



City of Gilroy

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CITY ADMINISTRATOR

October 14, 2009

T
TO: City Council
FROM: Thomas J. Haglund
SUBJECT: Emergency Operations Plan

Recommendation:

It is recommended that the city council, by motion, reaffirm the city's emergency operations plan as revised.

Background:

The city's emergency operations plan has been in existence for many years and is developed to be consistent with federal, state and local requirements for responding to emergencies. The plan makes necessary provisions for the city's response to local emergencies and incorporates the necessary federal and state emergency management practices that are instrumental in securing aid during and reimbursement after an emergency.

Staff respectfully recommends that the council reaffirm the city's emergency operations plan.

Fiscal Impact

The recommended action does not impose an additional impact on the city's budget.

The City of Gilroy

Emergency Operations Plan

Thomas J. Haglund
City Administrator

Albert Pinheiro
Mayor

CITY OF GILROY EMERGENCY OPERATIONS PLAN

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The City of Gilroy

Emergency Operations Plan

INTRODUCTION

The City of Gilroy Emergency Operations Plan identifies the City's emergency planning, organization, and response policies and procedures. The plan also addresses the integration and coordination with other governmental levels when required.

This plan is based on the functions and principles of the California Standardized Emergency Management System (SEMS) and the SEMS based National Incident Management System (NIMS), both of which are based on the FIRESCOPE Incident Command System (ICS), and identifies how the City fits in the overall SEMS/NIMS structure.

The plan addresses how the City will respond to extraordinary events or disasters, from preparation through recovery. A hazard analysis and probability matrix are also included in the plan. The responsibilities of each department are identified in matrices, which are based on each identified hazard or threat. The development of departmental Standard Operating Procedures (SOPs) is discussed, including what each department will include in their own SOPs.

The City of Gilroy Emergency Operations Plan will be approved by the City Council and signed by the Mayor. The Gilroy Fire Department is responsible for reviewing the entire plan on an annual basis, and coordinating the revision of the plan as required.

Each department director is responsible for reviewing its SOPs on an annual basis and coordinating the revision of the procedures with the Gilroy Fire Department.

Special districts serving the City of Gilroy are responsible for following this plan and developing procedures to fulfill their stated responsibilities.

CONCEPT OF OPERATIONS

The City's response to disasters is based on four phases:

- preparedness;
- initial and extended response operations;
- recovery operations; and
- mitigation operations.

During each phase, specific actions are taken to reduce and/or eliminate the threat of specific disaster situations. In coordination with the City

Administrator and Incident Commanders, the Gilroy Fire Department will determine the phase and initiate the appropriate level of alert for response agencies, including the activation of the Emergency Operations Center as required.

Preparedness

Triggers for preparedness activities

Upon receipt of a warning or the observation that an emergency situation is imminent or likely to occur soon, the City will initiate actions to increase its preparedness. Events that may trigger preparedness activities include:

- issuance of a credible long-term earthquake prediction;
- receipt of a flood, heat or other special weather statement/advisory;
- receipt of a potential dam failure advisory;
- conditions conducive to wildland fires, such as the combination of high heat, strong winds, and low humidity;
- an expansive hazardous materials incident; and
- information or circumstances indicating the potential for acts of violence or civil disturbance.

Examples of preparedness activities

Increased preparedness activities may include, but are not limited to, the following activities:

- briefing of City Administrator and key officials or employees of the City of Gilroy on the situation;
- reviewing and updating of the City of Gilroy Emergency Operations Plan and related SOPs;
- increasing public information efforts;
- accelerating training efforts;
- inspecting of critical facilities and equipment, including testing warning and communications systems;
- recruiting of additional staff and Disaster Service Workers;
- warning threatened elements of the population;
- conducting precautionary evacuations in the potentially impacted area(s);
- mobilizing personnel and pre-positioning resources and equipment; and
- establishing or activating staging areas.

Response (Initial)

The City's initial response activities are primarily performed at the field response level. Emphasis is placed on minimizing the effects of the emergency or disaster. Field responders will use the Incident Command System to organize response to the emergency or disaster, incorporating the functions, principles and components of ICS (i.e., unified command, action planning, span of control, hierarchy of command, etc.).

Examples of initial response activities include:

- making all necessary notifications, including the Santa Clara Operational Area;
- disseminating of warnings, emergency public information, and instructions to the citizens of The City of Gilroy;
- conducting evacuations and/or rescue operations;
- caring for displaced persons and treating the injured;
- conducting initial damage assessments and surveys;
- assessing need for mutual aid assistance;
- restricting movement of traffic/people and unnecessary access to affected areas;
- establishing Unified Commands;
- coordinating with state and federal agencies working in the field; and
- developing and implementing Incident Action Plans.

Response (Extended)

The City's extended response activities are conducted in the field and in the City's emergency operations center (EOC). The City of Gilroy EOC is located in the basement of the City Hall Annex.

Extended emergency operations involve the coordination and management of personnel and resources to mitigate an emergency and facilitate the transition to recovery operations. Field response personnel will continue to use the Incident Command System (ICS) to manage field operations. EOC staff will support field response personnel in mitigating the affects of the disaster.

SEMS/NIMS Functions

EOC staff will be organized around the five Standard Emergency Management System (SEMS) National Incident Management System (NIMS) functions: Management, Operations, Planning/Intelligence, Logistics, and Finance/Administration. The components and principles of SEMS/NIMS will be used by the EOC staff to manage disaster operations. EOC staff will establish measurable and attainable objectives to be achieved for a given operational period. An EOC action plan will be developed for each operational period.

