identification – Identify the threats and hazards that occur in the geographic area; determine the frequency and magnitude; and incorporate this into analysis and planning processes to clearly understand the needs of a community or entity.

RESPONSE

Critical Transportation– Provide transportation (including infrastructure access and accessible transportation services) for response priority objectives, including the evacuation of people and animals, and the delivery of vital response personnel, equipment, and services into the affected areas.

Environmental Response/Health and Safety – Conduct appropriate measures to ensure the protection of the health and safety of the public and workers, as well as the environment, from all-hazards in support of responder operations and the affected communities.

Fatality Management Services– Provide fatality management services, including decedent remains recovery and victim identification, working with local, state, tribal, territorial, insular area,

and federal authorities to provide mortuary processes, temporary storage or permanent internment solutions, sharing information with mass care services for the purpose of reunifying family members and caregivers with missing persons/remains, and providing counseling to the bereaved.

Fire Management and Suppression – Provide structural, wildland, and specialized firefighting capabilities to manage and suppress fires of all types, kinds, and complexities while protecting the lives, property, and the environment in the affected area.

Infrastructure Systems – Stabilize critical infrastructure functions, minimize health and safety threats, and efficiently restore and revitalize systems and services to support a viable, resilient community.

Logistics and Supply Management – Deliver essential commodities, equipment, and services in support of impacted communities and survivors, to include emergency power and fuel support, as well as the coordination of access to community staples. Synchronize logistics capabilities and enable the restoration of impacted supply chains.

Mass Care Services – Provide life-sustaining and human services to the affected population, to include hydration, feeding, sheltering, temporary housing, evacuee support, reunification, and distribution of emergency supplies.

Mass Search and Rescue Operations – Deliver traditional and atypical search and rescue capabilities, including personnel, services, animals, and assets to survivors in need, with the goal of saving the greatest number of endangered lives in the shortest time possible.

On-scene Security, Protection, and Law Enforcement – Ensure a safe and secure environment through law enforcement and related security and protection operations for people and communities located within affected areas and for response personnel engaged in lifesaving and life-sustaining operations.

Operational Communications – Ensure the capacity for timely communications in support of security, situational awareness, and operations available, among and between affected communities in the impact area and all response forces.

Public Health, Healthcare, and Emergency Medical Services – Provide lifesaving medical treatment via Emergency Medical Services and related operations and avoid additional disease and injury by providing targeted public health, medical, and behavioral health support, and products to all affected populations.

Situational Assessment – Provide all decision makers with decision-relevant information regarding the nature and extent of the hazard, any cascading effects, and the status of the response.

RECOVERY

Economic Recovery – Return economic and business activities (including food and agriculture) to a healthy state and develop new business and employment opportunities that result in an economically viable community.

Health and Social Services – Restore and improve health and social services capabilities and networks to promote the resilience, independence, health (including behavioral health), and well-being of the whole community.

Housing – Implement housing solutions that effectively support the needs of the whole community and contribute to its sustainability and resilience.

Infrastructure Systems– See Response

Natural and Cultural Resources – Protect natural and cultural resources and historic properties through appropriate planning, mitigation, response, and recovery actions to preserve, conserve, rehabilitate, and restore them consistent with post-disaster community priorities and best practices and in compliance with applicable environmental and historic preservation laws and executive orders.

AUTHORITIES AND REFERENCES

Emergency response, like all governmental action, is based on legal authority. Milpitas' Emergency Operations Plan (EOP), follows federal, state, and local regulations and guidelines and was approved by the City Council on August X, 2021 through adoption of Resolution #XXXX (for copies of Resolutions, please contact the Milpitas City Clerk's Office). Additionally, best practices and lessons-learned have also been integrated into this plan where possible; these were identified in the review of after-action reports from recent national large-scale disasters, incidents, and events (to include Stafford Act, non-Stafford Act, terrorist non-Stafford act, and off-shore non-Stafford act incidents and events).

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

LOCAL

- City of Milpitas Municipal Code, "Title V – Public, Health Safety and Welfare"
- City of Milpitas General Plan Update, 2021
- City of Milpitas Capital Improvement Plan, Project No. 3445
- 2018 Local Hazard Mitigation Plan, Volume II, Milpitas Section
- City of Milpitas Administrative Policies (previously referred to as Standard Operating Procedures)
- Continuity of Operations Plan/Continuity of Government, DRAFT format

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 Local Hazard Mitigation Plan (2017)

STATE OF CALIFORNIA

- California Emergency Services Act (CA Govt. Code §8550 et seq.)
- Accessibility to Emergency Information and Services (CA Govt. Code §8593.3)
- Disaster Service Worker (CA 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, Div. 1, Title 2

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- California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA)
 - 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 Govt. 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.

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, Feb. 2003
- Homeland Security Presidential Directive 21: Public Health & Medical Preparedness, Oct. 2007
- Presidential Policy Directive-8: National Preparedness, Mar. 2011
- National Response Plan, U.S. Department of Homeland Security, Dec. 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, 2006
- Pets Evacuation and Transportation Standards Act (PETS), 2006 (42 USC §5196a-d)

AFTER-ACTION REPORTS REVIEWED DURING PLAN DEVELOPMENT

- Sonoma County Complex Fires After Action Report & Improvement Plan, June 2018
- Cal OEM Public Alert and Warning Program Assessment for Sonoma County, February 2018
- San Diego Wildfires After Action Report, May 2014
- NYC Hurricane Sandy After Action Report, New York 2013
- Hurricane Sandy FEMA After-Action Report, Federal Emergency Management Agency, 2013

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- After Action Report for the Response to the 2013 Boston Marathon Bombings, Massachusetts Emergency Management Agency
 - U.S. Response to the Ebola Epidemic in West Africa, Fact Sheet, 2014
 - Incident Specific Preparedness Review (ISPR)—Deepwater Horizon Oil Spill, U.S. Coast Guard, Department of Homeland Security, March 2011

In addition to the above AAR's, lessons learned from Operational Area practitioners deployed through the California Emergency Management Mutual Aid system to Lake County, Sonoma, Santa Barbara, informed this document.

SITUATION OVERVIEW

The City profile and threat/hazard analysis summary sections below provide an overview of the potential situation facing the City. This section identifies the risks and/or unique circumstances about the City that help emergency planners and city executives make preparedness decisions. The planning assumptions are as follows (It is important to note that not all assumptions will occur with any one incident):

- Emergency management activities are accomplished using SEMS and NIMS.
- All emergency response staff are trained and experienced in operating under the SEMS/NIMS/ICS protocols and procedures.
- Milpitas maintains operational control and responsibility for emergency management activities within city limits, unless 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 MMAA.
- The residents in Milpitas will be expected to provide for their immediate needs to the extent possible for potentially several days following a catastrophic event, or for at least 24 hours following a location-specific incident. This may include public as well as private resources in the form of lifeline services.
- Public, private and volunteer organizations, and the general public will have to utilize their own resources and be self-sufficient for potentially several days, possibly longer.
- In the event of a large-scale incident or event, it may become necessary to shelter a substantial number of the Milpitas population due to either evacuation or damage to residences.
- A regional incident such as catastrophic earthquake would adversely impact local government and response capabilities. Consequently, several local emergencies may be proclaimed.

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- Communications, electrical power, water lines, natural gas lines, sewer lines, and fuel stations may be seriously impaired following a major incident and may not be fully restored for 30 days or more.
 - Transportation corridors will be affected so only equipment, food, supplies, and materials on hand may be available for use during the first several days or more of emergency operations.
 - Large numbers of medically fragile evacuees may require transportation to/from shelter locations.
 - It is possible only emergency response personnel on duty at the time of a significant earthquake will be available during the first operational period.
 - Infrastructure damage may limit the number of emergency response personnel available to staff the EOC or other incident management organization functions for at least 12 hours.
 - In the event of a complex large incident or event, a clear picture regarding the extent of damage, loss of life, and injuries may not be known for well over 24 hours.
 - Milpitas will be responsible for utilizing all available local resources along with initiating mutual aid and cooperative assistance agreements before requesting assistance from the Santa Clara County, per SEMS.
 - There will be multiple operations or logistics needs for the same facilities located in the county although owned and controlled by outside agencies including the State and Federal government or the private sector.
 - Milpitas planning, policies, strategies, operations, and tactics will make every effort to consider the needs of the general population, children of all ages, individuals with disabilities and others with access and functional needs.
 - Some evacuees may require specialized medical care found only in a hospital, and/or access to medication, refrigeration, mobility devices, or service animals.
 - Milpitas Emergency Operations Care and Shelter in collaboration with the American Red Cross will ensure shelters meet the minimum requirements of the Americans with Disabilities Act of 1990 (ADA).
 - Milpitas' EOC capabilities may be limited for the first operational period if means of communications are impacted.
 - Essential services will be maintained if conditions permit.
 - An emergency will require prompt and effective response and recovery operations by the entire Milpitas incident management enterprise, to include emergency services, mutual aid resources, disaster relief and volunteer organizations, the private sector, the elected, executive, strategic, operational, and tactical incident responders, and the whole community.

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- Because of damage to the transportation infrastructure, out-of-region mutual aid, State and Federal resources, and resources from other states may not begin to arrive for several days.
 - Parts of the Milpitas may be affected by environmental and technological emergencies.
 - The Department of Homeland Security will provide threat conditions and identify possible targets through the regional intelligence collection and dissemination structures.
 - Control over Milpitas resources will remain at the local level even though the Governor has the legal authority to assume control in a State Proclamation of Emergency.

CONCEPT OF OPERATIONS

This section explains in broad terms, the City's intent regarding emergency response operations and 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.

SEMS AND NIMS COMPLIANCE

In accordance with state and federal laws, the City of Milpitas 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 to the County, Region, State and Federal levels. The City of Milpitas EOP complies with Federal guidance to use NIMS and State guidance to use SEMS. An overview of each system is included below.

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, region and state. SEMS incorporates the principals of ICS, the MMAA, 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 starting with Field Response level followed by Local Government, Operational Area, Region and State.

FIELD OPERATION

The field response level is where emergency response personnel and resources, under the command of an appropriate authority, carry out tactical decisions and activations in direct response to an incident, multiple incidents, or threat. This is the incident level- where the emergency response begins. SEMS regulations require the use of ICS at this level of an incident. Field response agencies are most often represented by local fire, law and public works. 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.

LOCAL GOVERNMENT

The City of Milpitas is a local government. 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. This includes Milpitas field response coordination with the EOC, and further extending beyond Milpitas' capabilities, to include reaching out to the Santa Clara County Office of Emergency Management, also known as the Operational Area (OA), for additional resources. Milpitas uses SEMS/ NIMS when the emergency operations center is activated or a local emergency is declared. Local governments are required to adopt and use SEMS when their EOC are activated or a local emergency is proclaimed in order to be eligible for State reimbursement of response-related costs.

OPERATIONAL AREA

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 Milpitas resides. The Operational Area facilitates and/or coordinates information, resources, and decisions regarding priorities among the local governments in the Operational Area.

The "Operational Area" is conceptual in nature and incorporates the effective incident management collaboration of the various jurisdictions within the boundaries of Santa Clara County. Santa Clara County is charged with taking the lead coordination and arbitration role within the OA and with being the primary point of contact and for the region and state. In an OA lead entity capacity, the County manages and/or coordinates information, resources, and priorities among the towns/cities, and serves as the link between the local government level and the regional level. At this level, the governing bodies are required in SEMS to reach consensus on how resources will be allocated in a major crisis affecting multiple jurisdictions or agencies.

California Government Code, Title 2, Division 1, Chapter 7, Article 9—California Emergency Services Act— defines an operational area as:

"Each county is designated as an operational area. In a state of war emergency each operational area shall serve as a link in the system of communications and coordination between the States emergency operating centers and the operating centers of the political subdivisions comprising the operational area.

The governing bodies of each county and of the political subdivisions in the county may organize and structure their operational area.

An operational area may be used by the county and the political subdivisions comprising the operational area for the coordination of emergency activities and to serve as a link in the communications system during a state of emergency or a local emergency." (Government Code § 8605)

Additionally, in accordance with California Code of Regulations, Title 19, Division 2, Chapter 1, Article 4—Standardized Emergency Management System—“The county government shall serve as the lead agency of the operational area unless another member agency of the operational area assumes that responsibility by written agreement with County government.” (19 California Code of Regulations § 2409)

In accordance with state statute the OA was organized in 1995 with a cooperative agreement (Santa Clara County Ordinance Code § A8-5) between the County and the 15 cities/towns located within the county geographic area. The Santa Clara County Operational Area Disaster Response and Recovery Organization Interim Agreement defines the OA and provides for sharing of critical information and emergency resources in a disaster, as well as for compliance with SEMS requirements.

The Operational Area serves as the coordination and communication link between the Local government and the Regional level (Cal OES Coastal Region). An Operational Area is the intermediate level of the State’s emergency management organization.

REGION

The Regional level manages and coordinates information and resources among the Operational Areas within the mutual aid region, and also between the Operational Area and the State level. The administration 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 in the Region. California is divided into three California Governor’s Office of Emergency Services (Cal OES) administrative regions – Inland, Coastal and Southern. Milpitas is within the Cal OES Coastal Region, which also serves as Mutual Aid Region II, based out of Alameda County. Regional response support activities are coordinated out of the Regional EOC (REOC), but some mutual aid will be coordinated between the Operational Area and Regional Mutual Aid Coordinators. This is to provide for more effective application and coordination of mutual aid and other related activities.

STATE

The State Operations Center (SOC) level is in Sacramento at the Cal OES headquarters. 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 and between the Regional level and State level. The State level also serves as the coordination and communication link between the State and Federal emergency response system. The State 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).

NIMS

NIMS guides all levels of government, non-governmental 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).

INCIDENT COMMAND SYSTEM (ICS)

A primary component of SEMS and NIMS, ICS is a standardized on-scene emergency management system designed to allow for an integrated organizational structure equal to the complexity and demands of single or multiple incidents without being hindered by jurisdictional boundaries. ICS addresses both organization and process. ICS is used to manage facilities, equipment, personnel, procedures, and communications using a common organizational structure and standardized procedures, per the ICS Field Operations Guide.

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, ICS is designed to establish standard response and operational procedures. This reduces the potential for miscommunication during incident response.

NATIONAL RESPONSE FRAMEWORK (NRF)

The NRF is based upon the premise that incidents are handled at the lowest jurisdictional level. In most incidents, state and local resources and interstate mutual aid will provide the first line of emergency response and incident management support. When state resources and capabilities are overwhelmed, Governors may request federal assistance. The NRF provides the framework for federal interaction with state, local, tribal, private sector and non-governmental entities in the context of domestic incident management to ensure timely and effective federal support. The NRF and NIMS are designed to work in tandem to improve the Nation's incident management capabilities and overall efficiency.

The NRF is the core operational plan for national incident management, and establishes national-level coordinating structures, processes, and protocols that will be incorporated into certain existing federal interagency incident or hazard-specific plans. The NRF is intended to facilitate coordination among local, state, tribal, and federal governments and the private sector without impinging on any jurisdiction or restricting the ability of those entities to do their jobs. The NRF OEM does not alter or impede the ability of first responders to carry out their specific authorities or perform their responsibilities.

INTEGRATING FEDERAL, STATE, AND LOCAL SYSTEMS

Taken together the NRF, SEMS, NIMS, ICS, and this EOP integrate the capabilities and resources of various governmental jurisdictions, incident management and emergency response disciplines,

non-governmental organizations (NGOs), and the private sector into a cohesive, coordinated, and seamless national framework for domestic incident management. Field level emergency responders, Department Operations Center (DOC) staff, Emergency Operations Center (EOC) staff, department executives, elected officials, and public information officers all have a vital role in successful comprehensive incident management.

ROLES & RESPONSIBILITIES

City Council	<ul style="list-style-type: none"> - Ratifies formal proclamation of a local emergency - Approves the EOP and any future revisions - Approves or waives City regulations to facilitate an effective emergency response.
City Manager's Office	<ul style="list-style-type: none"> - Approves emergency management policies and procedures. - Issues local emergency proclamation for the City. - Directs EOC during activations. - Provides direction for the overall City coordination of Local Emergency Response efforts. - Leads City recovery efforts.
City Public Information Officer	<ul style="list-style-type: none"> - Informs the Council and the Public regarding the status of the emergency under the direction of the City Manager or designee.
Office of Emergency Management/ Emergency Services Coordinator	<ul style="list-style-type: none"> - Oversees the Emergency Management Program. - Advises the City Manager on emergency management policies and procedures. - Provides emergency management training. - Provides advanced planning for multitude of emergencies. - Initiates warnings and notifications. - Maintains the EOP and the EOC in a constant state of readiness. - Oversees CERT and RACES volunteer activations and DSWVP status. - Sends emergency alert notifications to employees/DSWs via AlertSCC.
City Attorney	<ul style="list-style-type: none"> - Provides legal advice during emergency operations.
City Clerk	<ul style="list-style-type: none"> - Maintains critical government vital records. - Establishes the Disaster Volunteer Center.