When the EOC is activated, communications and coordination will be established between the Incident Commander(s) and the EOC.

Communications and coordination will be established between the City of

Gilroy EOC, when activated, and the Santa Clara Operational Area EOC. Multi-agency or inter-agency coordination will be used by EOC staff to facilitate decisions for overall local government level emergency response activities.

Mutual Aid

“Mutual Aid System” means the system which allows for the progressive mobilization of resources to/from emergency response agencies, local governments, Operational Areas, regions, and the State with the intent of providing adequate resources to requesting agencies. The City of Gilroy is located in Mutual Aid Region II.

Within the framework of the California Disaster and Civil Defense Master Mutual Aid Agreement, several discipline-specific mutual aid coordinators will operate from the Santa Clara Operational Area EOC, such as fire and rescue, law, medical, and public works. Mutual aid requests for these disciplines will be coordinated through the coordinators.

Once the City EOC is activated, communications will be established between the EOC and these discipline-specific Operational Area mutual aid coordinators. All other requests for assistance will flow through the appropriate Operational Area SEMS/NIMS function. The jurisdiction(s) requesting mutual aid will remain in charge and retain overall direction of personnel and equipment provided through mutual aid.

*Examples of
extended response*

Examples of extended response activities include:

- preparing detailed damage assessments;
- operating mass care facilities;
- conducting coroner operations;
- procuring requirement resources to sustain operations;
- documenting situation status;
- protecting, controlling, and allocating vital resources;
- restoring vital utility services;
- tracking resource allocation;
- conducting advance planning activities;
- documenting expenditures;
- developing and implementing Action Plans for extended operations;
- dissemination of emergency public information;
- declaring a local emergency;
- prioritizing resource allocation; and
- inter/multi-agency coordination.

Recovery

As the immediate threat to life, property, and the environment subsides, the rebuilding of The City of Gilroy will begin through various recovery activities.

Recovery activities involve the restoration of services to the public and rebuilding the affected area(s). Recovery activities may be both

short-term and long-term, ranging from restoration of essential utilities such as water and power, to mitigation measures designed to prevent future occurrences of a given threat facing the City.

This plan does not specifically identify The City of Gilroy's recovery operations. However, the *Recovery Operations Manual* covers the recovery process in detail, describing roles and responsibilities and the procedures for accessing the federal and state disaster assistance programs that are available to individuals, businesses, and the City. The *City of Gilroy Recovery Operations Manual* is enclosed in the appendix of this plan.

Examples of recovery activities

Examples of recovery activities include:

- restoring of all utilities;
- establishing and staffing Local Assistance Centers and Disaster Assistance Centers;
- applying for state and federal assistance programs;
- conducting hazard mitigation analyses;
- identifying residual hazards; and
- determining and recovering costs associated with response and recovery.

Mitigation Phase

Mitigation efforts occur both before and following disaster events. Post-disaster mitigation is part of the recovery process. Eliminating or reducing the impact of hazards that exist within the City of Gilroy and are a threat to life and property are part of the mitigation efforts. Mitigation tools include:

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

RELATIONSHIP TO THE SYSTEM

The City is responsible for emergency response within its geographical boundaries. The *California Emergency Services Act* requires the City to manage and coordinate the overall emergency response and recovery activities within its jurisdiction. During disasters, it is required to coordinate emergency operations with the Santa Clara Operational Area and, in some instances, other local governments.

Under the Standardized Emergency Management System (SEMS) and National Incident Management System (NIMS), the city has responsibilities at two levels, the field response and local government levels. At the field response level, all agencies will use the Incident Command System (ICS) to standardize the emergency response.

At the local government level, a designated Emergency Operations Center (EOC) is used as the central location for gathering and disseminating information, coordinating all jurisdictional emergency operations, and coordinating with the Santa Clara Operational Area.

The following diagram depicts the relationship between the City of Gilroy, the Santa Clara Operational Area, and the State's Northern Regional Emergency Operations Center (NEOC).

**Region II
Emergency Operations
Center
(State of California)**



**Santa Clara
Operational Area
Emergency Operations
Center**



**City of Gilroy
Emergency Operations
Center**



**City of Gilroy
Field Response Level**



Lines of Communications and
Coordination

HAZARD ANALYSIS

The City of Gilroy recognizes that the emergency planning process must address each hazard category that threatens the City. Gilroy is vulnerable to a wide range of potential threats. These can be grouped into three main categories: natural, technological or man-made and national security.

Depending on the nature of the emergency, potential threats may affect a large region, challenging infrastructure, emergency services, and relief organizations which might otherwise be available to the City under a more localized event scenario.

Multiple category events are also possible, such as fires, flooding and dam failures as a result of a major earthquake.

Earthquakes

Gilroy is located in a seismically active zone between the San Andreas and the Hayward faults. Small to moderate earthquakes, in the 3 to 5 magnitude range are fairly common and cause little to no damage or disruption to infrastructure and City services.

In 1989 the City (and the region) experienced a magnitude 7.1 earthquake on the San Andreas Fault. This event, known as the Loma Prieta Earthquake, caused damage to infrastructure and some unreinforced masonry buildings. These major events (7.0 or higher), though unpredictable, have been estimated by the California Division of Mines and Geology to have a 50% probability of occurrence in the next 30 years.

Winter Storms

In February 1986, severe winter storms caused waters from Uvas Creek to overflow its banks, causing significant flooding in some areas of the City. Since 1986, several major flood control projects and improvements have been completed including the Uvas Creek Levee, the Llagas flood control project, bridge replacements, etc. These improvements have lessened, but not eliminated the threat. The potential for localized flooding still exists.