Economic Development	<ul style="list-style-type: none"> - Assists with post-disaster economic recovery. - Serves as liaison efforts to the private sector.
Finance	<ul style="list-style-type: none"> - Manages City fiscal resources. - Establishes systems/procedures in advance of an emergency including cost accounting, procurement for emergencies and recovery. - Supports emergency resource procurement. - Manages time keeping, coding and payroll. - Facilitates post-disaster cost recovery. - Conducts internal audits on incident related costs.
Fire	<ul style="list-style-type: none"> - Mitigates fire risk through public information and outreach. - Ensures fire code compliance, and adoption of new codes. - Confines and extinguishes fires. - Provides search, rescue and recovery operations. - Coordinates Fire and Rescue Mutual Aid for the City. - Responds to HAZMAT incidents. - Conducts triage and victim care during a mass casualty event. - Assists Law Enforcement with evacuations in the city. - OEM coordinates and assists efforts in the EOC. - Coordinates trained volunteers through OEM.
Building	<ul style="list-style-type: none"> - Coordinates safety assessments. - Coordinates damage inspection activities for city sites and private sector. - Coordinates mutual aid through the state for building inspector services. - Works with the County to coordinate post-disaster interim, transitional, and long-term housing solutions. - Manages land use changes post-disaster when changes need to be made to avert similar problems in the future. - Adopts updated building codes as necessary.
Engineering	<ul style="list-style-type: none"> - Coordinates with the Building Department. - Conducts inspections on City infrastructure. - Coordinates mutual aid through the state for engineering services.
Human Resources	<ul style="list-style-type: none"> - Manages workers compensations claims.

	<ul style="list-style-type: none"> - Facilitates the Disaster Volunteer Center. - Swears in Disaster Service Workers, both volunteer and city staff.
Information Technology	<ul style="list-style-type: none"> - Restores priority systems per the COOP. - Provides technical support for all IT applications, systems and services.
Parks and Recreation	<ul style="list-style-type: none"> - Coordinates shelter activations and operations. - Coordinates the provisions of mass care services.
Police Department	<ul style="list-style-type: none"> - 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. - Manages law enforcement activities for the city.
Public Works	<ul style="list-style-type: none"> - Coordinates debris management activities. - Coordinates debris clearance from road and right of ways. - Identifies temporary collection and processing sites for debris. - Assists in damage safety assessments for City facilities. - Manages city vehicle fleet and fuel management. - Provides water service to the city, coordinates repair of the infrastructure and restoration of services. - Provides wastewater services, coordinates repair of infrastructure and restoration of services. - Maintains transportation technology systems and sewer and storm drainage systems on city roads. - Windshield survey damage assessments to city infrastructure.

PROCLAIMING A LOCAL EMERGENCY

The City Manager serves as the Director of Emergency Services. The Director of Emergency Services may request the City Council to proclaim the existence or threatened existence of a “local emergency” if the City Council is in session, or to issue such proclamation if the City Council is not in session. Whenever a local emergency is proclaimed by the Director, the City Council shall take action to ratify the proclamation within seven days thereafter or the proclamation shall have no further force or effect (Milpitas Municipal Code, Title V, Chapter 1, 4.01 – 4.02). If 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. When Santa Clara County proclaims a Local Emergency, the City of Milpitas 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. (Reimbursements can be sought under this provision only when approved by the Governor in accordance with orders and regulations promulgated as described in Govt. Section §8567.)
- Provide public employees, disaster service workers, and governing bodies certain immunities for emergency actions taken.
- Promulgated orders and regulations imposing curfew.
- Additionally, the City Municipal Code (Title V, Chp. 1, 4.03 - Powers and Duties in Emergencies) states that “In the event of proclamation of a ‘local emergency’ as herein provided, the proclamation of a ‘state of emergency’ by the Governor or the Director of the State Office of Emergency [Management] or the existence [of] a ‘state of war emergency’, the Director is hereby empowered to:”
 - Make and issue rules and regulations on matters reasonable 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;

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- Obtain vital supplies, equipment, and such other properties found lacking and needed for the for the protection of life and property and to bind the City for the fair value thereof and, if required immediately, to commander 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 county in which this City is located or the existence of a “state of war emergency”, to command the aid of as many residents of this community as he [she] deems 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; and
 - Execute all his ordinary power as City Manager, all of the special powers conferred upon him [her] by this Chapter or by resolution or emergency plan pursuant hereto adopted by the City Council, all powers conferred upon him by any statute, by an agreement approved by the City Council , and by any other lawful authority.

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. The City’s Continuity of Operations Plan (COOP) provides the framework for the City’s approach to continuing government authority and responsibilities in case of emergencies.

OPERATIONAL PRIORITIES

The City of Milpitas 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: People, Property, Environment and Recovery. The declared purpose of the Milpitas Municipal Code (MMC), Title V – Public Health, Safety and Welfare, Chapter 1 – Emergency Organizations and Functions, is to provide for:

“the preparation and carrying out of plans for the protections of persons and property within this City in the event of emergency; the direction of the emergency organization; and the coordination of the emergency functions of this City with all other public agencies, corporations, organizations and affected private persons.”

PEOPLE

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- **Saving lives:** The preservation of life is the top priority for the City of Milpitas 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 or Access Functional Needs (AFN):** People with disabilities and others with AFN may require assistance to provide for time-sensitive needs or support services to maintain health and safety and to maximize independence. The needs of this population should be considered and addressed as a high priority (Gov. Code 8593.3)

PROPERTY

- **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 Milpitas' 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 possible to enable residents and businesses to resume their normal operations.

RECOVERY

Support Community and Economic Recovery: The City of Milpitas representatives must work with the community to ensure the recovery operations are conducted efficiently, effectively, and equitably, promoting expeditious recovery of the affected area.

OPERATIONAL OBJECTIVES

The overall objective of emergency management is to ensure the effective government prevention, protection, mitigation, response, and recovery for situations associated with natural disasters, terrorist attacks, technological incidents, and national security emergencies. To carry out its responsibilities, the EOC organization will accomplish the following objectives during a disaster/emergency:

- Support of field response operations
- Information collection and vetting to provide intelligence to/from, field staff, emergency response volunteers, and the Operational Area (OA).
- Prepare intelligence/information summaries, situation reports, operational reports, and other reports as needed.

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- Maintain general and specific maps, information display boards, and other data pertaining to emergency operations and situational awareness.
 - Ensure continuity of government priorities, objectives, and actions.
 - Analyze and evaluate all data pertaining to emergency operations.
 - Maintain contact and coordination with county OA, field staff, and other non-governmental agencies.
 - Provide emergency information and instructions to the public, making official releases to social media, the alert notification system, the news media and the scheduling of press conferences, as necessary
 - Provide an active presence of the Director of Emergency Services, or designee, in setting objectives, establishing priorities, and making decisions that affect city government and the general public.
 - Coordinate and work with the OA and field staff/volunteers, to assess situation status, monitor resource needs, and coordinate requests for resources outside the scope of the City capabilities.
 - Establish priorities and resolve conflicting demands for support or scarce resources.
 - Fulfill obligations for intelligence gathering and information flow as described in SEMS and other guidelines.
 - Provide logistical support including management and requisitioning of resources for the emergency response where appropriate and requested.
 - Oversee and manage activities incurring costs and expenditures. Collect records needed for successful cost recovery.

EMERGENCY OPERATIONS CENTER (EOC)

The City of Milpitas 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 several critical tasks related to communications, coordination, resource management, and executive leadership. Additionally, the EOC coordinates tasks that augment existing Department Operations Centers (DOC) standard operating procedures. If an emergency is too large to be coordinated from the field, or if a major disaster occurs, the Department Head of the responding department will request the activation of the EOC. Authority to activate and deactivate the EOC resides with the City Manager, Assistant City Manager, Deputy City Manager, or designee.

The EOC is the focal point for communication between the field and the EOC, as well as between the EOC and the Operational Area (OA). Position-based checklists are followed during an EOC activation (Operational Binders in the EOC). The level of staffing will vary based on the needs of the specific event or incident. Ensuring the EOC is ready to activate at any time is the responsibility of the Director of Emergency Services and is carried out by the OEM Coordinator.

The Milpitas Office of Emergency Management keeps the Emergency Operations Center in a constant state of readiness for City staff to manage and respond to emergency situations affecting

the residents and business community in Milpitas. The EOC structure of command supports SEMS and NIMS.

EOC LOCATIONS

The EOC is located at 1275 N. Milpitas Blvd., the Milpitas Police Station. The EOC is accessible through Milpitas dispatch 24/7. Instructions for activating the EOC and position specific checklists are included the EOC Operational Binders and on the EOC server on Callisto.

If the EOC is unusable, the Alternate EOC, located at Milpitas Fire Station 1, 777 S. Main St., will be used. Laptops from the primary EOC will be relocated to the alternate EOC if circumstances allow. If technology from the primary EOC is unavailable for retrieval, the alternate EOC laptops may be used.

LEVELS OF EMERGENCIES

This section lists the levels of emergency and their relationship to the EOC activation. Additional details regarding EOC levels, triggers and the staffing plans for each level are found in the Operations Binders in the EOC.

Level I: Catastrophic Emergency

- Major disaster for which resources in or near the affected areas are overwhelmed. Extensive state and/or Federal resources are required. Examples include a catastrophic earthquake, large scale terrorist attack, or multiple, large wildland fires.
- Requires activation of the City, County and State emergency plans and their EOCs.
- In order to ensure available resources are provided on a prioritized basis during a Level I emergencies, access to State and Federal resources is coordinated through the County Operational Area EOC. Other resources not normally provided through mutual aid are coordinated through the City EOC during Level I emergencies.

Level II: Major Emergency

- A moderate to severe emergency for which local resources are not adequate, or assistance may be required across jurisdictional boundaries or on a Regional basis.
- Requires implementation of affected governments emergency plans and activations of their EOCs as well as the activation of the County EOC. Cal OES Coastal region may activate its EOC.
- An emergency that only impacts one city in Santa Clara County will, by definition, also impact 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 of Emergency.

Level III: Minor Emergency

- A minor to moderate emergency for which local resources are both adequate and available to respond.
- May trigger the City's emergency plans and require partial or full activation of the EOC.
- May have varying impacts on specific local governments.
- The City may activate its emergency plan while surrounding cities and the County may not.

ACTIVATION & DEACTIVATION

The 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 (via AlertSCC and dispatch).
- Open the EOC and prepare the facility to host operations.

Activation Levels

More detailed information to activation levels can be found in the EOC Operational Binders and the (City SOP 4 – 4: EOC Activation & Operations).

. There are two methods for staffing the EOC:

Partial Activation: For 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 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, all or most of the positions are filled in the EOC. A full activation occurs for the most significant events involving the use of full scope of City resources and the need for outside assistance.

Deactivation

At the 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 to operate in the EOC until it is determined that the situation is stable to reconvene in

other facilities. Recovery activities will continue long after deactivation of the EOC. The Planning and Intelligence Chief is responsible for presenting the deactivation recommendation to the EOC Director. The Action Planning Unit (Planning & Intel) is responsible for planning the transition from response to recovery operations.

Authority to deactivate the EOC resides with the City Manager, Assistant City Manager, Deputy City Manager, or designee. When no longer necessary, individual EOC positions should be formally deactivated. Prior to deactivating the EOC, the Liaison Branch (Management Section) should notify all internal and external partners of the decision to deactivate and the date and time of deactivation, while providing instructions for continued coordination outside of 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. See the EOC Operational Binders for further details regarding deactivation.

EOC ORGANIZATION

The organizational structure for the EOC is consistent with an “ICS-like” EOC Organizational Structure defined in current NIMS guidance, with a Management Section and four functional sections: Operations, Planning & Intelligence, Logistics, Finance & Administration. Operations is further broken down into four sub-sections: Public Works, Law Enforcement, Fire & Rescue and Care & Shelter.

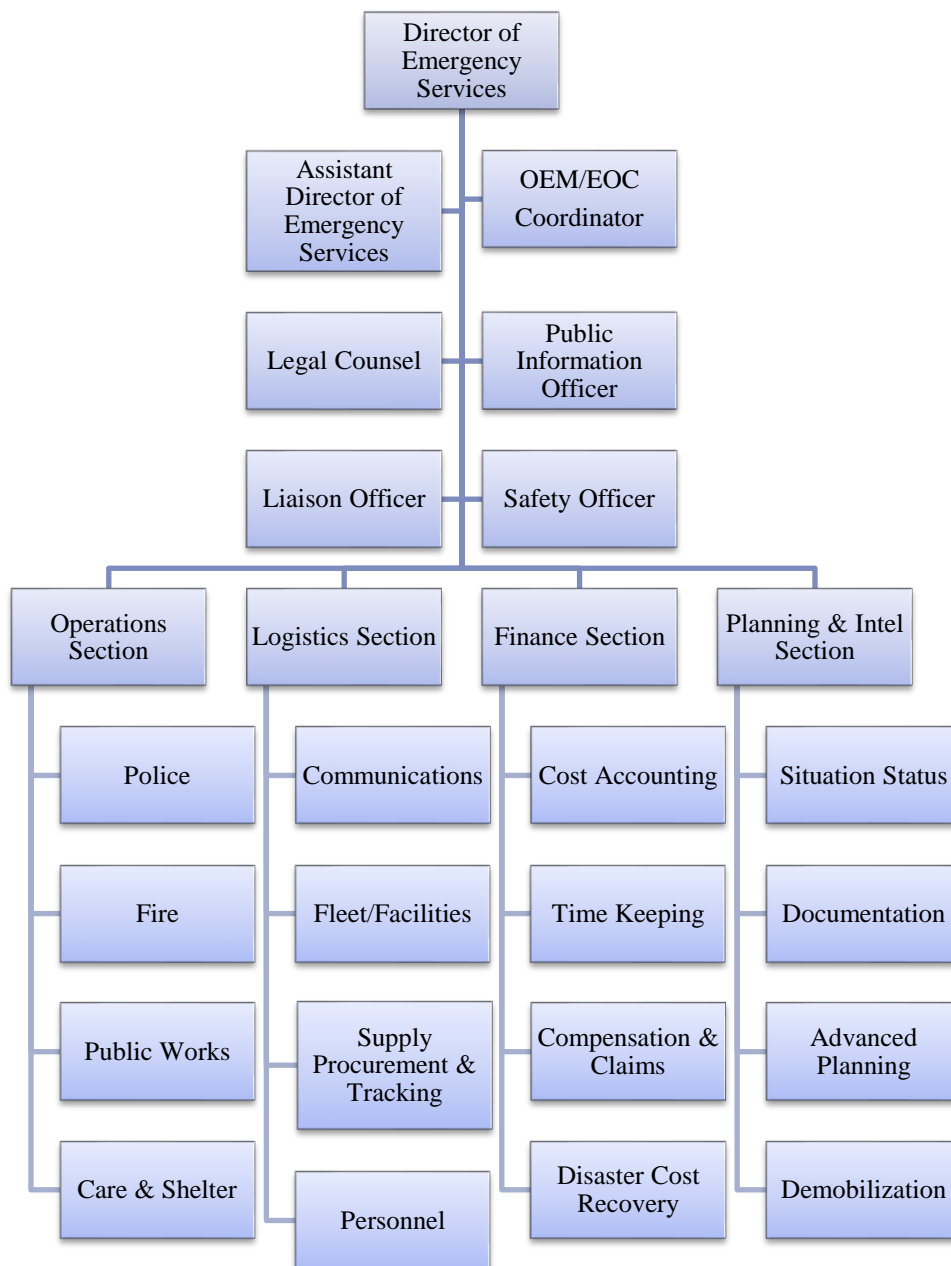
Per MMC, Title V, Chapter 1, Section 3, *Disaster Council* – The Milpitas Disaster Council reviews, evaluates, and communicates decisions on all matters pertaining to disaster preparedness. This Council is responsible for the following:

- Review, provide guidance and evaluate disaster preparedness progress, plans and exercises.
- Promote disaster preparedness through public education and outreach, training and volunteer programs, such as the federally administered Community Emergency Response Team (CERT) training program.

Per MMC, Title V, Chapter 1, Section 4, *Director of Emergency Services* – the Director of Emergency Services is appointed by ordinance and shall be filled by the City Manager.

The Milpitas EOC is organized by a tiered system. The Command/Management Section is made up of the Director and the Assistant Director of the EOC. The Command/Management Section also includes Legal Counsel, the OEM/EOC Coordinator, Public Information Officer(s), Safety Officer(s), and Liaison Officer(s). Depending on levels of staffing, an individual may play multiple roles in the EOC.

Reporting to the Management Section is Logistics, Finance and Administration, Planning and Intelligence and Operations. The Operation Section consists of Police, Fire, Care & Shelter and Public Works.



ORDERS OF SUCCESSION

In compliance with the California Emergency Services Act, the City adopted Resolution No. 5417, defining the City's line of succession, in the event the City Manager is unavailable to perform the duties of the Emergency Services Director. All duties and responsibilities shall pass to a City Manager Pro tempore until such time as a permanent appointment is made by the City Council and in the following order of succession.

1. Assistant City Manager
2. Deputy City Manager
3. Police Chief
4. Fire Chief

The term unavailable as used in the preceding paragraph means that the City Manager is either killed, missing or so seriously injured as to be unable to attend meetings or otherwise perform his/her duties. The City Manager Pro tempore shall serve until the City Manager is available or until a successor is appointed by the City Council. Any question as to whether the City Manager is unavailable shall be settled by the City Council or any remaining members of said body. (Resolution 5417, 3-17-87)

Orders of succession for Departments are activated when leadership is unable or unavailable to execute their duties during an emergency. Departments must establish, disseminate, and maintain their orders of succession by COOP critical positions. In the absence of Department Directors and Assistant Directors, senior staff on site and available should engage in responsive actions to preserve department functions and infrastructure and document actions until relieved of responsibility.

DELEGATIONS OF AUTHORITY

Delegations of authority (as listed above in Order of Succession) are specified by the City of Milpitas Municipal Code, Title V - Public Health, Safety and Welfare Section, and by Ordinance 22.1 detailed in Resolution 5417, 3-17-87. Certain incumbents in positions specified in the orders of succession found in Ordinance No. 22.1 and Resolution XXXX have delegated authority to perform all duties and responsibilities of the City Manager when so assigned. Delegations of authority for each department are listed in the COOP annex. Delegation of authority should be exercised by senior staff only when and if immediate action is required, and a superior is unable and unavailable to exercise the authority. An individual acting as successor should be relieved of his or her authority once a superior on the list becomes available, is able, and assumes the role of successor. An individual exercising the authority of a superior should record important actions taken and the period during which the authority is exercised. Planning for delegations of authority involves the following:

- Identifying which authorities can and should be delegated.
- Describing the circumstances under which the delegation would be exercised, including when it would become effective and when it would be terminated.

- Identifying limitations of the delegation
- Documenting to whom authority should be delegated.
- Ensuring designees are trained to perform their emergency duties

ROLE OF CITY STAFF - DISASTER SERVICE WORKERS (DSWs)

Under California Government Code, Section 3100, all public employees are obligated to serve as Disaster Service Workers (DSW). Public employees (civil service) are all persons employed by any government agency or public district in the State of California. The DSW does not include employees performing day-to-day response activities such as those associated with law enforcement or fire response. Continuity of government services is critical during disasters, and government employees will play an important role in maintaining the services necessary for the community to recover from a disaster.

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. DSWs in Milpitas:

- City Employees/DSWs will be “paged out” via AlertSCC (City SOP 04-05, Emergency Pagers & Systems) on their cell phones with instructions to return to work, call in, etc.
- City Employees/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 in the event of an emergency, DSWs will secure their own homes and families and then, if possible and they are so instructed, they will return to work to assist in response activities.

DIRECTION, CONTROL, AND COORDINATION

The City Manager, Assistant City Manager, Deputy City Manager, designee, 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 City manager may promulgate orders and regulations. They 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 residents.

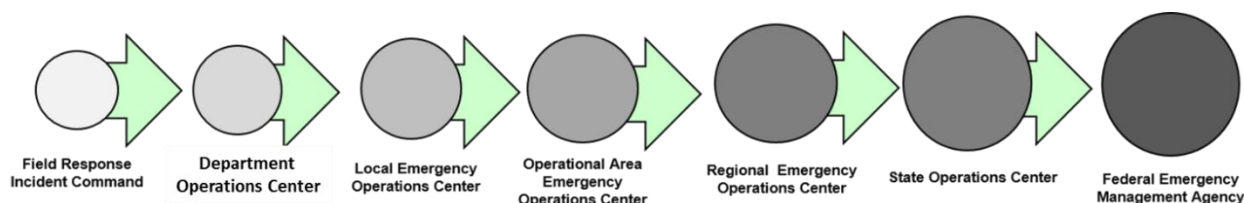
Additionally, the Governor has the power to suspend State agency orders, rules, or regulations that may impede emergency responses. Local governments generally do not have this power except by order of the Governor.

DIRECTION AND CONTROL INTERFACE

In a major emergency, the EOC may be activated to coordinate and support the overall response. Personnel that are part of a field level emergency response will utilize ICS to manage and direct on-scene operations. Tactical management of responding resources is always under the leadership of the on-site Incident Commander (IC) at the Incident Command Post (ICP). Depending on the complexity, ICs may report to the Department Operations Center (DOC) to dispatch resources amongst incidents, which in turn will coordinate with the EOC. However, more often, in Milpitas ICs will primarily communicate directly to their EOC Operations Section.

During multiple-incident situations within the county, an area command may be established to provide for ICs at separate locations. Unified Command is an application of ICS and may be established at the field response level when more than one agency has jurisdictional responsibilities. Agencies work together through the designated members of the Unified Command to establish their designated ICs at a single ICP. Under Unified Command, entities develop a common set of objectives and strategies which provides the basis for a single Incident Action Plan.

The EOC is activated to support field operations when events occur that require services beyond first responders. Field-level responders organize according to the Incident Command System (ICS) and coordinate with the dispatch center, DOC, and/or the EOC to share information and request support. Coordination occurs through aligned functional elements within the incident management organization. Milpitas' EOC will establish communications with the OA EOC, when the EOC is activated. The OA EOC will communicate with the State through the REOC if the scope of the incident requires such.



COORDINATION WITH DEPARTMENT OPERATIONS CENTERS (DOCs)

A Department Operations Center 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. When necessary, the city may activate DOCs if necessary, to coordinate support for field response activities.

In accordance with ICS principles, units in the field receive tactical direction from an on-scene IC. DOCs provide support to ICPs and coordinate with the EOC to request resources and to share information to and from the field level responders. Communication and information sharing occur between the DOC and the associated Section Branch Coordinator in the Operations Section of the EOC.

Additionally, coordination occurs between like or similar positions in DOCs and the EOC, for example, the Public Works Department DOC with the Public Works Operations EOC Unit. See EOC and DOC coordination links in the table below.

DOC	EOC
Fire & Rescue	Fire & Rescue Operations Branch
Law Enforcement	Law Enforcement Operations Branch
Parks & Recreation	Mass Care & Shelter Operations Branch
Public Works	Public Works Operations Branch

COORDINATION WITH THE OPERATIONAL AREA

The City EOC coordinates with the Santa Clara County Operational Area (OA) when activated. Coordination occurs to request resources and share information. Communication between the City EOC and the OA EOC occurs between position counterparts. For example, the City EOC Planning Section Chief communicates with the OA EOC Planning Section Chief. Additionally, during complex or large-scale incidents, the City may send a liaison to the Santa Clara County OA EOC to facilitate communication and coordination, especially in support of resource management. This person is part of the City's EOC Liaison Branch. Milpitas EOC responsibilities involve communicating and coordinating with the OA and other non-governmental organizations to support field-level emergency response personnel, ensuring continuity of government, and issuing orders to protect and inform the public.

COORDINATION WITH SPECIAL DISTRICTS

Special districts are defined as local governments in SEMS and often have unique resources, capabilities, and vulnerabilities. When activated, the City EOC coordinates with special districts, such as utility providers, school districts, transportation authorities, etc., to share information and request or provide support as necessary. The emergency response role of special districts is generally focused on the return to normal services. During disasters, some types of special districts will be extensively involved in the emergency response by assisting local governments. For some incidents the City may choose to send a liaison to a special district or utility, or the special district or utility may send a liaison to the City EOC in order to more efficiently share information and make decisions. Milpitas OEM works closely with special districts both during emergency and non-emergency times.

COORDINATION WITH NON-PROFIT AND VOLUNTEER 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 integrate volunteers in the City's incident response and recovery organization. Milpitas recognizes the valuable assistance and resources provided by Non-Governmental Organization (NGO) partnerships and the importance of organizations that perform voluntary services in the community. Subsequently, Milpitas continues to cultivate relationships with PNP (Private Non-Profit) organizations for support during emergency response operations. Private non-profit agencies and volunteer groups that have a key response role may be requested to have representatives at the City EOC in order to facilitate coordination with numerous NGOs involved in emergency response and recovery efforts. Coordination, activation, and deployment of these members may be incident driven and will follow the appropriate organization response.

Volunteer organizations host a valuable partnership with the community. However, use of voluntary organizations does not 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' Disaster Relief Efforts (CADRE) is the official local VOAD for Santa Clara County and supports the City's needs for addressing:

- Access and Functional Needs and ADA
- Food sourcing and distribution
- Disaster client case work and case management
- Donations management of used household goods

CADRE maintains a written coordination framework already in place, with a dedicated CADRE Duty Officer role and point of contact 24/7.

COORDINATION OF VOLUNTEERS

The City's emergency organization relies on a dedicated network of trained volunteers to support preparedness activities, augment response, and provide expertise in recovery. Volunteer agencies mobilize volunteers and other resources through their own systems. Mutual aid arrangements may include both governmental and non-governmental agencies. When available, volunteer/private industry agencies with extensive involvement in the emergency response may be represented in the Milpitas EOC. The Office of Emergency Management manages the following volunteer programs:

COMMUNITY EMERGENCY RESPONSE TEAM (CERT)

The Milpitas CERT program educates people about disaster preparedness for hazards and trains them in the FEMA approved disaster response program in areas of fire safety, utility controls, hazardous material and terrorism identification, cribbing, light search and rescue, team organization, disaster psychology and medical operations. Using classroom and drill based education, CERT members can assist others in the neighborhood or workplace immediately following an event when emergency responders may not be available to help.

Amateur Radio Emergency Services/Radio Amateur Civil Emergency Services (ARES/RACES)

Milpitas has trained amateur radio operators, registered to the Milpitas ARES/RACES. ARES/RACES radio operators are a primary source of initial damage assessment in any significant incident. Upon formal activation, they respond to work in coordination with CERT to report Milpitas neighborhood damage directly to the EOC. Milpitas ARES/RACES are an OA resource as well and can be requested on behalf of the County to assist in disasters or events unrelated, or on a larger scale, than just Milpitas. (City SOP 04-06, RACES Activation)

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 Milpitas, after a disaster, spontaneous unaffiliated volunteers will be managed, vetted and sworn into the Disaster Service Worker Volunteer Program (Cal OES DSWVP) at the Disaster Volunteer Centers (City Hall and/or Milpitas Sports Center) by trained City Staff, and overseen by the Office of Emergency Management Coordinator or designee. (City SOP 04-08, Spontaneous Volunteer Center)

The Disaster Service Worker Volunteer Program (DSWVP), through Cal OES, was created as the result of legislation to provide workers' compensation benefits to registered Disaster Service Worker (DSW) volunteers who are injured while participating in authorized disaster-related activities, including pre-approved training. Disaster service, as defined for the Program, is designed to aid in the response and recovery phases in a disaster or emergency.

INFORMATION COLLECTION, ANALYSIS & DISSEMINATION

A primary objective of the EOC is the timely gathering of information during an emergency and sharing vetted intelligence to ensure coordinated timely emergency response and continuity of government. To ensure effective intelligence flow, the EOC must establish communications systems and protocols to analyze, organize, integrate, and coordinate intelligence among all responders. Information collection, management and dissemination varies based on the nature of the incident. Regardless, the goal is to accomplish the objective of timely gathering of accurate, accessible, and consistent information to establish a common operating picture and maintain situational awareness. This is essential to incident management and is a major role of the EOC. (City SOP, 04-04 EOC Information Management)

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 advanced preparedness and planning and to devise incident management strategies and action plans and to make decisions about notifying the public. The Planning Section and Crisis Assessment Team will use this information to make recommendations to the Emergency Services Director, in order determine what steps should be taken, such as recommending activation of the EOC and the emergency organization. Information provided will inform situation reports to create a common operating picture and will be used to inform the operational objectives, priorities and strategies. Information may be collected during the incident or event from a variety of sources, to include:

- On-scene observations
- Incident Command Posts
- Field-level personnel
- Dispatch Center
- CADRE Inter-agency Coordination meetings
- 211/United Way
- Operational Area Conference Calls
- Law Enforcement Networks, such as the Northern California Regional Intelligence Center (NCRIC)
- Media Reports
- Social Media
- WebEOC
- Email
- MyMilpitas App.

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 are the critical items of information required by decision-makers to make timely decisions and prioritize key tasks and information requests. The table below of Available Essential Elements of Information demonstrates profiles of critical information necessary for several key discipline.

Available Essential Elements of Information:

Area or Infrastructure	Sources: Local & State level	Sources: Federal Level
Utilities & Infrastructure <ul style="list-style-type: none"> System Disruption & failures Location Cause Customers impacted Expected time of resumption Downstream impacts Interdependence issues Potential or impending system overloads 	<ul style="list-style-type: none"> CA Independent System Operator (Cal ISO) Department of Water Resources CA/County Public Health CA/County Dept. of General Services CA/County Dept. of Health Care Services CA Energy Commission CA Utilities Emergency Association Public Works EOC Staff Construction & Engineering Dept. Field Units News Reports/Social Media Santa Clara Valley Water District San Francisco Public Utility Commission 	<ul style="list-style-type: none"> FEMA Federal Emergency Regulatory Commission Bureau of Reclamation Army Corps of Engineers National Weather Service Nuclear Regulatory Commission/Nuclear Power Plants News Reports Field Units
Transportation <p>Disruption to:</p> <ul style="list-style-type: none"> Air Rail Shipping Roads Bridges Other forms of transportation 	<ul style="list-style-type: none"> CalTrans CA Highway Patrol Operational Area/WebEOC News Reports Field Units MTA Local Airports Rails (BART, Cal Train, UPRR) 	<ul style="list-style-type: none"> FEMA Coast Guard FAA NTSB Dept. of Transportation News Reports Field Units
Medical/Health <ul style="list-style-type: none"> Equipment Failures 	<ul style="list-style-type: none"> Emergency Medical Services Agency Medical Health Operational Area Coordinator 	<ul style="list-style-type: none"> FEMA Centers for Disease Control

<ul style="list-style-type: none"> • Disruptions in medical supplies • Facility Problems • Medical Evaluation Needs 	<ul style="list-style-type: none"> • Regional Disaster Medical Health Coordinator • CA Dept. of Public Health • SCC Dept. of Public Health • Operational Area & local EMS • News Reports • Field Units 	<ul style="list-style-type: none"> • U.S. Dept. of Health & Human Services • Food & Drug Administration • News Reports • Field Units • Regional Disaster Medical Health Coordinator • CA Dept. of Public Health
Hazardous Materials <ul style="list-style-type: none"> • Releases • Location • Exposure • Casualties • Evacuations • Damage • Supply/Source • Supply Disruptions 	<ul style="list-style-type: none"> • SCC Haz Mat Compliance Division Certified Unified Program • CA Dept. of Toxic Substance Control • CAL OES Warning Center • CA Environmental Protection Agency (EPA) • CAL OSHA • Dept. of Health Services • CA Public Utilities Commission • Operational Area • News Reports • Field Units 	<ul style="list-style-type: none"> • FEMA • EPA • Coast Guard • National Response Center • Dept. of Homeland Security • Dept. of Energy • Dept. Of Agriculture • Dept. of Health & Human Services • Dept. of Transportation
Public Events <ul style="list-style-type: none"> • Location • Potential for Problems • Law Enforcement & Fire Mutual Aid shortfalls 	<ul style="list-style-type: none"> • NCRIC • County Law Enforcement Branch Coordinator • Local Law Enforcement • Operational Area • News Reports • Social Media • Permits Issued (Fire Marshal, Building) 	<ul style="list-style-type: none"> • FEMA • Dept. of Justice • Dept. of Defense
Social Service System <ul style="list-style-type: none"> • Problems with Schools • Human Care Services • Human Welfare Programs 	<ul style="list-style-type: none"> • Operational Area • SCC Social Services • CADRE Coordination Meetings • Community-based Organizations • News Reports • Social Media • Private Sector • Field Units • 211/United Way 	<ul style="list-style-type: none"> • FEMA • Dept. of Commerce • Dept. of Education • HHS

INFORMATION ANALYSIS

Information analysis is occurring on all levels of emergency response before and during an incident. When the EOC is activated, information is provided to the EOC Planning & Intelligence Section from field staff, CERT, and/or ARES/RACES operators, and the agencies listed above in the “Essential Elements of Information” as applicable. A critical task of the Planning & Intel Section is turning the collected information into actionable intelligence. Raw information and data require evaluation, verification, and assessment for relevance. The Planning & Intel Section will process information made available, validate and organize relevant components, and ensure the resulting intelligence is evaluated by qualified personnel. Intelligence provided to the EOC is documented on the applicable ICS forms, priorities are set based on the directive of the EOC Director, objectives are determined, and EOC staff and field staff are tasked with the completion of said objectives.

INFORMATION DISSEMINATION

Information for the public is disseminated through several mechanisms under the control of the City Manager’s Office. Details describing how much information is collected, vetted, and disseminated to the public are described in the “Crisis Communications and Public Information Section.”

SITUATION STATUS REPORTING

Intelligence collected throughout the incident will be documented in a Situation Status Report. The Situation Status Unit (Plans & Intel Section) 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 Milpitas has established communications systems and protocols to organize, integrate and coordinate intelligence. The flow of the situation reports among the levels of government should occur consistently with the Standardized Emergency Management System (SEMS), as shown below:

Field Situation Status Report: 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 via the applicable Section Unit, to the Planning & Intelligence Section within the operational period.

Milpitas 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 FEMA, the REOC and SOC situation status reports will be assimilated in the JFO situation report. The REOC organization may be co-located with the federal organization at the JFO.

DISPLAYING INFORMATION

The EOC's major purpose is accumulating and sharing information to ensure coordinated and timely response. The EOC will maintain displays using large television screens connected to computers to track emergency information and status updates as needed. EOC Sections will maintain display screens 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 resulting from the disaster. The Planning and Intelligence Section is responsible for coordinating the 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. 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.