Dam Failures

There are three large dams located to the north and northwest of Gilroy within about a ten mile radius. These have the potential to affect thousands of people should they fail. Anderson Reservoir has a full capacity of 89,000 acre feet, Uvas reservoir has a full capacity of 9,900 acre feet, and Coyote Reservoir has a full capacity of 23,000 acre feet.

Fires

There have been seven major fires in the past fifteen years which have destroyed large commercial or industrial buildings. The potential for a large fire does exist in the downtown area, especially in the older buildings which are not equipped with sprinkler systems. New construction in the hillside areas in the western and northwestern sections of Gilroy has increased the potential for a large wildland interface fire.

Hazardous Materials The threat from hazardous materials continues to increase as local businesses store and utilize such materials in their manufacturing processes and operations. Hazardous materials are also transported through Gilroy via rail and the highway system.

Natural Hazards

- earthquakes;
- floods;
- wildland fires;
- landslides;
- extreme weather/storm;

Technological/Man-made Hazards

- dam failure;
- hazardous materials;
- major vehicle accident;
- train accident;
- airplane crash;
- civil disturbance; and
- terrorism.

A hazard matrix that outlines each of these hazards and identifies their likelihood of occurrence and its severity is listed on the next page.

Likelihood of Occurrence

Hazard	Severity					
	Infrequent	Sometimes	Frequent	Low	Moderate	High
Dam Failure	X					X
Earthquake M<5			X	X	X	
Earthquake M>5	X				X	X
Wildland Fire		X		X	X	X
Floods		X		X	X	X
HazMat			X	X	X	X
Landslides	X			X		
Civil Disturbance	X			X		
Extreme Weather/ Storm		X		X	X	X
Aircraft Crash	X					X
Train Accident	X			X	X	X
Major Vehicle Accident			X	X	X	X
Terrorism	X				X	X

DEPARTMENTAL RESPONSIBILITIES

The City of Gilroy departments have specific responsibilities and related activities/actions assigned to them for each identified hazard and threat. Each department is responsible for ensuring coordination with the other departments.

<i>Key personnel</i>	The EOC Director is responsible for identifying key management personnel, with alternates, and alternative facilities to conduct government operations, based on the hazard analysis. Each department will be responsible for identifying key departmental personnel with backups and alternates for each position.
<i>Alert list</i>	The OES Coordinator is responsible for developing and maintaining an emergency alert list, which will be used to notify the key city personnel. Each department will develop their own departmental alert list, which will be used by the departments to alert departmental personnel.
<i>Special districts</i>	Special districts with responsibilities under this plan will coordinate all planning efforts with the OES Coordinator.
<i>City OES</i>	The OES Coordinator has overarching responsibility for coordinating the City's response to each identified hazard and threat. Departmental responsibilities are outlined in hazard/threat specific matrices. Typical activities/actions performed during a specific hazard/threat are listed on the vertical axis (y-axis); and the five Standardized Emergency Management System (SEMS), National Incident Management System (NIMS) functions are listed on the horizontal axis (x-axis). For each activity/action, the departments' assigned responsibilities under this activity/action are listed under the appropriate SEMS/NIMS function.

The following legend will apply to all the matrices:

FD	= Fire Department
CD	= Community Development
CA	= City Administrator
CS	= Community Services
PW	= Community Services Field Crews
PD	= Police Department
AS	= Administrative Services
HR	= Human Resources Division
BLES	= BLES division of Community Development

SEMS/NIMS Functions

Activities	Mgmt/ Command	Operations	Planning/ Intell.	Logistics	Finance/ Admin.
Incident Command	CA				
Emergency Response		FD,PD,PW			
Situation Status			CD		
Resources/Support				CS	
Public Information	PIO				
Warnings/ Notifications	PIO	PD,FD			
Communications		PD			
Community Volunteers				HR	
Structural Assessment		BLES			
Care/Shelter				CS	
Medical/Health		FD,PW			
Coroner Operations		PD			
Documentation			CD		
Evacuation		PD,FD			

STANDARD OPERATING PROCEDURES DEVELOPMENT

For the City of Gilroy's Emergency Operations Plan to be complete, each SEMS/NIMS section, branch and unit must develop Standard Operating Procedures (SOPs). Upon completion, each SOP will become part of this plan by reference.

These SOPs will contain, in detail, those actions that are necessary to fulfill the SEMS/NIMS functional responsibilities under this plan. Each of the SOPs will include some generic information such as Preparedness activities, procedures for recalling departmental personnel, disaster assignments, and resource lists.

Under a heading for each SEMS/NIMS section, branch or unit, a descriptive list of what specific information will be in the SOPs is provided below to assist in developing SOPs. Once the SOPs are completed, they must return to the "Concept of Operations" section on this plan to ensure that the SOPs are consistent with these concepts.

Each SOP will be reviewed by the OES Coordinator for consistency with the City's Emergency Operations Plan. Inconsistencies or overlaps between departmental actions will be addressed by the departments or the City Administrator.

Strict adherence to the SOP by departments is not required. Departments may deviate from SOPs to respond to unique needs in a particular response. Major variation from procedures shall be coordinated with the EOC.

Fire Department

Preparedness

Develop procedure for reviewing and updating Gilroy Fire Department SEMS SOPs.

Identify the process and develop procedures for checking critical Fire Department facilities and equipment, including testing systems.

Develop procedure for mobilizing Fire Department personnel and pre-positioning resources and equipment.