EOC ACTION PLANS

The City of Milpitas will share information and analyze intelligence using EOC Action 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 hard copy in the EOC Section Operational Binders and on the EOC drive on Callisto.

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 the emergency are short, sometimes only a few hours. As the emergency progresses, the 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:

1. Situation Status
2. Major Events, safety issues, and other important information
3. Listing of objectives to be accomplished (objectives should be specific, measurable, achievable, relevant and time oriented [SMART])
4. Statement of current priorities
5. Resources needed
6. Potential issues and problems
7. 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)
8. Assignments and actions necessary to implement the strategy
9. Operational period designation (the timeframes necessary to accomplish the actions)
10. 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)
11. Logistical or other technical support required.

TECHNICAL SERVICES NEEDED FOR INFORMATION COLLECTION AND DISSEMINATION

The EOC and its personnel must have access to 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, logins, and technical training). In addition, the City is prepared to scale up technology needs as the incident expands.

The City has established communication networks and systems to obtain information from local Operational Area, regional, state, and national systems and services. The City 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 24/7 to serve as the official state-level point of contact for emergency notifications. From this center, the 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 email.

Earthquake Notifications: The CSWC receives notifications 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 notification system that receives earthquake information from networks world-wide. The CSWC reports any alerts or warnings to the Operational Area for dissemination to the jurisdictions.

Weather Notifications: The City of Milpitas receives notifications of severe weather service from the National Weather Service.

Energy Notifications: California Independent Systems Operator (Cal 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, Cal ISO will direct utilities to reduce their load and issue emergency notices of energy interruptions. The CSWC will be contacted by the Cal 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 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).

CLETS and CLERS: The City of Milpitas Police Department receives direct notifications from these systems.

Public information is coordinated and integrated across jurisdictions and functional agencies; among Federal, State, local, and tribal partners; and with private-sector entities and non-governmental organizations. In order to effectively ensure timely and accurate public information alert and warning messages are disseminated, systems, structures, plans, policies, and equipment must be developed and identified to accomplish these tasks. Milpitas uses multiple forms of emergency communications to send messages from the City Manager's Office in a time sensitive manner. (City SOP 04-07, Emergency Public Information)

INCIDENT COMMAND POST PUBLIC INFORMATION OFFICER

The EOC Management, Fire and/or Law Section, 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 Unit. 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.

EMERGENCY PUBLIC INFORMATION BRANCH

The Emergency Public Information Officer (PIO) Branch provides communications support to the EOC Director during an EOC activation. The PIO Unit 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 or by coordinating messaging with ICP PIO. The PIO Unit Coordinator advises leadership on all public information matter relating to the management of the incident. The PIO Unit through the Joint Information Center (JIC) or the ICP PIO handles inquiries from the media, the public, and elected officials; emergency public information officials; emergency public information and warnings; rumor monitoring and response; media monitoring; and other functions required to gather, verify, coordinate, and disseminate accurate, public health, and safety information to the public. Additionally, the Unit coordinates with the Planning and Intelligence Section to gather, validate, and share accurate, relevant and timely information. (City SOP 04-07, Emergency Public Information).

JOINT INFORMATION SYSTEM (JIS)

The Joint Information System (JIS) provides the mechanism to organize, integrate, and coordinate information to ensure timely, accurate, accessible, and consistent messaging across multiple jurisdictions and/or disciplines with nongovernmental organizations and the private sector. It includes the plans, protocols, procedures, and structures used to provide public information. Federal, State, tribal, territorial, regional, or local Public Information Officers and established JICs are critical supporting elements of the JIS. A robust and competent JIS is integral to an effective and comprehensive incident management capability.

The JIS structure is used for ensuring that:

- Public Information Officer (PIO) functions are coordinated and integrated.
- A structure and system for developing and delivering coordinated interagency messages is provided.
- Public information plans and strategies on behalf of the incident management leadership can be developed, recommended, and executed.
- The City Manager's Office is effectively advised on public affairs issues that could affect a response effort, and rumors and inaccurate information that could undermine public confidence are controlled and managed.

JOINT INFORMATION CENTER (JIC)

The Joint Information Center (JIC) is a central location that facilitates operation of the Joint Information System, where personnel with public information responsibilities perform critical emergency information functions, crisis communications, and public affairs functions. JICs may be established at various levels of government or at incident sites or can be components of Federal, State, tribal, territorial, regional, or local Multiagency Coordination (MAC) groups (e.g., MAC Groups or EOCs). For incidents requiring 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. A single JIC location is preferable, but the system is flexible and adaptable enough to accommodate virtual or multiple JIC locations, as required. The activation of the JIC is coordinated by the PIO.

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 PIO at the JIC to correct inaccuracies and to maintain consistency in messaging. The EOC Director approves the messages for dissemination.

METHODS OF MESSAGE DISSEMINATION

The City uses a variety of mechanisms to disseminate public information. Among them are City-owned social media channels, NextDoor, traditional media, including broadcast and print, such as flyers, post cards, posters, electronic signs, community-based organization partnership outreach, AlertSCC and Emergency Alert System. Additionally, the City has access to communication methods in order to reach residents with varied abilities and access functional needs communities. During an emergency, Milpitas is also responsible for the dissemination of necessary information in multiple languages to the public. Public Information Officers (PIOs) disseminate emergency instructions and critical information to affected audiences—including government agencies, media, and the public—to provide messages that are accessible to all sectors of the community. Management and Operations Section of the EOC coordinate public alerts to disseminate complete, coordinated, and correct information to the public via the PIO. Milpitas emergency alert programs in place for disseminating warnings and emergency information to the public are described below:

AlertSCC

AlertSCC is the county's public alert and notification system made available to Milpitas Emergency Management. AlertSCC uses the 9-1-1 database to deliver messages to the public via landline-based telephones. Additionally, the public can register through a web portal to directly receive AlertSCC alerts and notifications on cell phones and via email and SMS. The multi-faceted approach to receive alerts is, by design, to assist those who may be deaf/hard of hearing, by receiving text message alerts in writing. And provides phone calls to those who are vision impaired. The Milpitas OEM Coordinator, along with Milpitas Dispatch, has been trained and authorized to create and send public alerts and notifications. SCCOEM and County

Communication's staff are available 24/7 to assist Milpitas in creating and disseminating public messages, as needed. Information is also be delivered through social media accounts.

Emergency Alerts to Non-English-Speaking Populations

The City of Milpitas contracts with various translation service companies for non-English speaking populations in the City of Milpitas. The OEM works with the translation services to create template alert and warnings in advance that can be disseminated with minimal delay to the community. Languages selected are reflective of the language make-up of the community. OEM creates public education events to connect with access and functional needs groups to assist with registration into the public alert and warning system and emergency preparedness.

CAP Channel (Common Alerting Protocol)

The CAP Channel allows emergency alerts via the Federal system. This includes Integrated Public Alert and Warning System (IPAWS), which is an internet-based capability Federal, State, and local authorities can use to issue critical public alerts and notifications. This communication pathways includes Wireless Emergency Alerts (WEA). WEA can deliver alerts and notifications to cell phones within a geographic area. The Emergency Alert System (EAS) is a national public warning system via local broadcast media. Santa Clara County's primary station is KCBS (740 AM) and KSJO (92.3 FM) serves as the county's backup station.

COMMUNICATIONS 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 include:

- Voice Over Internet Protocol (VoIP)
- Cellular phone
- Satellite phones
- Fax machines
- Internet enabled computers, website and email
- Silicon Valley Interoperability Radio Authority (SVIRA) ECOMM phone
- Emergency Alert Systems (EAS)
- RACES amateur radio
- Public Safety frequencies (i.e. law, fire, ems)
- Government frequencies (dept./agency radios/EOC to EOC)
- Low Band frequencies (EOC to EOC radios)
- Business/Commercial frequencies (i.e. PG&E, Red Cross, Valley Water

- Social Media Outlets (Nixle, Facebook, Twitter, Next Door, etc.)
- WebEOC

WebEOC

WebEOC is an internet-based program available to the City as an emergency management information sharing and tracking system. WebEOC is a tool that allows the City access and to share the 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 can share real time information and resources available to emergency managers.

Public Awareness and Education

The public's response to any emergency is based on their understanding of the nature of the emergency, the potential hazards, and the practical response of emergency services. Milpitas OEM provides emergency preparedness information from local, State and Federal sources available to the residents of Milpitas. Milpitas provides educational outreach on specific hazards throughout the calendar year, aiding in the disaster preparation and education for residents and business' in the community. Milpitas has an emergency preparedness commission which meets every other month, consists of a city staff liaison, residents, the school district, the business community, and a council member (serving as a liaison) who focus on community awareness and preparedness. OEM, with the assistance of volunteers provide the following programs, classes, public education events, and informational materials:

- Public Safety & Emergency Preparedness Commission
- Community Emergency Response Training (CERT)
- ARES/RACES
- Map Your Neighborhood (English, Chinese and Spanish) and Neighborfest
- AlertSCC (English, Spanish, Vietnamese and Chinese)
- Family Preparedness Guide and Education
- Emergency Preparedness in Vulnerable Communities (Elderly, Access & Functional Needs, Pets)
- Medical Triage & Treatment Courses, Hands-Only CPR
- Business Preparedness
- Financial Future Preparedness
- OEM Page NextDoor Public Information
- Milpitas OEM Webpage
- City Social Media Outlets (City SOP 04-09, Social Media Policy)
- OEM-MUSD Partnership in Preparedness Programs

EOC Organization

The EOC is comprised of five Section Units- the Management, Operations, Planning and Intelligence, Finance and Administration and Logistics. All five Section Units have job specific

duties and expectations regarding their response to support field operations. In the EOC all Section Units have binders provided with general Section Unit overview of responsibilities, duty specific checklists, instruction manuals for web based EOC computer programs, templates, and printed forms and documents. In addition to the manual binders for reference, each EOC computer is set up to access the EOC drive on Callisto, the City's server, EOC([\\callisto](#)). The binder and EOC server folder are duplicates of one another for redundancy in the event of technology issues during a disaster. In the EOC Activation folder, each Section Unit has its own folder in "2. EOC Sections", with all the applicable forms, checklists, templates, documents, manuals, guides, and eventually electronic versions of the EOP Annexes as they are developed and applied. All EOC computers are set up specifically for the Section Unit and not the User to provide records and avoid miscommunications as a result of personnel changes within the EOC.

PLANNING & INTEL

The Planning/Intelligence Section is a primary function of the EOC. This section gathers information from a variety of sources, analyzes and verifies information, and prepares and updates internal EOC information and map displays. This section oversees the Planning meetings and prepares the EOC Action Plan. The Planning and Intelligence Section, Documentation Unit will maintain copies of documents that are integral to functions (such as Action Plans, SEMS forms, Situation Status Reports, position logs and sign-in sheets), that together make up the history and chronology of incidents when the EOC is activated. EOC documentation and prepares advanced planning information as necessary. The Planning Section Chief reports directly to the Director of Emergency Management. Job specific duties and checklists are available in the EOC Planning & Intel Section Binder. Additionally, details regarding retaining, filing, and maintaining documentation of EOC activities is found in the Planning Sections Operational Binder.

FINANCE & ADMINISTRATION

The Finance & Administration Section is a primary function in the EOC. This Section manages all financial, administrative and cost analysis aspects of the emergency. Finance is responsible for ensuring all financial procedures and administrative policies are consistent with laws and regulations. Guidance is provided in their position specific checklist at the EOC. The Finance and Admin Section Chief reports directly to the Director of Emergency Management. Job specific duties and checklists are available in the EOC Finance Section Binder.

DOCUMENTATION

The EOC Finance Section is responsible for maintaining records on damage assessments expenditures, recovery cost expenditures, insurance related documents, personnel overtime and other costs associated with the emergency. Finance is also responsible for inventorying fixed assets (City SOP 24-1, Fixed Assets Inventory Control).

Cost Tracking

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

- The Finance Department is responsible for coordinating the City's efforts to properly apply for state, and/or federal reimbursement for disaster-related costs and obligations. The Finance Department leads the 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 that receive FEMA disaster assistance funds. If the Inspector General determines that a grant application 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 to 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.

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 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 work. Ineligible expenses include costs for standby personnel and/or equipment and lost revenue.

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 the City. 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 vehicles 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 of 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 what exact resources were used and for what purpose.
- Copies of requests for proposals issued for work that is contract 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.

Purchasing Requirements

The City Finance Department is responsible for City finance related administrative policies. At present time the City is in a contract arrangement with The Martinet Group to develop the Disaster Cost Recovery Plan. Until emergency purchasing requirements are developed to reflect Federal and State compliant disaster cost recovery, the City will maintain compliance with City SOP purchasing procedures. See City SOPs listed below:

Federal Emergency and Federal Grant Procurement Procedures (Adopted by Council on April 7, 2020 through Resolution 8956)

Procurement Card Administrative Policy dated June 1, 2021

SOP 30-5.1, Payment Approval for Authorized Goods & Services Purchases

Purchasing Policies and Procedures Manual dated Feb. 4, 2021

The Finance Department generates special coding for emergency expenditure tracking which is used for both labor and equipment. The Finance Section will compile reports, included 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 guidance provided by each grant program. The FEMA Public Assistance Program and Policy Guide provides record-keeping requirement guidance that is generally applicable to most programs.

LOGISTICS

The Logistics Section secures facilities, services, resources and management, and other support services to city emergency response staff, and NGOs/PNPs, responding to the emergency, and to meet internal EOC operating requirements.

RESOURCE MANAGEMENT

Resource management preparedness involves identifying and typing resources; qualifying, certifying, and credentialing personnel; planning for resources; and acquiring, storing, and inventorying resources. Resource requests for support directed to the EOC will be channeled through the appropriate EOC Operations Section, to the Planning and Intelligence Section, ultimately resulting in Logistics for fulfillment upon approval. The Logistics Section Chief reports directly to the Director of Emergency Services. Job specific duties and checklists are available in the EOC Logistics Section Binder.

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.
- **Type:** Provides further details regarding the capability of a specific kind of resource that applies a metric to designate it as a specified numbered class (e.g. Type 1 IMT, Type 2 IMT, and Type 3 IMT).

REQUESTING RESOURCES

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

- Detailed item description including quantity, capability, category, kind and type, if known, or a description of required capability and/or intended use.
 - If suitable substitute resources or preferred source exists, 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.

- 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 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).
- Appropriate signatures depending on the purchase amount (SOP 30-5.1, Signature Authority).

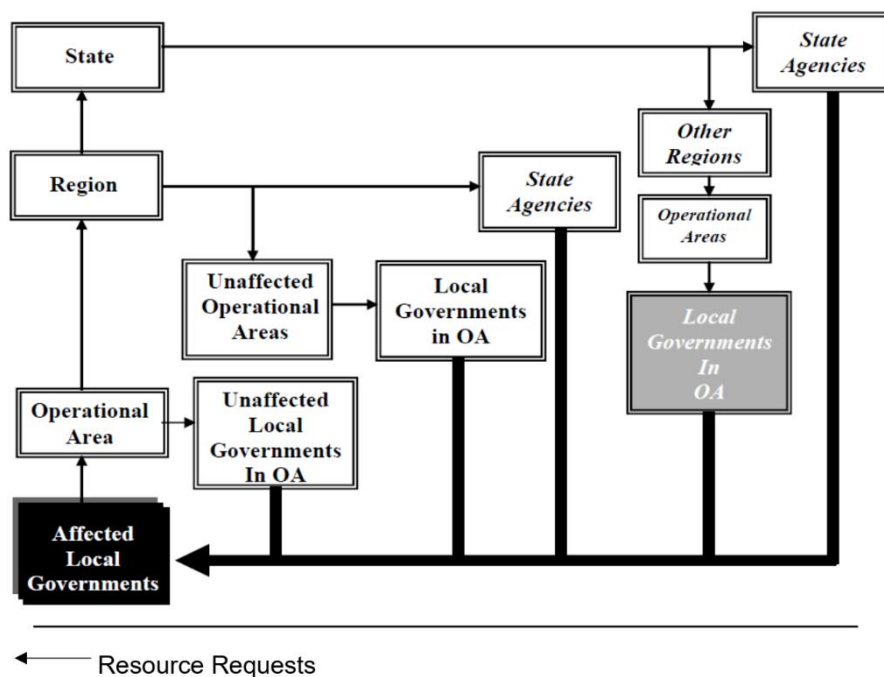
GENERAL RESOURCE REQUEST FLOW

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 the 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 department, or 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 request by procuring the necessary services or supplies first from within existing City resources, and then from the private sector or other non-governmental sources.

When City resources have been exhausted, or certain resources are unavailable, resource requests are then routed to the Operational Area EOC, (Santa Clara County EOC). If resources are exhausted in the Operational Area, requests are routed to the Coastal Regional EOC following SEMS protocols. See the General Flow of Requests and Resources Flow Chart below.

Mutual Aid System Concept: General Flow of Requests and Resources



DISCIPLINE-SPECIFIC MUTUAL AID RESOURCES 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), following a slightly different path when requesting resources. While they still flow bottom up, following SEMS levels, the requests are initiated, communicated, and coordinated, following SEMS levels, the requests are initiated, communicated, and coordinated, through designated Mutual Aid Coordinators at each level. The City's authorized staff (Fire Chief, Police Chief, Public Works Director, etc.) issue requests for assistance using the relevant dispatch center to initiate the process by communicating the request to the Operational Area Mutual Aid Coordinator through the Operational Area dispatch center. Initiated request and the status of the resources are tracked, and that information is shared with the associated Unit of Operations Section in the EOC.

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 Incident Command Post, Department Operations Centers and EOC to coordinate to identify and meet resource needs. The six primary tasks of resource management during an incident are:

- Incident requirements
- Order and acquire

- Mobilize
- Track and report
- Demobilize
- Reimburse and restock

RESOURCE TRACKING

Resource tracking occurs prior to, during and after an incident. The 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 Incident Command Post, to Department Operation Center, to the EOC, and continue until the information is received by the resource provider.

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” (Title 19 CCR §2415).

The basis for the Mutual Aid System in 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. Milpitas is 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, the 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.

The City of Milpitas 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 subdivisions to receive interstate aid in a disaster.

In addition to mutual aid from other jurisdictions and from other states, the City of Milpitas 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.



The foundation of California's emergency planning and response is the California Disaster and Civil Defense Master Mutual Aid Agreement (MMAA), 1950, which provides that:

“each of the parties hereto should voluntarily aid and assist each other in the event that a disaster should occur, by which the interchange of services and facilities, including, but not limited to, fire, police, medical and health, communication, and transportation services and facilities, to cope with the problems of rescue, relief, evacuation, rehabilitation, and reconstruction which would arise in the event of a disaster”

The MMAA creates a formal structure wherein each jurisdiction retains control of its own facilities, personnel and resources, but may also receive or render assistance to other jurisdictions within the state. State government is obligated to provide available resources to assist local jurisdictions in emergencies. It is the responsibility of the local jurisdiction to negotiate, coordinate, and prepare mutual-aid agreements.

Mutual Aid Systems

A statewide mutual-aid system, operating within the framework of the MMAA allows for the progressive mobilization of resources to and from emergency response agencies, local governments, OAs, and state regions with the intent of provide requesting agencies with adequate resources. Emergency mutual-aid response and recovery activities are generally conducted at the request and under the direction of the affected local government.

The statewide mutual-aid system includes several discipline-specific mutual aid systems, such as fire rescue and law. The adoption of SEMS/NIMS OEM does not alter existing mutual-aid systems. These systems work through local government, OAs, regional and state levels consistent with SEMS/NIMS guidelines.

During, and following, an incident, the coordination of resources is critical when there are multiple requests for similar resource or when resources are scarce. It is anticipated that a Mutual Aid MAC Group will be established to coordinate mutual aid resources. The 2013 California Statewide MACS Guide provides the architecture to support coordination for incident prioritization, scarce resource allocation, communications systems integration, and information coordination.

MULTI-AGENCY COORDINATION GROUPS (MAC GROUPS)

The Multi-Agency Coordination (MAC) System is one of the four pillars of SEMS, which are the ICS, MAC System, the Master Mutual Aid System, and the Operational Area Concept (as identified in the Emergency Services Act, Section 8607). In accordance with the 2013 California Statewide Multi-Agency Coordination System Guide, MAC groups are convened to address incidents or situations in which resources are considered scarce and decision-makers need to prioritize their allocation in order to best serve the communities in need. Activating a MAC group helps to ensure that operational tempo is not hindered for the MAC group parent organization/operations center, objectives may still be set, and progress continued to be made while still tackling difficult or complex problems or issues.

A MAC group may be convened by an EOC Director or other authority to prioritize incidents for the allocation of scarce resources, and should consist of administrators or executives, or their designee, who are authorized to commit agency resources and funds.

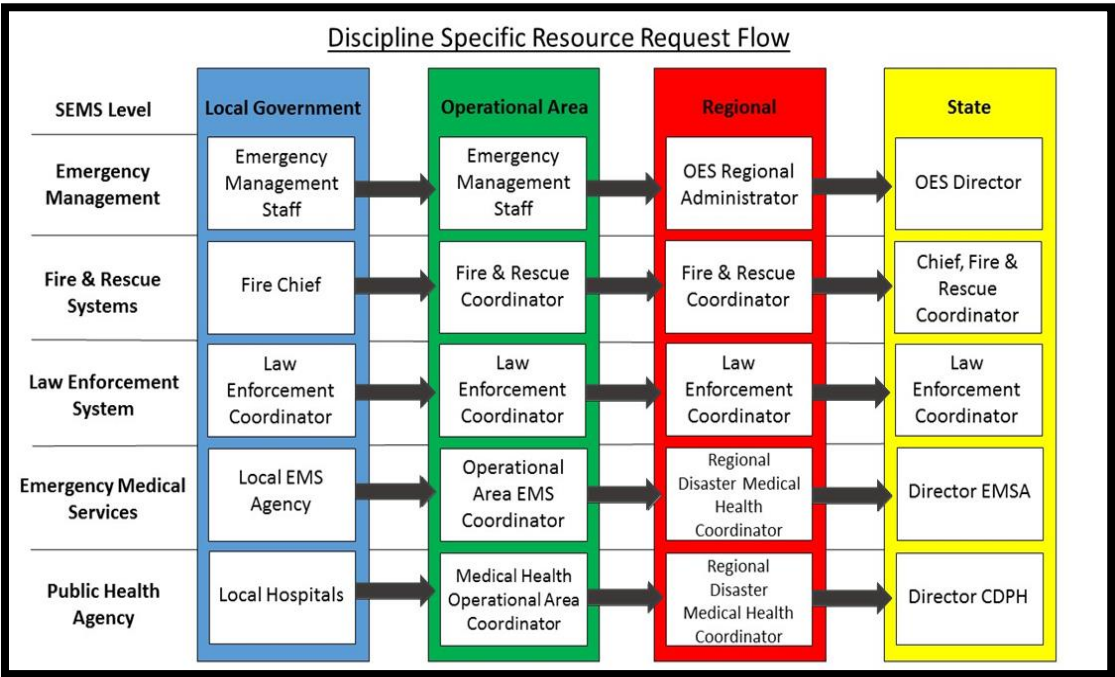
Mutual Aid Authorities, Plans, and Guidance Documents

Mutual-aid assistance may be provided under one or more of the following authorities:

- California Master Mutual Aid Agreement (MMAA)
- California Law Enforcement Mutual Aid Plan
- Coroner Mutual Aid Plan
- California Fire Service and Rescue Mutual Aid Plan
- California Medical Mutual Aid Plan
- Emergency Managers Mutual Aid Plan
- Santa Clara County Law Enforcement Mutual Aid Protocol
- California Statewide Multi-Agency Coordination System Guide

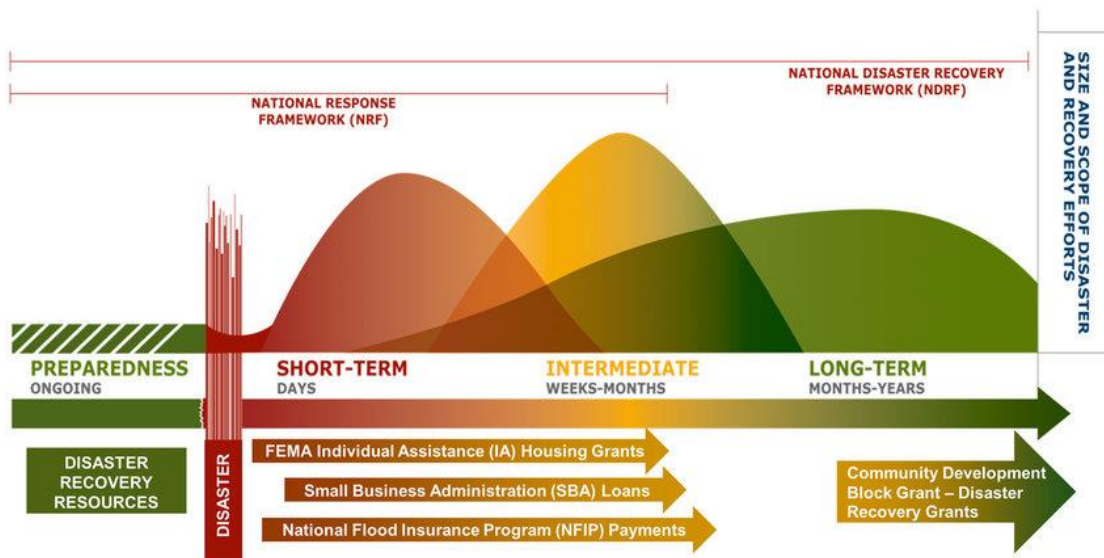
Integration of Mutual Aid Resources

In order to receive County, State, and Federal resources, coordination needs to be done through the OA EOC, and field level command structures. The discipline specific OA Mutual Aid Coordinators will oversee tracking requests for equipment, resources, and manpower under existing mutual aid protocols. The requesting agencies are responsible to report to OA EOC the number and status of resources deployed on a mission daily. Resource typing of equipment will be handled by individual disciplines—law, fire, EMS, public works, and others—under the guidance issued by Cal OEM regarding NIMS implementation. Resources requested through the county EOC will be done following the prescribed county resource requesting process below:



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 Milpitas 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. The graphic below shows the phases of recovery as defined in the National Disaster Recovery Framework.



The City Manager’s Office is the lead 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 uses 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 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 business 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 open and transparent recovery process that actively engages the “Whole Community” in post-disaster recovery planning.
- 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 facilitates 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.

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
 - 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

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.

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
- Integration mitigation strategies into rebuilding efforts
- Recovering disaster-related costs for infrastructure restoration through state and federal grant programs

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, operation personnel surveys, CERT members, and be of varying detail and quality.
- Estimate monetary damages: Estimates of financial losses are needed to complete state and federal forms (Initial Damage Assessment Summary Reports, IDA) to support the proclamation and major disaster declaration processes.
- Safety Inspections: Formal assessments of a facility's safety for use as an 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 at the same time. Immediate surveys of damage will be conducted by City departments with disaster response field units: Police, Fire, and Public Works. Technical damage assessments are conducted by inspectors from Planning, Building and Engineering, Public Works and private utility providers. The Police Department will conduct aerial reconnaissance, via drone, of impacted areas to determine the extent of damage, and will report this information to the EOC Damage Assessment Unit. Damage assessment information will also be collected through DOCs, if activated, and share with the EOC Damage Assessment Unit. This overview of damaged areas will be 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, including 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.

DISASTER RECOVERY ASSISTANCE

Depending on the size and scope of the incident, State and Federal programs may be activated to provide recovery assistance based on damage data and impact information identified in the IDE forms submitted by affected local jurisdictions through their Op 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 will be available upon the development of the Recovery Annex.

PRIVATE SECTOR ASSISTANCE

Local governments, State agencies and some Federal agencies can provide disaster recovery 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 LAC. A LAC serves as a centralized location, operated by an effected jurisdiction with assistance from Cal OES and FEMA, where individuals and families can access available disaster recovery assistance programs and services following a disaster. Local, State, and Federal agencies, as well as non-profit 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 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 Programs (IHP) and Housing Assistance (HA)

Pursuant to the Stafford Act, Section 408 (44CFR, 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 (44CFR, 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 Institution Code (13600-13601) the capital State and 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 13CFR (Chp. 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 loss of 40% or more of the estimated fair replacement value or pre-disaster fair market value of the 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 (Chp. 1, Part 123). This program provides working capital loan assistance up to \$2 million for small businesses and most PNPs that have suffered and economic loss. This program may be implemented independent of a Presidential Disaster Declaration on a State's certification that at least five small business concerns in a disaster area have suffered substantial economic injury and need 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.

Crisis Counseling Programs (CCP)

Crisis Counseling and Training 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 inter-agency 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 California Department of Health Care Services (CDHCS).

Disaster Unemployment Assistance (DUA)

This program provides for weekly unemployment benefits and job finding services provide 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 employment 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 FEMA State Coordinating Officer (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 must provide 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 administered 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 Individual Assistance, or 2) via a written request to the FEMA Field Command Officer (FCO) within 15 days of the date of declaration. In the event of a Presidentially declared disaster that includes Individual Assistance, DMC 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 implantation of an Interagency Agreement, a contract, and/or a State DCM Grant Program application approved by FEMA. (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 may request in writing to the California Department of Housing and Community Development (HCD) that their existing CDBG be re-programmed to activities that address the current disaster. CDBG representatives at HCD can be contacted at: <http://hcd.ca.gov/financial-assistance/community-development-block-grant-program.contactus.html>.

PUBLIC ASSISTANCE

Public assistance programs provide support to local government agencies and, under certain specific 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 (JFO). The JFO is a multiagency coordination center as defined in 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. Acceptance of grant funding is subject to City Policy and must be in compliance (City SOP 26-2a, Grants, Sponsorships & Donations).

California Disaster Assistance Act (CDAA)

Title 19 of the CDAA Government Code 8680-8692 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 of 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, of 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 voucher, 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 of Federal funds otherwise available in the absence of State financial relief or assistance.

FEMA Public Assistance (PA) Program

The Office of Management and Budget, Public Assistance Policy and Program Guide, streamlines and consolidates government requirements for receiving and using federal awards to reduce administrative burden and improve outcomes (Chp. 2 CFR§200). 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 non-profit organizations (PNP). PNP’s are generally eligible for permanent work assistance if they provide a governmental type of service, though PNP’s 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 State 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 a 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 aka: 404 Mitigation) funds plans and cost-effective projects that reduce the effects of future natural disasters. The purpose of HMGP 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 projects 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 complete 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. 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 enough 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% Federal share. The 180-day time period for 100% 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 Caltrans District 4, Office of Local Assistance.

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. (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. (www.USACE.army.mil)

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 program as Disaster Recovery grants to rebuild the affected area 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 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:

- 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 areas.
- Planning and administration costs (limited to no more than 20% of the grant funding).

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 rate. 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 the 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 the 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 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 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 a 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.

PLAN DEVELOPMENT AND MAINTENANCE

The EOP is developed under the authority of City Council. It is a living document, subject to revisions 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.

DEVELOPMENT AND MAINTENANCE RESPONSIBILITIES

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

WHOLE COMMUNITY APPROACH

The Milpitas Emergency Operations Plan (EOP) was developed in collaboration with stakeholders throughout the City for a whole community approach in compliance with *Comprehensive Preparedness Guide (CPG) 101: Developing and Maintaining Emergency Operations Plans*. The City's ability to respond and recover from significant emergencies and major disasters is highly dependent upon planning for the unique needs and specific requirements of the City's residents, businesses, commuters and visitors. To further identify and meet these needs, the City has adopted a "Whole Community Approach" in which the inclusion and integration of community partners, neighbors, and other stakeholders are actively promoted in all phases of emergency management. Through these collaborative efforts, the City will become more resilient and better prepared to meet the needs of its residents and daytime populace alike, especially those with disabilities and other access and functional needs.

VOLUNTEER ORGANIZATIONS

The City of Milpitas OEM serves to harness the power of individuals, businesses and organizations through education, training and volunteer service. OEM hosts emergency preparedness volunteer programs which include: Community Emergency Response Training (CERT), Radio Amateur Communications Emergency Services (RACES). Additionally, OEM coordinates with Milpitas Police Neighborhood Watch Program to bring education to neighborhoods.

PRIVATE SECTOR

The City of Milpitas, known as the "Gateway to the Silicon Valley" due to its location, which hosts many large technology giants. Milpitas is also home to the Great Mall of the Bay Area, which is known as one of the largest outlet malls in California. Representing tens of thousands of employees, the business community increases the City's daytime population and serves as the foundation for economic prosperity. The City's Economic Development Department actively engages with the private sector to better understand their needs, identify resources, and develop partnerships. Many of the City's private sector partners proactively address preparedness planning internally to minimize business disruptions and to support the well-being of their

employees. The City acknowledges this valuable and collaborative relationship with the private sector as an integral component of the City's overarching emergency preparedness.

PEOPLE WITH DISABILITIES

"One of the most important roles of local government is to protect their citizenry from harm, including helping people prepare for and respond to emergencies. Making local government emergency preparedness and response programs accessible to people with disabilities is a critical part of this responsibility. Making these programs accessible is also required by the Americans with Disabilities Act of 1990 (ADA)." (ADA: An ADA Guide for Local Governments)

People with disabilities often require additional planning and support to ensure they receive equal access and coverages as required under the Stafford Act, as well as other state and federal legislation, such as California Assembly Bill 477 and the Americans with Disabilities Act (ADA). Disabilities are not always apparent and may include mobility, hearing, vision, as well as cognitive orders and mental illness.

The City has a diverse population with includes a wide variety of people with disabilities. To meet the needs of these individuals, the City is committed to supporting efforts and activities designed to improve and validate capabilities in support of people with disabilities, including but not limited to:

- Emergency Preparedness Education
- Disabilities Resource Outreach
- Notification & Warning Procedures
- Evacuation, transportation and sheltering considerations
- Accommodations for Service Animals
- Accessibility to information

Additionally, the City looks to integrate people with disabilities and their advocates directly into preparedness activities, such as plan development and review. These efforts have included targeted outreach to publicize the development of this EOP and solicit input and participation in the subsequent development and review of associated operational annexes as applicable.