In coordination with the Police Department develop a process for managing incidents, at the field level, using the Incident Command System.

In coordination with the Police Department, develop a process for communicating with and directing the central dispatch center, including the activation of the Emergency Alert List.

In coordination with the Police Department, develop the process and procedures to warn threatened elements of the population.

Ensure that hazardous material procedures are consistent with the *Santa Clara County's Hazardous Materials Area Plan*. In coordination with the Police Department and the City Administrator develop procedures to disseminate warnings, emergency public information, and instructions to Gilroy citizens.

Response Operations (Initial)

Develop procedures for responding to and managing:

- train accidents;
- aircraft accidents, including military aircraft;
- major vehicle accidents;
- a failure of the Uvas or Anderson Dams (consistent with inundation areas);
- hazardous material incidents (consistent with County's HazMat Area Plan);
- earthquakes;
- floods;
- wildland fires;
- landslides; and
- extreme weather or storm situations.

Develop procedures for initiating:

- activities to implement Incident Action Plans;
- "windshield survey" damage assessment following an earthquake;
- medical operations, including triage operations;
- a needs assessment and subsequent requests for fire and rescue mutual aid;
- rescue operations, including swift water rescues;
- evacuation and rescue operations; and
- in coordination with the Community Services Department, treatment for injured. (Medical Car/Triage SOP)

Take into consideration specific planning requirements identified in the hazard analysis, in particular for hazardous materials and dam safety elements.

*Response Operations
(Extended)*

Develop the process and concept of operations for EOC operations, including the communication and coordination protocol between the field and EOC fire personnel.

Preparedness

Police Department

Identify key management, with alternates for each position, and develop list.

Identify alternative government facilities, based on the hazard analysis.

Develop procedure for reviewing and updating Gilroy Police Department SOPs.

Identify the process and develop procedures for checking critical police department facilities and equipment, including testing systems.

Develop procedure for mobilizing Police Department personnel and pre-positioning resources and equipment.

In coordination with the Fire Department and the Office of Emergency Services, develop a process for managing incidents, at the field level, using the Incident Command System.

In coordination with the Fire Department develop a process for communicating with and directing the central dispatch center, including activation of the Emergency Alert List.

In coordination with the Fire Department, develop process and procedures to warn threatened areas of the community.

*Response Operations
(Initial)*

In coordination with the Fire Department and City Administrator develop procedures to disseminate warnings, emergency public information, and instructions to Gilroy citizens.

Develop procedures for responding to:

- train accidents;
- aircraft accidents, including military aircraft;
- major vehicle accidents;
- a failure of the Uvas or Anderson Dam;
- hazardous material incidents;
- civil disturbances and terrorism incidents;
- earthquakes;
- floods;
- wildland fires;
- landslides; and
- extreme weather or storm situations.

Develop procedures for initiating:

- “windshield survey” damage assessment following an earthquake;
- perimeter management, including access control;
- isolating the incident, and controlling access to the incident;
- request for law enforcement mutual aid; and
- operations to safeguard evidence at aircraft and train accidents.

Develop procedures for evacuations/movement operations and traffic and crowd control operations, including the identification of evacuation routes, evacuation reception areas, shelter locations, and security for area.

Take into consideration specific planning requirements that are identified the hazard analysis, in particular for hazardous materials and dam safety elements. Ensure that all items under the Americans with Disabilities Act are covered for evacuations/movement operations.

*Response Operations
(Extended)*

Develop the process and concept of operations for EOC operations, including the communication and coordination protocol between the field and EOC fire personnel.

In coordination with the Santa Clara County Coroner, develop procedures for managing fatalities.

Preparedness

OES Coordinator

Review and update Gilroy EOC SOPs.

Check and expedite any repairs to the EOC and equipment, including testing systems.

Review procedures for pre-positioning resources and equipment.

Review and update processes and procedures for briefing City Administrator, Mayor, and employees of the impending disaster situation.

Coordinate with the City Administrator and to review and revise the process and procedures for increasing public information releases.

Coordinate with Human Resources the process and procedure for recruiting volunteers and additional staff, including the procedure for registering them as Disaster Service Workers.

Prepare to mobilize auxiliary and volunteer staff and pre-positioning resources and equipment.

In coordination with the Police Department and the Fire Department, test the process for managing incidents at the field level, using the Incident Command System.

Determine which state and federal agency could be operating in the field and make initial contacts.

In coordination with the Fire Department and the Police Department, test the process for communicating with and directing the central dispatch center, including the activation of the Emergency Alert List.

Review maps of specific hazards (i.e., HazMat, dam inundation areas, flood inundation areas, earthquake faults, etc.) to be used by the various departments/emergency responders.

Revise EOC SOPs, based on new conditions.

*Response Operations
(Initial)*

In coordination with the Fire Department, Police Department, and City Administrator develop procedures to disseminate warnings, emergency public information, and instructions to Gilroy citizens.

In coordination with the City Administrator and the Mayor develop procedures for drafting and declaring a local emergency, including how to request a concurrence from the Director of the Governor's Office of Emergency Services, how to request a gubernatorial proclamation of a state of emergency, and how to request a presidential declaration.

*Response Operations
(Extended)*

In coordination with the City Administrator develop the process and procedure for maintaining a local emergency for an extended period of time.

In coordination with the City Administrator and the PIO develop the process and procedure for responding to press inquiries for the duration of the emergency.

Develop procedures for the activation, operation, and deactivation of the Gilroy Emergency Operational Center (EOC SOPs).

Develop procedures and the process for communicating with the Santa Clara Operational Area, surrounding jurisdictions, and special districts serving the City of Gilroy.