ACCESS AND FUNCTIONAL NEEDS COMMUNITY

OEM monitors legislative changes and edits as necessary for compliance with Assembly Bill 477 the 2019 California Emergency Services Act, Govt. Code 8593.3.5 for the protections of those with AFN. The City recognizes that additional support may also be needed to support those with AFN. AFN are not necessarily related to a specific condition, diagnosis, or impairment but are based upon functional areas such as:

- Maintaining independence
- Effective communications
- Transportation
- Supervision
- Medical Care

Individuals with AFN considerations may not have access to support networks outside of their immediate communities or be able to self-evacuate. As a result, they may have additional needs before, during and after an incident. Those with AFN often include children, the elderly, tourists and other segments of the population, including:

- People with disabilities
- People living in assisted living
- People from diverse cultures
- People with limited English proficiency
- People without transportation
- People who are economically disadvantaged

The City OEM will be undertaking the task to develop an AFN and Disabilities Annex. This Annex will detail the specific information needed to fully prepare and respond to individuals facing AFN or ADA needs. The Annex will include Planning, Notification Methodology and Capabilities, Evacuation, Shelter Operations and Staff Training, Service Animals, Communications, Generator Power, and Return to Home Operations.

Pets and Other Animals

As a result of deficiencies in emergency planning uncovered in the aftermath of Hurricane Katrina, the Federal government passed Pet Evacuation and Training Standards (PETS) Act of 2006 as an amendment to the Stafford Act. Recognizing the unwillingness of many displaced individuals to take advantage of evacuation or shelter resources without accommodating for their pets or companion animals during a disaster or emergency.

The City works to include considerations for the needs of pets and companion animals in plans as appropriate. Furthermore, although not required under the PETS Act, additional resources for the evacuation of larger animals and livestock, such as horses, may be available through request and coordination with the Santa Clara County Office of Emergency Management.

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 as necessary and produce 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.

REVISION AND PLAN MAINTENANCE

This EOP is reviewed, updated, republished, and redistributed on a 2-year review, 5-year revision cycle in accordance with 2016 State Homeland Security Grant Program guidance. This EOP may

be modified as a result of post-incident analyses and/or post exercise reviews and assessments. It may also be modified if responsibilities, procedures, laws, rules, or regulations pertaining to emergency or incident management and operations change. City Departments having assigned responsibilities under this EOP are obligated to inform OEM when changes are needed to reflect current process. OEM will maintain records of revision to this EOP and each of the annexes as they are reviewed and updated. All changes will be noted in the Annual Review table at the beginning of this document.

TRIGGERS FOR PLAN UPDATES

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

- A major incident
- 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, or new risks identified
- The enactment of new or amended laws or ordinances.

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, 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.

AFTER ACTION REPORTS (AAR)

The completion of an AAR is part of the required SEMS reporting process and requires that all cities and counties submit within 90 days a copy of the AAR to Cal OES.

Section 24509(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 CCR, section 22900(j).”

AFTER-ACTION REPORTS ACCESS

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

- Document response activities
- 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.

TRAINING

For the EOP to maintain its relevance and effectiveness, EOC staff must train regularly so they have knowledge, skills and abilities needed to perform the tasks identified in the plan. Personnel are trained on EOC position specific procedures as well as EOC procedures necessary to coordinate support for response and recovery activities. Milpitas Office of Emergency Management is in the beginning stages of building a progressive, multi-year training and exercise plan in compliance with NIMS. This will enable the City to participate a series of increasingly complex exercises, with each successive exercise building upon the previous one until mastery is achieved. Regardless of exercise type, each exercise within the progressive series is linked to a set of common program priorities and designed to test associated capabilities. Progressive exercises (listed by order of complexity), include Seminar, Workshops, Tabletop Exercises, Drills, Games, Functional Exercises and Full-Scale Exercises. Milpitas OEM will work independently, and in coordination, with the County OEM to run annual drills and on-going training to further enhance Milpitas' capabilities to respond effectively to the Milpitas EOC and community.

ACRONYMS

AP	Administrative Policies
ADA	Americans with Disabilities Act
ALERT	Automated Local Evaluation in Real Time
ARES	Amateur Radio Emergency Services
BART	Bay Area Rapid Transit
CADRE	Collaborating Agencies Disaster Relief Effort
CAL FIRE	California Department of Forestry and Fire Protection
Cal OES	California Governor's Office of Emergency Management
CBO	Community-Based Organization
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
COOP	Continuity of Operations Plan
CLERS	CA Law Enforcement Radio System
CLETS	CA Law Enforcement Telecommunications System
CSWC	CA State Warning Center
DOC	Department Operations Center
DSW	Disaster Service Worker
DSWVP	Disaster Service Worker Volunteer Program
EMS	Emergency Medical Services
EAS	Emergency Alert System
EMPG	Emergency Management Performance Grant
EOC	Emergency Operations Center
EOP	Emergency Operations Plan
ESF	Emergency Support Function
FE	Functional Exercise
FEMA	Federal Emergency Management Agency
FHA-ER	Federal Highway Administration's Emergency Relief Program
FMAG	FEMA Fire Management Assistance Grant Program
FTA-ER	Federal Transit Administration's Emergency Relief Program
FSE	Full-Scale Exercise
HSPD	Homeland Security Presidential Directive
HUD	U.S.A. Housing and Urban Development Department
IA	Individual Assistance
IC	Incident Commander
ICP	Incident Command Post
ICS	Incident Command System
IPAWS	Integrated Public Alert and Warning System
JIC	Joint Information Center
JIS	Joint Information System
LAC	Local Assistance Center
MAC	Multi-Agency Coordination
MACS	Multi-Agency Coordination System
MMAA	California Master Mutual Aid Agreement

MSEL	Master Scenario Events List
NFIP	National Flood Insurance Program
NGO	Non-Governmental Organization
NIMS	National Incident Management System
NRF	National Response Framework
NRCS	Natural Resources Conservation Service Program
NWS	National Weather Service
OA	Operational Area
OA EOC	Operational Area Emergency Operations Center
OEM	Office of Emergency Management
PA	Public Assistance
PG&E	Pacific Gas and Electric Company
PIO	Public Information Officer
PL	Public Law
PNP	Private Non-Profit
PPD	Presidential Policy Directive
RACES	Radio Amateur Civil Emergency Services
REOC	Regional Emergency Operations Center
SBA	Small Business Administration
SCC	Santa Clara County
SCVWD	Santa Clara Valley Water District
SEMS	Standardized Emergency Management System
SEP	CA State Emergency Plan
SimCell	Simulation Cell
SMS	Short Message Service
SOC	State Operations Center
SOP	Standard Operating Procedures
SVIRA	Silicon Valley Interoperability Radio Authority
TTX	Tabletop Exercise
USACE	U.S. Army Corps of Engineers
USC	United States Code
USGS	United States Geological Survey
VOAD	Voluntary Organizations Active in Disasters
VTA	Santa Clara Valley Transportation Authority
WEA	Wireless Emergency Alert

DEFINITIONS

Accessible – A facility is accessible if it has the legally required features and/or qualities that ensure entrance, participation, and usability of places, programs, services, and activities by individuals with a wide variety of disabilities.

Affected Population – Anyone who has been displaced, injured, or suffered some loss due to a disaster.

American Red Cross (Red Cross) – The Red Cross is a humanitarian organization, led by volunteers, that provides relief to victims of disasters and helps people prevent, prepare for, and respond to emergencies. It OEM this through services that are consistent with its Congressional Charter and the Principles of the International Red Cross Movement.

Americans with Disabilities Act (ADA) – The Americans with Disabilities Act prohibits discrimination against people with disabilities in employment, transportation, public accommodation, communications, and governmental activities. The ADA also establishes requirements for telecommunications relay services.

Annex – An annex is an addition to a document.

Appendix – Appendices provide relevant information already referenced in the guidance. Typically, this includes forms used or other necessary information.

Catastrophe – A series of cascading human-caused/influenced events or incidents with or without a human caused genesis, the adverse effects/consequences of which are potentially, seemingly, or definitively irreversible. A catastrophe may be caused by a disaster, or may be the cause of a disaster, but it may not be either. A catastrophe may be an emergency or cause a state of emergency, or, an emergency or state of emergency may cause a catastrophe, but a catastrophe may not be any of the above.

Civil Unrest – Civil unrest involves a disruption of the typical social order; it can involve a strike or protest, and it can be non-violent or involve violence. Riots and rebellions are both forms of civil unrest.

Community-Based Organization (CBO) – Non-profit organizations that operate within a single local community and constitute a subset of the wider group of NGOs. They are frequently run by volunteers and often self-funding. Some are formally incorporated with written charters and boards of directors, while others are much smaller and more informal.

Crisis – Phenomenon, event, active threat, or trend, with or without specific location, posing seemingly inevitable harm to life, property, environment, organizational performance, reputation, or way of life reasonably or ethically necessitating deliberate urgent intervention. (A crisis may be local, national, or global)

Dam Failure – Partial or complete collapse of a dam causing downstream flooding.

Disaster – Any natural event or emergency (hurricane, tornado, storm, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, etc...), or regardless of cause, any fire, flood, or explosion which the President determines to be of such severity as to warrant major federal disaster assistance.

Disaster Service Worker (DSW) – The Disaster Service Worker program is a state-funded worker's compensation program for government employees and affiliated volunteers who provide services to protect the health and safety, and preserve the lives and property, of the people of California. Government-affiliated volunteers, including members of the public who spontaneously volunteer to assist during a disaster, may be registered as DSWs under California's Disaster Service Worker Volunteer Program.

Emergency – Incident(s) or crisis(es) (air pollution, fire, flood, storm, epidemic, riot, drought, sudden/severe energy shortage, plant or animal infestation or disease, Governor's warning of earthquake/volcanic predictions, and earthquakes, etc.) posing threat to safety of persons, property, or the environment that exceeds an organization's resources/capability.

Emergency Medical Services (EMS) – A service, providing out-of-hospital, acute medical care, transport to definitive care, and other medical transport to patients with illnesses and injuries, which prevent the patient from transporting themselves.

Emergency Operations – Actions taken during an emergency to protect life and property, care for the people affected, and restore essential community services.

Emergency Operations Center (EOC) – A site from which government officials coordinate, monitor, and support response activities during an emergency.

Emergency Operations Plan (EOP) – A document that describes how people and property will be protected in disaster and disaster threat situations; details who is responsible for carrying out specific actions; identifies the personnel, equipment, facilities, supplies, and other resources available for use in the disaster; and outlines how all actions will be coordinated.

Evacuation – Organized and supervised dispersal of people from dangerous or potentially dangerous areas.

Evacuee – All persons removed or moving from areas threatened or struck by a disaster.

Federal Emergency Management Agency (FEMA) – The Federal Emergency Management Agency (FEMA) is the federal agency responsible for coordinating emergency planning, preparedness, risk reduction, response, and recovery. The agency works closely with state and local governments by funding emergency programs and providing technical guidance and training. These coordinated activities at the federal, state, and local levels ensure a broad-based emergency program to ensure public safety and protect property.

Flood – A general and temporary condition of inundation of normally dry land areas from overflow of inland or tidal waters, unusual or rapid accumulation or runoff of surface waters, or mudslides/mudflows caused by accumulation of water.

Hazard – Any source of danger or element of risk to people or property.

Hazardous Material – Any substance or material that when involved in an accident and released in sufficient quantities, poses a risk to people’s health, safety, and/or property. These substances and materials include explosives, radioactive materials, flammable liquids or solids, combustible liquids or solids, poisons, oxidizers, toxins, and corrosive materials.

Incident – The physical manifestation of crisis, event, or occurrence that has adversely affected life, property, or the environment requiring the response of at least one individual.

Incident Command System (ICS) – The Incident Command System (ICS) is a standardized emergency management concept designed to provide an integrated organizational structure for managing emergencies, and to enable coordinated emergency response across jurisdictional boundaries. ICS is the combination of facilities, equipment, personnel, procedures, and communications operating within a common organizational structure, designed to aid in the management of resources during emergencies. It is based on proven management tools that contribute to the strength and efficiency of the overall system.

Limited English Proficiency – Persons who do not speak English as their primary language and who have a limited ability to read, speak, write, or understand English.

Local Jurisdiction – Local jurisdiction refers to the cities, towns, school districts, and special districts that are encompassed within the geographical borders of the County of Santa Clara. In the case of unincorporated areas, local jurisdiction refers to the county itself.

Mitigation – Pre-event planning and actions that aim to lessen the occurrence or effects of potential disaster.

Mobilization – The process and procedures used by organizations; federal, state and local for activating, assembling, and transporting resources that have been requested to respond to or support an incident.

Multi-Agency Coordination (MAC) – The participation of government and other organizations involved at any level of the SEMS organization working together in a coordinated effort to facilitate decisions for overall emergency response activities, including the sharing of critical resources and the prioritization of incidents.

Multi-Jurisdiction Incident – An incident where multiple jurisdictions have a statutory responsibility. Under ICS, these incidents will be managed under Unified Command.

Mutual Aid – Is the 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.

Mutual Aid Agreement – Written agreement between agencies and/or jurisdictions in which they agree to assist one another upon request, by furnishing personnel and equipment.

Natural Disaster – Any hurricane, tornado, storm, flood, high water, wind-driven water, tidal wave, tsunami, earthquake, volcanic eruption, landslide, mudslide, snowstorm, drought, fire, or other catastrophe which causes, or which may cause, substantial damage or injury to civilian property or persons.

National Incident Management System (NIMS) – The National Incident Management System (NIMS) provides a comprehensive approach to emergency management for all hazards. NIMS integrates existing best practices into a consistent nationwide approach to domestic emergency management that is applicable to all jurisdictional levels (public and private) and across functional disciplines. NIMS is based on a balance of flexibility and standardization. NIMS is flexible and allows government and private entities at all levels to work together to manage domestic emergencies, regardless of their cause, size, location, or complexity. NIMS also provides a set of standardized organizational structures.

National Response Framework – The National Response Framework (NRF) presents the guiding principles that enable all response partners to prepare for and provide a unified national response to disasters and emergencies—from the smallest incident to the largest catastrophe. The Framework establishes a comprehensive, national, all-hazards approach to domestic incident response. The Framework documents the key response principles, roles, and structures that organize national response. It describes how communities, States, the Federal Government, and private-sector and non-governmental partners apply these principles for a coordinated, effective national response. And it describes special circumstances where the Federal Government exercises a larger role, including incidents where Federal interests are involved and catastrophic incidents where a State would require significant support. It allows first responders, decision makers, and supporting entities to provide a unified national response.

Non-Governmental Organization (NGO) – An entity with an association that is based on interests of its members, individuals, or institutions, and that is not created by a government, but may work cooperatively with government. Such organizations serve a public purpose, not a private benefit. Examples of NGOs include faith-based charity organizations and the Red Cross.

Office of Emergency Management (OEM) – OEM is the lead agency in fulfilling the County’s responsibility under the California Emergency Services Act and serves as the Operational Area Coordinator for the County of Santa Clara under SEMS.

Operational Area (OA) – A geographical area that encompasses all local governments within a county, including the county. The OA serves as the coordination and communications link between the local government and the state. The OA prioritizes resources and coordinates mutual aid among entities within the OA. Each OA is responsible for activating and operating an EOC.

Operational Area Emergency Operations Center (OA EOC) – The physical location at which the coordination of information and resources to support OA activities normally takes place.

Plan – A document that describes the broad, overall jurisdictional response to potential extraordinary emergencies or disasters.

Preparedness – The range of deliberate, critical tasks and activities necessary to build, sustain, and improve operational capability. Preparedness is a continuous process involving efforts at all levels of government and between government and private-sector and NGOs to identify threats, determine vulnerabilities, and identify required resources. Preparedness is operationally focused on establishing guidelines, protocols, and standards for planning, training and exercises, personnel qualification and certification, equipment certifications and publication management.

Recovery – The long-term activities beyond the initial emergency response phase of disaster operations that focus on returning all systems in the community to a normal status or to reconstitute these systems to a new condition that is less vulnerable.

Resources – Personnel and equipment available, for assignment to incidents or to EOCs.

Response – Activities that address the direct effects of an incident; immediate actions to save lives, protect property.

Shelter – Facilities providing safe, sanitary, and secure refuge before, during, and after disaster incidents. (Note: This may also include some facilities that provide immediate necessary haven sheltering during an incident but are not capable of ongoing operations once other options are available.) Shelters may include general population shelters, medical needs shelters, or household pet shelters.

Special District – A unit of local government (other than a city or county, with authority or responsibility to own, operate, or maintain a project (e.g., a water district).

Standardized Emergency Management System (SEMS) – The Standardized Emergency Management System (SEMS) is used to manage emergency response in California. SEMS consists of five hierarchical levels: field, local, operational area, regional, and State. SEMS incorporates the principles of the Incident Command System, 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.

State of Emergency – An eminent impending incident or crisis posing threat to safety of persons, property, or the environment that is/are likely to exceed resources/capability of the proclaiming political jurisdiction, or, the existence of an active incident which threatens a population and the adequacy of local resources is unknown.

Terrorism – The use of, or threatened use of criminal violence against civilians or civilian infrastructure to achieve political ends through fear and intimidation.

Threat – Communicated, demonstrated, or inferred intent and potential capability to harm life, property, environment, organizational performance, or way of life.

Volunteer Organizations Active in Disasters (VOAD) – Established disaster relief organizations, which for the most part is faith-based and national in scope yet play a major role in disaster recovery at the local level. Services include, but are not limited to:

- Repairing and replacing low-income housing
- Mass feeding services
- Home clean-up and repairs
- Facilities for in-kind disaster relief supplies
- Disaster childcare
- Material resources such as blankets, health kits, and clean up kits
- Trauma, stress, grief, care for responders and affected population
- Shelter management
- Emergency sheltering of animals
- Clean-up and debris removal
- 2-1-1 information and referral

APPENDIX A: FUTURE EOP ANNEXES

THE LIST OF FUTURE ANNEXES BELOW ARE NOT EXCLUSIVE TO THOSE LISTED BELOW. ANNEXES WILL BE ADDED AND DEVELOPED OR REMOVED FROM THE LIST BELOW AS DEEMED NECESSARY.

Proposed Annex Title	Topics	Dept.
Access & Functional Needs	Roles & Responsibilities Concept of Operations Resources	OEM
EOC Operations Guide	EOC Activation & Deactivation EOC Floor Plan EOC Organizational Structure EOC Position Checklists	OEM
Emergency Action Plan Guide	Roles & Responsibilities Emergency Action Plan Procedures Situation Status Reporting	OEM
Emergency Alert & Notification	Roles & Responsibilities Methods of Delivery Authorities	OEM & Dispatch
Casualty Management	Roles & Responsibilities Concept of Operations	OEM
Incident Specific	Roles & Responsibilities Concept of Operations	Fire, Law & DPW
Information Collection, Analysis & Dissemination Plan	Essential Elements of Information Procedures for Information Collection	OEM
Crisis Communications Plan	Roles & Responsibilities Public Information Organization Information Dissemination Approaches	OEM & PIO
Critical Infrastructure & Utility Restoration	Roles & Responsibilities Concept of Operations Locations	DPW
Private Sector Coordination	NGO's, PNP, Faith and Community Based Orgs. Roles & Responsibilities Concept of Operations	OES & Economic Development
Mass Care & Shelter Plan	Roles & Responsibilities Concept of Operations Shelter Activities Reunification Activities Points of Distribution Activities (Ref: City SOP 04-03 Care & Shelter)	OEM & REC

Debris Management	Roles & Responsibilities Concept of Operations Disaster Impacts, Constraints & Needs Debris Removal Activity Regulatory Review and Advice for Landfills and Material Recycling Facilities	OEM & DPW
Evacuation & Shelter in Place	Roles & Responsibilities Concept of Operations	OEM, PD & Fire
Volunteer Management	Roles & Responsibilities Concept of Operations	OEM & City Clerk, HR, Rec
Donations Management	Roles & Responsibilities Concept of Operations	OEM & Finance
Post Disaster Housing	Roles & Responsibilities Concept of Operations Sources of Financial Assistance Interim Housing Alternative	Building
Recovery	Roles & Responsibilities Priorities & Objectives Recovery Actions Sources of Financial Assistance	Finance
Resource Management	Inventory and Typing	DPW
Damage/Safety Assessment	Roles & Responsibilities Concept of Operations Types of Assessments	Planning Building and Code Enforcement

APPENDIX B – FUTURE EAP, CIP #3445

Future CIP Project No. 3445: Public Safety/DPW Disaster Plan Update &
Assessment

City of Milpitas
2018-23 CAPITAL IMPROVEMENT PROGRAM

Category	Project	Estimate Level
Community Improvement	3445 Public Safety/DPW Disaster Plan Update & Assessment	1

CONTACT: Toni-Lynn Charlop [2801] / Will Fuentes [3111]

PRIORITY: Public Safety

DESCRIPTION

This project provides for the update of the City's Emergency Action Plan used by the Police, Fire, and Public Works Departments to manage large scale emergencies including natural disasters. The project will update the existing plan and provide an assessment of available resources, equipment, and asset needed. The study would catalogue and inventory existing equipment, identify staff training, develop training goals, and enhance the City's disaster cost recovery plan. The project will be completed in phases. Phase two will include the purchase of equipment and resources as identified in Phase 1.

NOTES:

Uncommitted Balance as of 5/31/2018: \$0

ESTIMATED COST	Prior Year	2018-19	2019-20	2020-21	2021-22	2022-23	Total
Design	0	75,000	0	0	0	0	75,000
Administration	0	25,000	0	0	0	0	25,000
Equipment	0	0	150,000	0	0	0	150,000
Totals	0	100,000	150,000	0	0	0	250,000

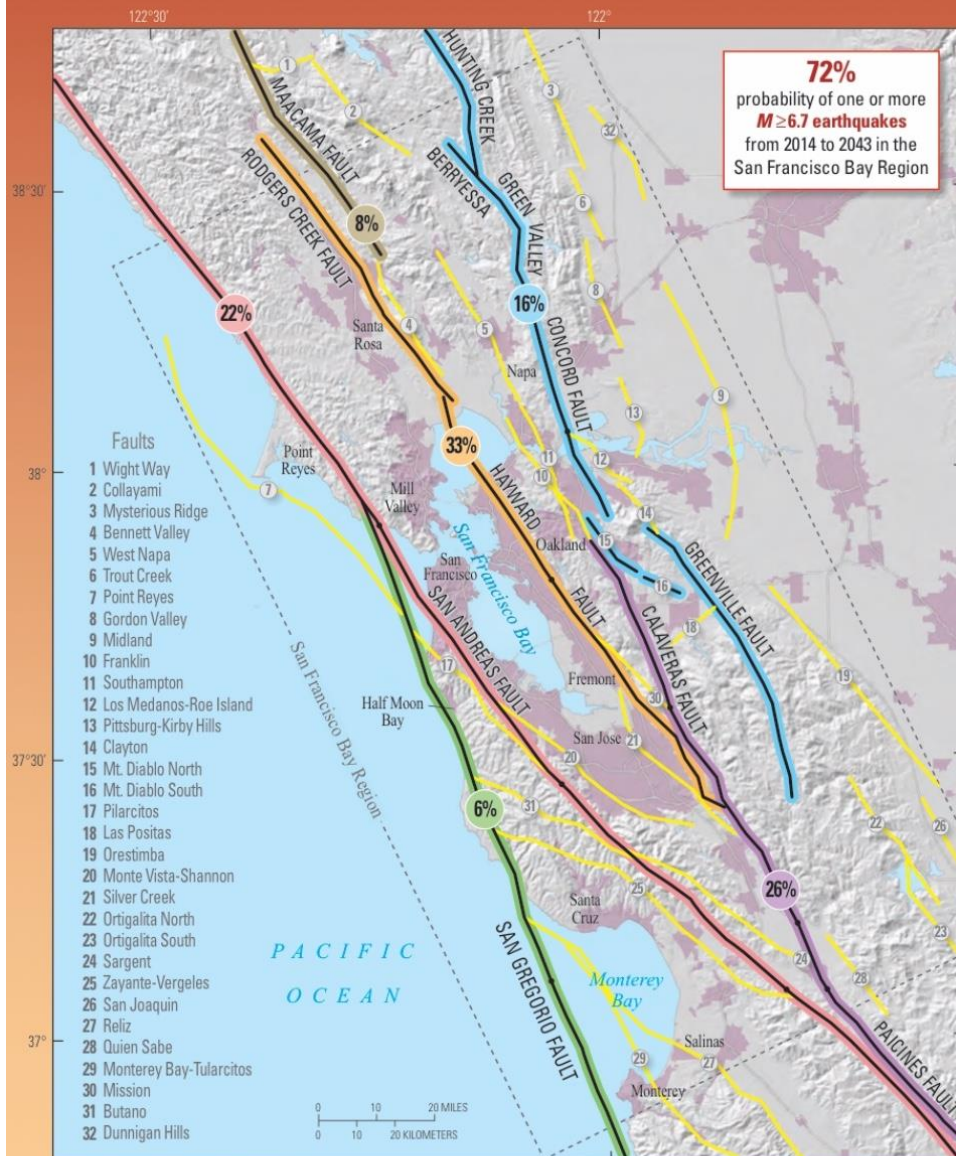
FINANCING	Prior Year	2018-19	2019-20	2020-21	2021-22	2022-23	Total
General Government CIP Fund	0	100,000	150,000	0	0	0	250,000
Totals	0	100,000	150,000	0	0	0	250,000

FINANCE NOTES

APPENDIX C – USGS EARTHQUAKE OUTLOOK



Earthquake Outlook for the San Francisco Bay Region 2014–2043



Using information from recent earthquakes, improved mapping of active faults, and a new model for estimating earthquake probabilities, the 2014 Working Group on California Earthquake Probabilities updated the 30-year earthquake forecast for California. They concluded that there is a 72 percent probability (or likelihood) of at least one earthquake of magnitude 6.7 or greater striking somewhere in the San Francisco Bay region before 2043. Earthquakes this large are capable of causing widespread damage; therefore, communities in the region should take simple steps to help reduce injuries, damage, and disruption, as well as accelerate recovery from these earthquakes.

Building damaged in 2014 South Napa earthquake. Photograph by Erol Kalkan, U.S. Geological Survey.



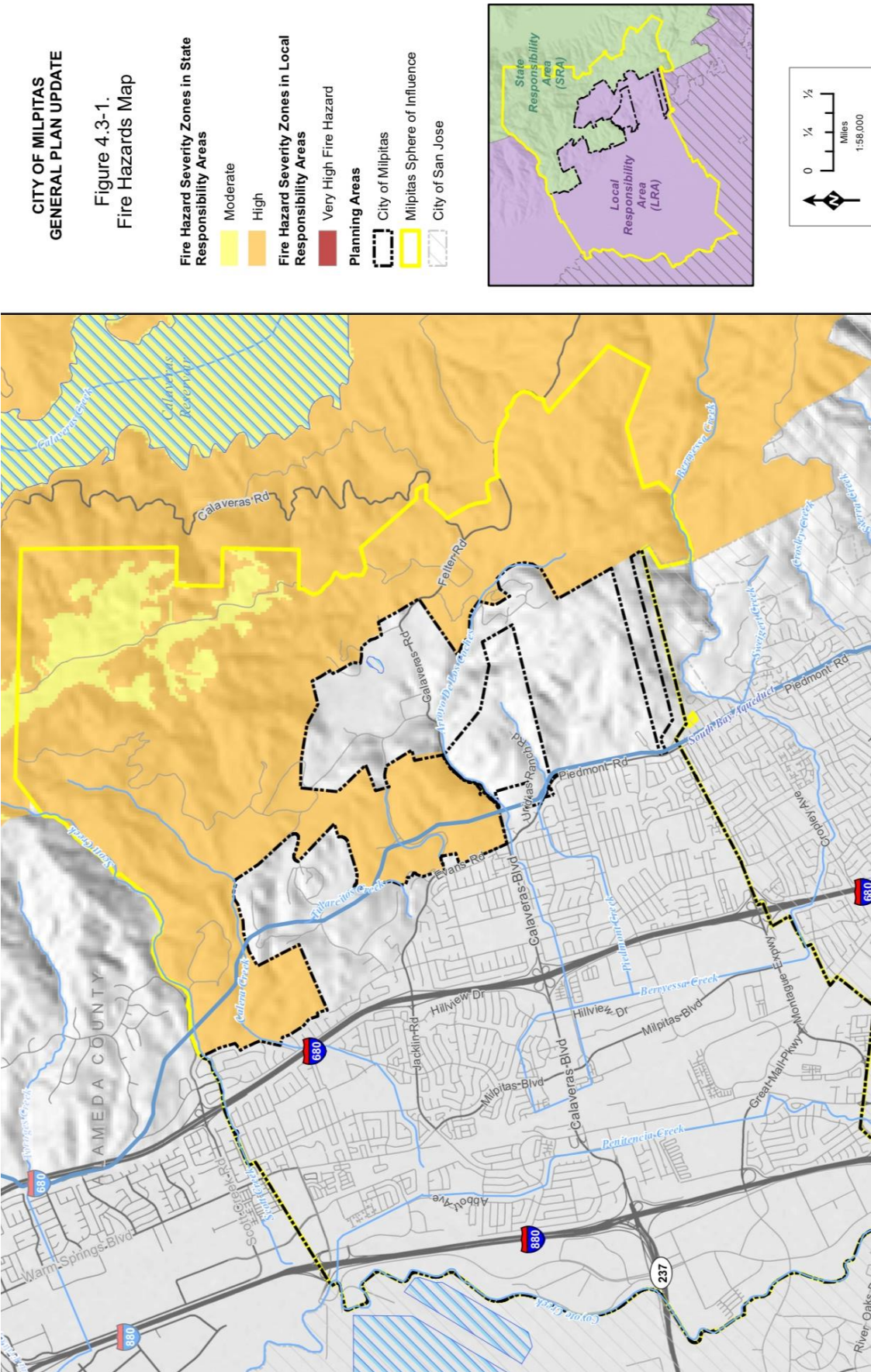
Fact Sheet 2016–2020
Revised August 2016 (ver. 1.1)

U.S. Department of the Interior
U.S. Geological Survey

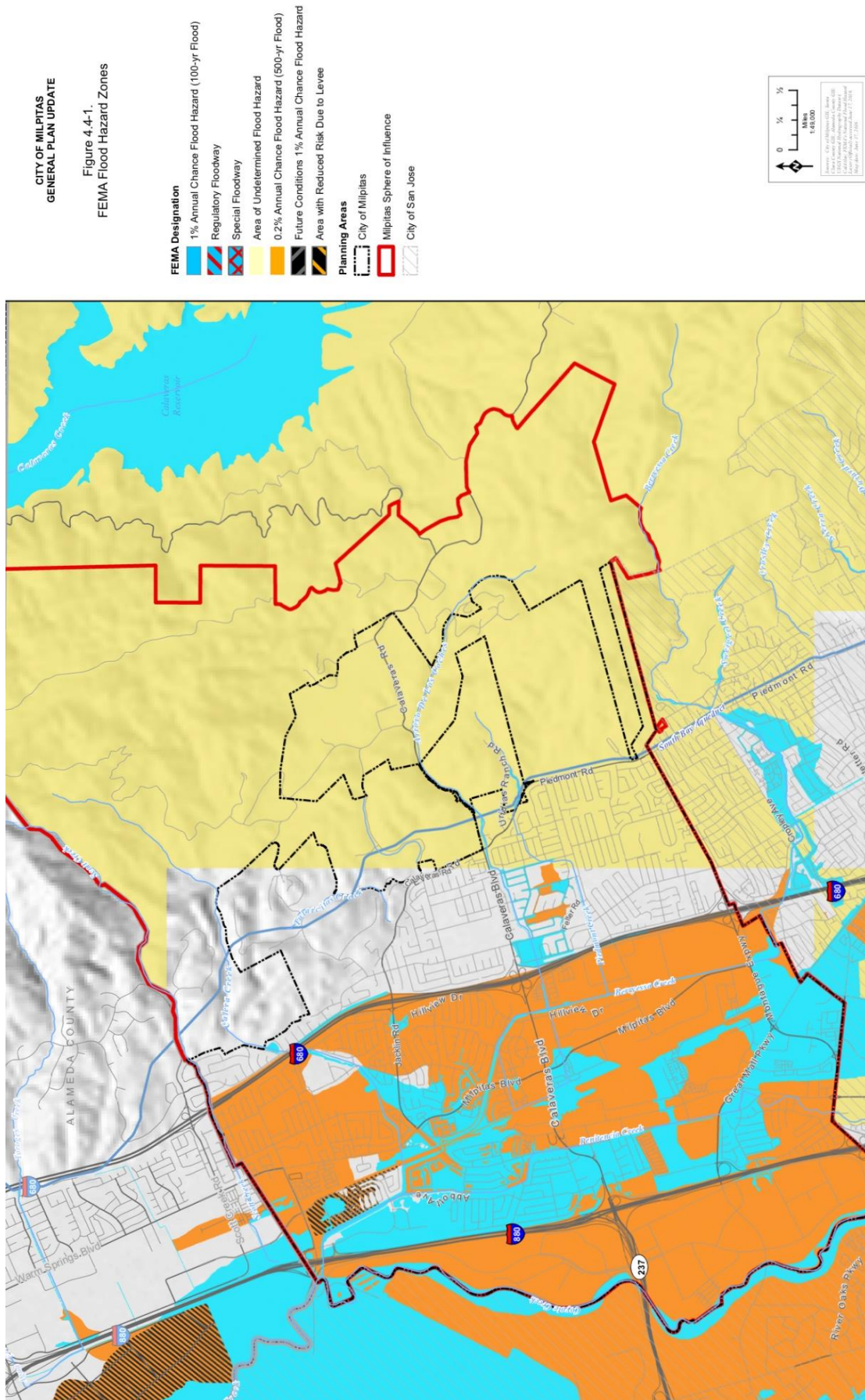
APPENDIX D – MAPS

Fire Hazard Map
Flood Map
Dam Inundation Map
Landslide Map
Liquefaction Map
Shrink & Swell Soil Potential Map