Recovery Operations

Develop procedures for the organization and preparation of after-action reports.

In coordination with the Administrative Services Department develop the procedures and processes used for recovery operations.

Develop procedures for applying for state and federal disaster assistance programs.

In coordination with the Community Development Department, identify the process for conducting and analyzing potential hazard mitigation projects.

In coordination with the Fire Department and Police Department, identify any residual hazards resulting from the disaster.

Community Services Field Crews

Preparedness

Develop procedure for reviewing and updating SOPs.

Identify the process and develop procedures for checking critical Public Works facilities and equipment, including testing systems.

Develop procedure for mobilizing field crews and pre-positioning resources and equipment.

*Response Operations
(Initial)*

Develop procedures for responding to:

- a failure of the Uvas or Anderson Dams;
- earthquakes;
- floods;
- landslides; and
- extreme weather or storm situations.

Develop procedures for initiating:

- utility system damage assessment following an earthquake;
- damage assessment operations for critical facilities, including infrastructure;
- debris removal operations;
- repair and restoration activities for damaged facilities, utility systems, and infrastructure;
- flood fighting activities/actions;
- sand bagging operations;
- levee reinforcement operations;
- hazardous waste clean up and disposal operations;
- clearing and shoring operations for landslide areas; and
- request for public works mutual aid.

Response Operations

Develop procedure for restoring vital utility services.

(Extended)

Recovery Operations

In coordination with the Emergency Services Coordinator and Community Development Department, identify the process for conducting and analyzing potential hazard mitigation projects.

City Administrator/Director of Emergency Services

Preparedness

Develop procedure for reviewing and updating SOPs.

Identify alternate government facilities, including alternate EOC.

In coordination with the PIO develop the process and procedure for increasing public information efforts.

*Response Operations
(Initial)*

In coordination with the Fire Department, Police Department, and the PIO develop procedures to disseminate warnings, emergency public information, and instructions to Gilroy citizens.

Develop draft language for declaring a local emergency, including instructions for how to request a concurrence from the Director of the Governor's Office of Emergency Services, how to request a gubernatorial proclamation of a state of emergency, and how to request a presidential declaration. Include in the procedures the benefits of such proclamations and any additional actions that may be required after a proclamation.

*Response Operations
(Extended)*

Develop the process and procedure for declaring a local emergency. In coordination with the PIO develop the process and procedure for disseminating emergency public information.

Develop procedures for protecting, controlling, and allocating vital resources.

Develop the process for communicating with the Mayor and City Council.

Recovery Operations

In coordination with Administrative Services develop the procedures and processes used for recovery operations.

Develop procedures for continuing government operations, including the identification of alternate sites and succession of City leadership.

Community Development Department

Preparedness

Develop procedure for reviewing and updating Community Development Department SOPs.

Identify the process and develop procedures for checking critical Community Development Department facilities and equipment, including testing systems.

	Develop procedure for mobilizing Community Development Department personnel and pre-positioning resources and equipment.
<i>Response Operations (Initial)</i>	Develop procedures for assessing mutual aid needs.
<i>Response Operations (Extended)</i>	Develop procedures for performing detailed safety inspections of damaged facilities following an earthquake, including the process of determining whether a structure will be rebuilt or demolished.
	Develop procedures to initiate mutual aid request for building inspectors following an earthquake.
	Develop procedures to manage building inspection teams.
	Develop procedures for conducting advance planning activities.
	Develop procedures for creating a situation status report for the disaster to obtain the "big picture," include the updating process.
	Develop procedures for tracking resources.
<i>Recovery Operations</i>	Identify the process for rezoning damaged areas of Gilroy.
	<u>Administrative Services Department</u>
<i>Preparedness</i>	Develop procedure for reviewing and updating SOPs.
<i>Response Operations (Extended)</i>	Develop procedures for procuring emergency resources to sustain operations.

Develop the process and procedure for recruiting volunteers and additional staff, including the procedure for registering them as Disaster Service Workers.

Develop the process for documenting the financial cost of disaster response and recovery operations (a disaster accounting system).

Recovery Operations

Develop the procedures and processes used for recovery operations.

Develop the process and procedure for tracking employees' time and issuing paychecks during disaster operations.

Develop process and the procedures for submitting and processing workman compensation claims.

Community Services Department

Preparedness

Develop procedure for reviewing and updating SOPs.

Identify the process and develop procedures for checking Parks and Recreation facilities and equipment, including testing systems.

Develop procedure for mobilizing personnel and pre-positioning resources and equipment.

*Response Operations
(Initial)*

Develop procedures for assessing the need for mutual aid.

In coordination with the Fire Department, develop procedures for treating the injured, including activating “field treatment sites” (Medical Care/Triage SOP.)

*Response Operations
(Extended)*

In coordination with the American Red Cross, develop procedures for caring for displaced persons (Shelter Operations SOP). Ensure that all items under the American’s with Disabilities Act are considered when opening and managing a shelter.

Develop procedures for transporting patients from the field to local medical facilities.

Develop procedures for activating and participating in the Hospital Emergency Amateur Radio (HEAR) system.

In coordination with the County Health Department, develop procedures for vector control operations.

In coordination with Animal Control develop procedures for the care and shelter of pets and livestock.

AUTHORITIES AND REFERENCES

The authority for the *City of Gilroy Emergency Operations Plan* (EOP) is provided in the California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code).

City of Gilroy Ordinance No. 75-18 provides for the authority of implementing the City of Gilroy EOP.

In development of this EOP, references were used from many sources such as, Santa Clara County EOP, the Standardized Emergency Management System (SEMS) Regulations (California Government Code 8607 et seq) and Guidelines, the *State Emergency Plan* and the National Response Framework (NRF).

TRAINING AND EXERCISING

The OES Coordinator is responsible for developing and providing all training required under the Standardized Emergency Management System (SEMS), National Incident Management System (NIMS) regulations.

The individual departments are responsible for providing training for all department emergency responders, ensuring that all applicable laws are met, and employees are familiar with and knowledgeable of department Standard Operating Procedures (SOPs) and the City's emergency plan.

The Emergency Services Coordinator in coordination with the City Administrator is responsible for developing and distributing an exercise schedule, covering the exercises to be conducted throughout a given calendar year. Each department is responsible for sending emergency responders to these scheduled events pursuant to the exercise schedule.

Appendix:

Letter of Promulgation

Approval Date: October 13, 2009

To: Officials, Employees, and Citizens of the City of Gilroy

The preservation of life, property, and the environment is an inherent responsibility of local, state, and federal government. The City of Gilroy has prepared this emergency operations plan to ensure the most effective and economical allocation of resources for the maximum benefit and protection of the community in time of emergency.

While no plan can completely prevent death and destruction, good plans carried out by knowledgeable and well-trained personnel can and will minimize losses. This plan establishes the emergency organization, assigns tasks, specifies policies, and general procedures, and provides for coordination of planning efforts of the various emergency staff and service elements utilizing the Standardized Emergency Management System (SEMS), National Incident Management System (NIMS).

The objective of this plan is to incorporate and coordinate all the facilities and personnel of the city into an efficient organization capable of responding to any emergency.

This emergency operations plan is an extension of the *California Emergency Plan*. It will be reviewed, exercised periodically, and revised as necessary to meet changing conditions.

The City Council gives its full support to this plan and urges all officials, employees, and citizens, individually and collectively, to do their share in the total emergency effort of the City of Gilroy.

Concurrence of this promulgation letter reaffirms continued utilization of the California Standardized Emergency Management System and integration of the National Incident Management System by the City of Gilroy. This emergency operations plan will become effective on approval by the City Council.

Albert Pinheiro, Mayor
City of Gilroy

PLAN CONCURRENCE

The following list of signatures documents each department's concurrence with this emergency operations plan.

The City Administrator concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
Thomas Haglund, City Administrator

The Administrative Services Department concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
LeeAnn McPhillips, Human Resources Director

Signed _____
Christina Turner, Finance Director

The Fire Department concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
Dale E. Foster, Fire Chief

The Police Department concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
Denise Turner, Chief of Police

The Recreation Division concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
Maria DeLeon, Recreation Manager

The Community Development Department concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
Kristi Abrams, Development Center Manager

Signed _____
Richard Smelser, City Engineer

The City Clerk concurs with the City of Gilroy's Emergency Operations Plan. As needed, revisions will be submitted to the OES Coordinator.

Signed _____
Shawna Freels, City Clerk

RECOVERY OPERATIONS MANUAL

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Recovery Operations Manual

Concept of Operations

Recovery Operations

The City of Gilroy will be involved in recovery operations. In the aftermath of a disaster, many citizens will have specific needs that must be met before they can pick up the thread of their pre-disaster lives. Typically, there will be a need for such services as these:

- assessment of the extent and severity of damages to homes and other property;
- restoration of services generally available in communities - water, food, and medical assistance;
- repair of damaged homes and property; and
- professional counseling when the sudden changes resulting from the emergency have resulted in mental anguish and inability to cope.

The City will help individuals and families recover by ensuring that these services are available and by seeking additional resources if the community needs them.

Two phases

Recovery occurs in two phases: short-term and long-term. Short-term recovery operations will begin during the response phase of the emergency. The major objectives of short-term recovery operations include rapid debris removal and clean-up, and orderly and coordinated restoration of essential services (electricity, water, and sanitary systems). Short-term recovery operations will include all the agencies participating in the City's disaster response.

The major objectives of long-term recovery operations include:

- coordinated delivery of long-term social and health services;
- improved land use planning;
- an improved City of Gilroy Emergency Operations Plan;
- re-establishing the local economy to pre-disaster levels;
- recovery of disaster response costs; and
- the effective integration of mitigation strategies into recovery planning and operations.

City of Gilroy will coordinate its long-term recovery activities with the Santa Clara Operational Area. Changes to the plan will be coordinated with all participating departments and agencies. Structures that present public safety threats will be demolished and abated during short-term recovery operations.

RECOVERY

SHORT-TERM The goal of short-term recovery is to restore local government services to at least minimal capacity. Short-term recovery includes:

- utility restoration;
- expanded social;
- medical and mental health services;
- re-establishment of The City of Gilroy government operations;
- transportation route restoration;
- debris removal and clean-up operations; and
- the abatement and demolition of hazardous structures.

The City of Gilroy will coordinate with private utility companies on all efforts to restore utility systems and services during recovery operations. Medical services will continue in temporary facilities, as necessary. Santa Clara County Health Department will be requested to coordinate and conduct Critical Stress Debriefings for emergency response personnel and victims of the disaster/event.

For federally-declared disasters, tele-registration centers may be established by the Federal Emergency Management Agency (FEMA) to assist disaster victims and businesses in applying for individual assistance grants and Small Business Administration loans.

In coordination with the American Red Cross, the City will provide sheltering for disaster victims until housing can be arranged. The City will ensure that debris removal and clean-up operations are expedited during short-term recovery operations.