FIRE HAZARD MAP



FEMA FLOOD MAP

CITY OF MILPITAS
GENERAL PLAN UPDATEFigure 4.4-1:
FEMA Flood Hazard Zones

DAM INUNDATION MAP

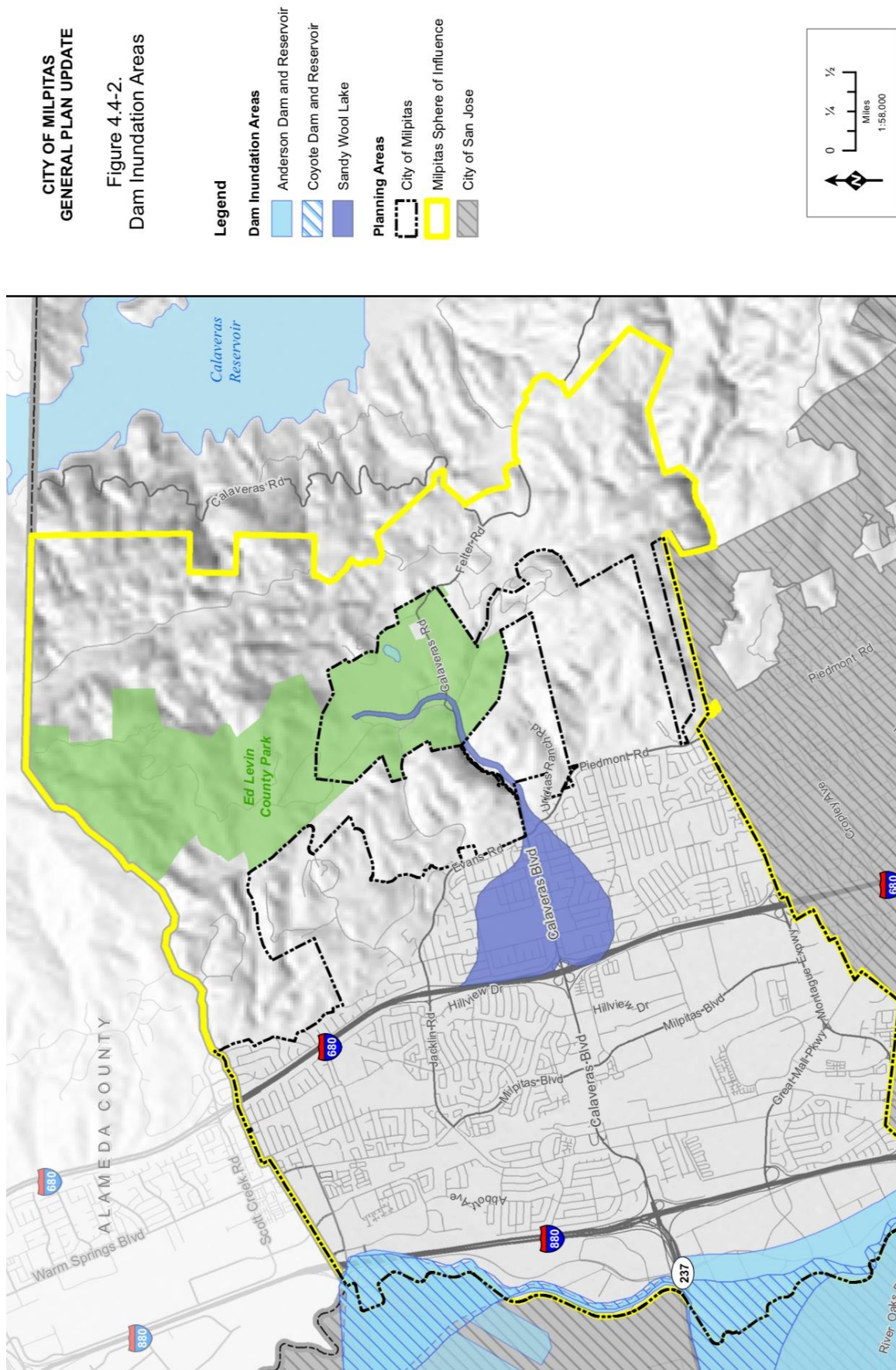
CITY OF MILPITAS
GENERAL PLAN UPDATEFigure 4.4-2.
Dam Inundation Areas



Figure 5.5-5. Landslide Potential

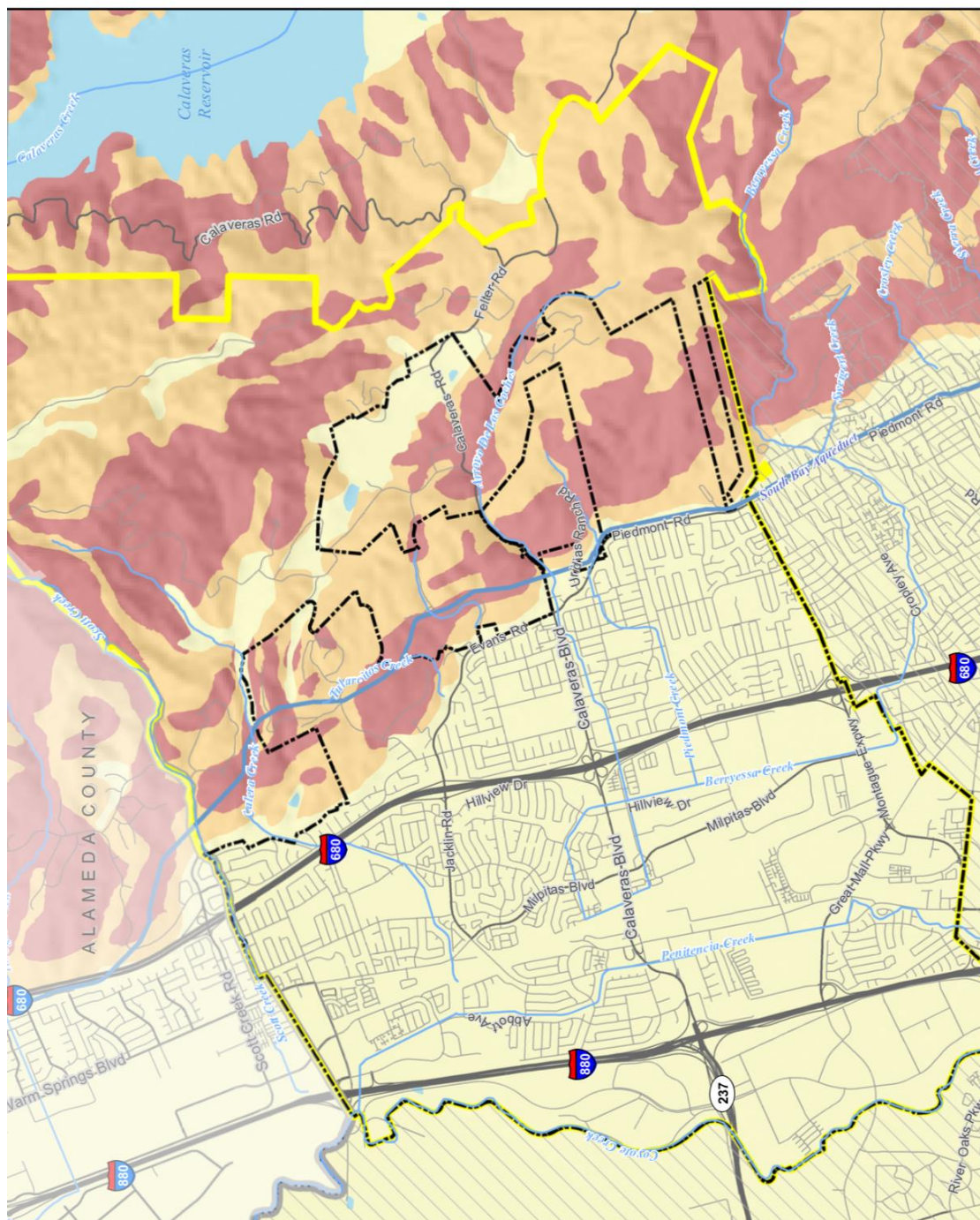
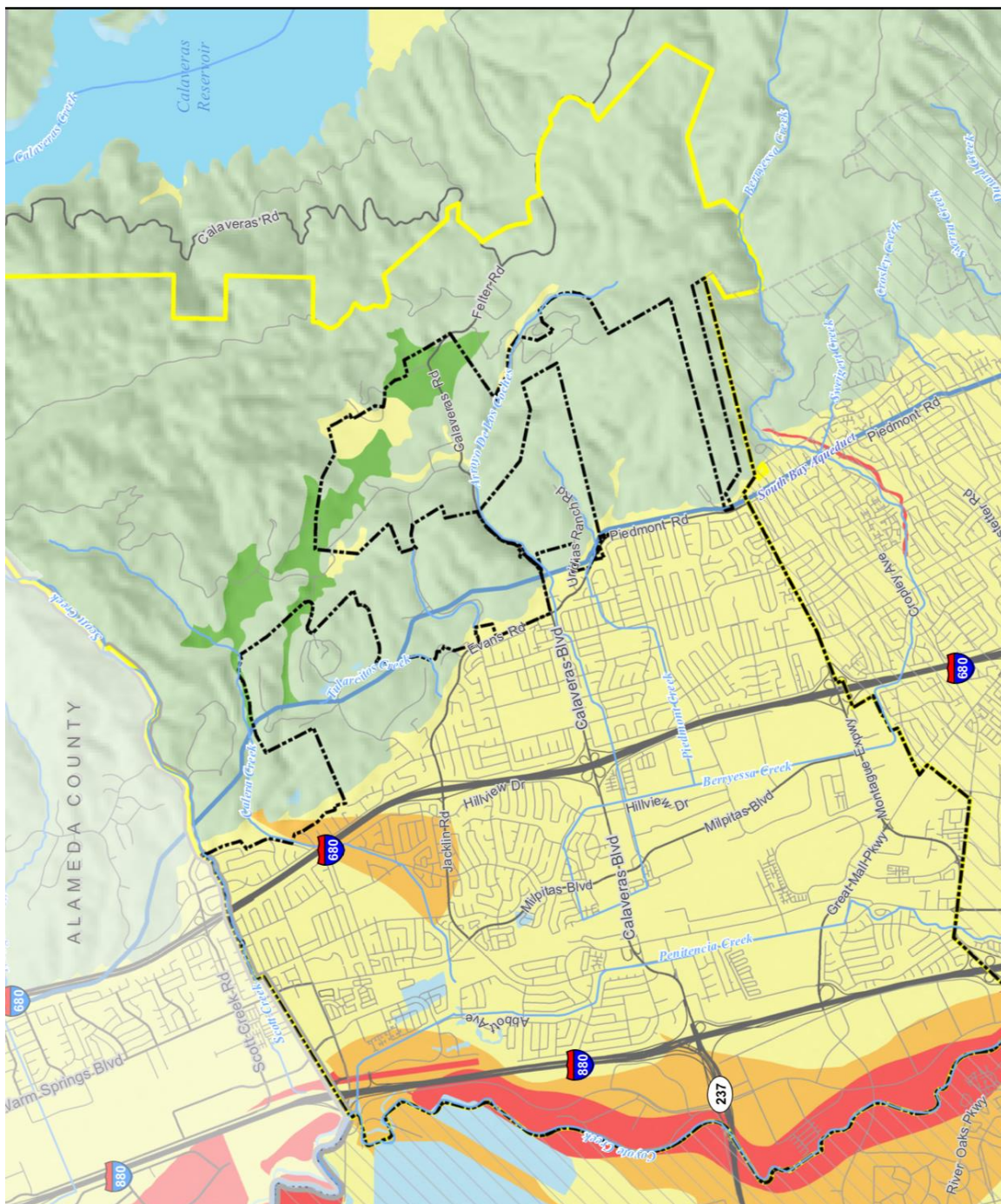
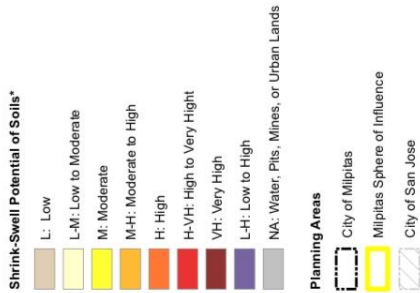


Figure 5.5-2.
Liquefaction Susceptibility

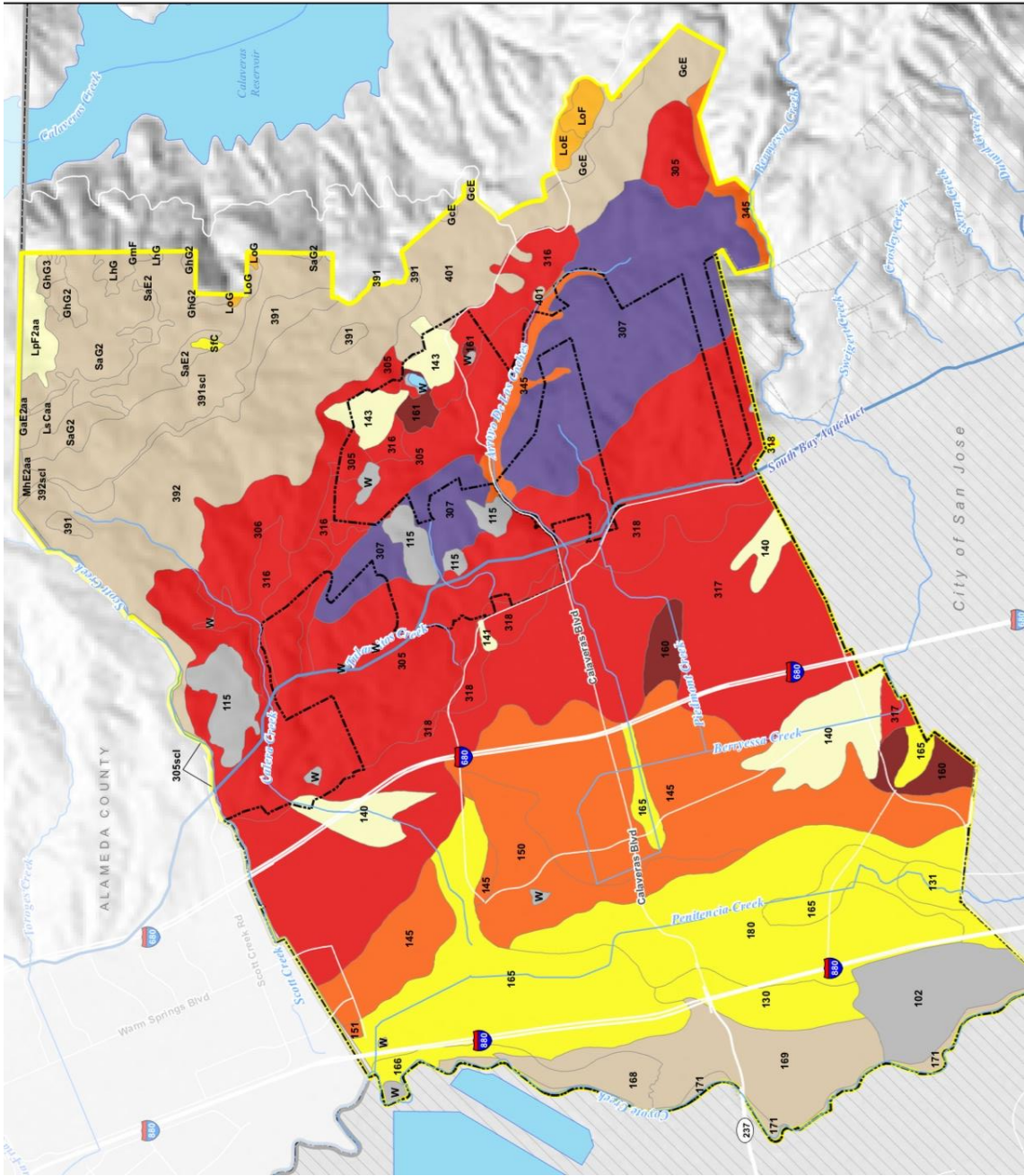
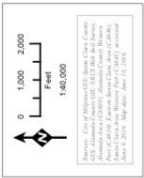


CITY OF MILPITAS
GENERAL PLAN UPDATE

Figure 5.5-4. Shrink-Swell Potential of Soils



* Shrink-swell potential is determined by the "linear extensibility" of the soil. Linear extensibility refers to the change in length of an unconfined clod as moisture content is decreased from a moist to a dry state. It is an expression of the volume change and is reported as a percent change for the whole soil. Shrink-swell potential is low if the soil is mostly clay and has a high plasticity index (PI) of 15 or less; high if it is 16-19; and very high if it is more than 19. Many of the soil types within the planning area are compaction made up of more than one soil type, therefore the shrink-swell potential may span multiple categories. The map is labeled by soil type and may be cross-referenced with Figure 5.5-3.



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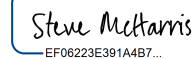
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City Manager

City of Milpitas

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Senior Executive Assistant

City of Milpitas

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You may contact us to let us know of your changes as to how we may contact you electronically, to request paper copies of certain information from us, and to withdraw your prior consent to receive notices and disclosures electronically as follows:

To contact us by email send messages to: mluu@ci.milpitas.ca.gov

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To let us know of a change in your email address where we should send notices and disclosures electronically to you, you must send an email message to us at mluu@ci.milpitas.ca.gov and in the body of such request you must state: your previous email address, your new email address. We do not require any other information from you to change your email address.

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By selecting the check-box next to 'I agree to use electronic records and signatures', you confirm that:

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- You can print on paper this Electronic Record and Signature Disclosure, or save or send this Electronic Record and Disclosure to a location where you can print it, for future reference and access; and
- Until or unless you notify Carahsoft OBO City of Milpitas as described above, you consent to receive exclusively through electronic means all notices, disclosures, authorizations, acknowledgements, and other documents that are required to be provided or made available to you by Carahsoft OBO City of Milpitas during the course of your relationship with Carahsoft OBO City of Milpitas.