**LONG-TERM
RECOVERY**

The goal of long-term recovery is to restore facilities to pre-disaster condition. Long-term recovery includes hazard mitigation activities, restoration and reconstruction of public facilities, and disaster response cost recovery.

The City will be responsible for its own approach to mitigation which could include zoning variances, building code changes, plan reviews, seismic safety elements, and other land use planning techniques. With public safety a primary concern, rapid recovery may require adjustments to policies and procedures to streamline the recovery process.

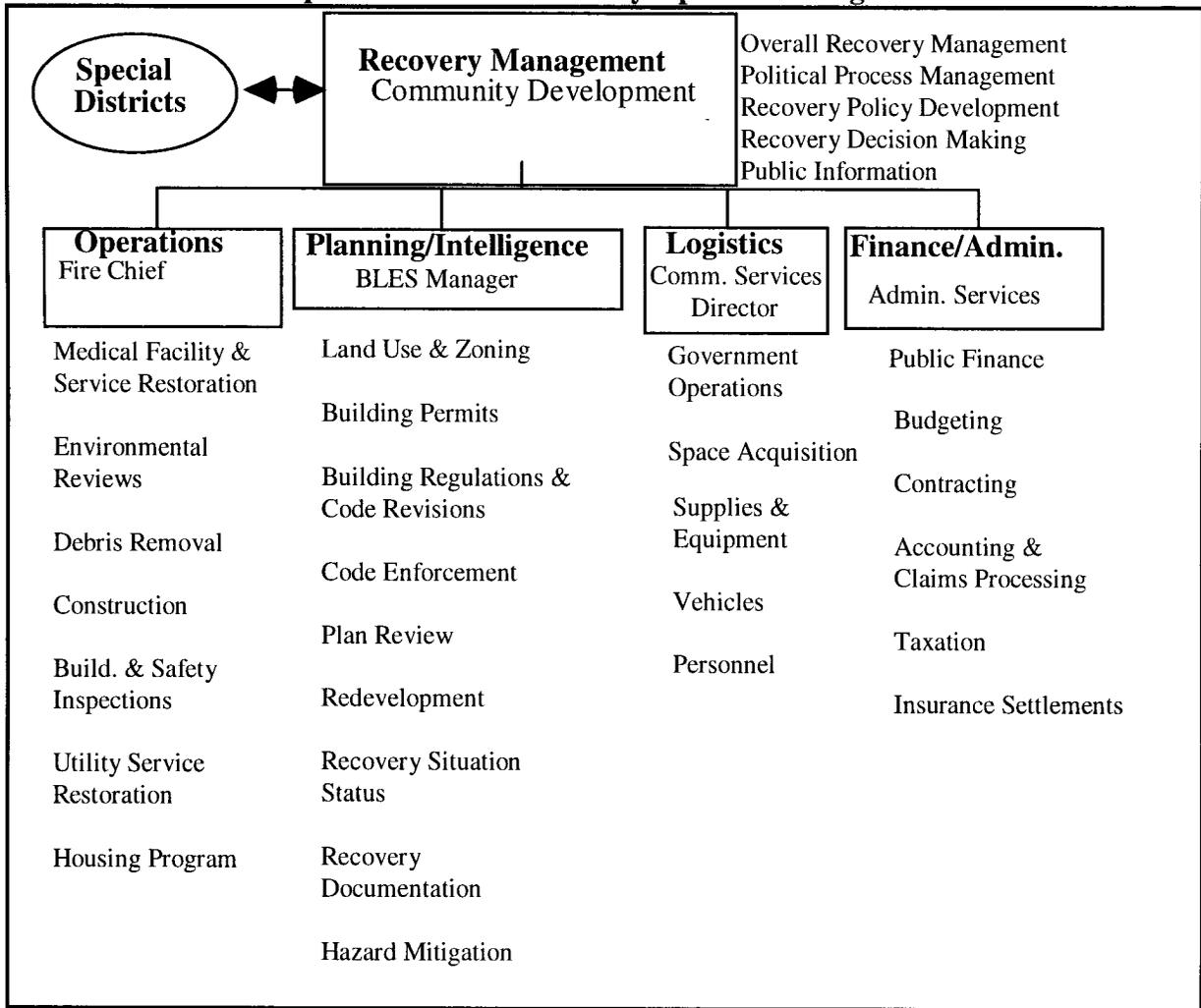
Hazard mitigation actions will need to be coordinated and employed in all activities by the City and special districts in order to ensure a maximum reduction of vulnerability to future disasters. The City will strive to restore essential facilities to their pre-disaster condition by retrofitting, repairing or reconstructing them during long-term recovery operations.

Recovery programs will also be sought for individual citizens and private businesses.

RECOVERY OPERATIONS ORGANIZATION

For the City of Gilroy, recovery operations will be managed and directed by the BLES Division of Community Development. Recovery issues involving other jurisdictions and/or special districts will be coordinated and managed between the Community Development Director and their designated representatives. On a regularly scheduled basis, the Community Development Director will convene meetings with department managers, key individuals, and representatives from affected jurisdictions and special districts. These meetings will be held to collectively make policy decisions and to gather and disseminate information regarding completed and ongoing recovery operations. The City Emergency Services Coordinator may assist in facilitating and leading the recovery process. Gilroy departments will also be represented and responsible for certain functions throughout the recovery process. A recovery operations organizational chart is depicted below.

Santa Clara Operational Area Recovery Operations Organizational Chart



RECOVERY OPERATIONS RESPONSIBILITIES

The City and special districts have specific responsibilities in recovering from a disaster. The functional responsibility chart, listed below, depicts the functional responsibilities assigned to each of the departments and/or key personnel, the Santa Clara Operational Area, and special districts.

<u>Function</u>	<u>Departments/Agencies</u>
Political process management; interdepartmental coordination; policy development; decision making; and public information.	City Administrator's Office
Land use and zoning variance; permits and controls for new development; revision of building regulations and codes; code enforcement; plan review; and building and safety inspections.	BLES Division
Restoration of medical facilities and associated services; continue to provide mental health services; and perform environmental reviews.	County Health Department Community Services
Debris removal; demolition; construction; management of and liaison with construction contractors; restoration of utility services.	Community Services Field Crews
Housing programs; assistance programs for the needy; oversight of care facility property management; low income and special housing needs.	County Social Services Dept. City HCD Division.
Public finance; budgeting; contracting; accounting and claims processing; taxation; insurance settlements.	Administrative Services Department
Applications for disaster financial assistance; liaison State with assistance providers; onsite recovery support; disaster financial assistance project management.	BLES Division and & Federal Agencies
Advise on emergency authorities, actions, and associated liabilities; preparation of legal opinions; preparation of new ordinances and resolutions.	City Attorney
Government operations and communications; space acquisition; supplies and equipment; vehicles; personnel; and related support.	Administrative Services

RECOVERY DAMAGE/SAFETY ASSESSMENT

Under the City of Gilroy Emergency Operations Center's Standard Operating Procedures, an Initial Damage Estimate is developed during the emergency response phase to support a request for gubernatorial proclamation and for the State to request a presidential declaration.

This is followed by a detailed assessment of damage during the recovery phase by the City and special districts. This detailed assessment provides the basis for determining the type and amount of state and/or federal financial assistance available for recovery.

In coordination with FEMA, and County and State OES, the BLES Division will complete the detailed damage/safety assessment.

DOCUMENTATION

Documentation is the key to recovering emergency response and recovery costs. Damage assessment documentation will be critical in establishing the basis for eligibility of disaster assistance programs.

NDAA requirements

Under the State Natural Disaster Assistance Act (NDAA), documentation is required for damage sustained to public buildings, levees, flood control works, irrigation works, county roads, city streets, bridges, and other public works.

Federal requirements

Under federal disaster assistance programs, documentation must be obtained regarding damage sustained to:

- roads;
- water control facilities;
- public buildings and related equipment;
- public utilities;
- facilities under construction;
- recreational and park facilities;
- educational institutions; and
- certain private non-profit facilities.

Debris removal

Debris removal and emergency response costs incurred by the affected entities should also be documented for assistance purposes under the federal programs. It will be the responsibility of the City and special districts to collect documentation of these damages.

The documented information should include the location and extent of damage, and estimates of costs for debris removal, emergency work, and repairing or replacing damaged facilities to pre-disaster condition.

Building codes

The cost of compliance with building codes for new construction, repair, and restoration will also be documented. The cost of improving facilities may be included under federal mitigation programs.

Documentation is key to recovering expenditures related to emergency response and recovery operations. For The City of Gilroy documentation must begin at the field response level and continue throughout the operation of their Emergency Operations Center as the disaster unfolds.

AFTER-ACTION REPORTING

After-Action Report

Standardized Emergency Management System (SEMS), National Incident Management System (NIMS) regulations require any city, city and county, or county declaring a local emergency for which the governor proclaims a state of emergency to complete and transmit an after-action report to OES within (90) days of the close of the incident period.

The after-action report will provide, at a minimum, response actions taken, application of SEMS/NIMS, suggested modifications to SEMS/NIMS, necessary modifications to plans and procedures, identified training needs, and recovery activities to date.

The after-action report will serve as a source for documenting The City of Gilroy's emergency response activities, identifying areas of concern and successes. It will also be utilized to develop and describe a work plan for implementing improvements.

An after-action report will be a composite document for all SEMS/NIMS levels, providing a broad perspective of the incident, referencing more detailed documents, and addressing all areas specified in regulations. It will include an overview of the incident, including enclosures, and addressing specific areas if necessary.

It will be coordinated with, but not encompass, hazard mitigation. Hazard mitigation efforts may be included in the "recovery actions to date" portion of the after-action report.

The OES Coordinator will be responsible for the completion and distribution of the City of Gilroy after-action report, including sending it to the Governor's Region II Office of Emergency Services within the required 90 day period. They may coordinate with the Operational Area in the completion of the after-action report, incorporating information from them for the report.

For The City of Gilroy, the after-action report's primary audience will be City management and employees. As public documents, they are accessible to anyone who requests a copy.

The after-action reports will be written in simple language, well-structured, brief and well-presented, and geared to multiple audiences.

Data for the after-action report will be collected from a questionnaire, RIMS documents, other documents developed during the disaster response, and interviews of emergency responders. The most recent After-Action Report Instructions and Report Form are available on RIMS.

DISASTER ASSISTANCE PROGRAMS

Introduction

When requesting disaster assistance, some key areas of concern must be adequately addressed. These areas include the needs of distinct groups, disaster assistance available at each level of declaration, and the level of detail required on each request for disaster assistance.

The disaster assistance programs have been developed for the needs of four distinct groups:

- individuals;
- businesses (including agriculture interests);
- governments; and
- non-profit organizations.

<i>Individuals</i>	Individuals may receive loans or grants for such things as real and personal property, dental, funeral, medical, transportation, unemployment, sheltering, and rental assistance, depending on the extent of damage.
<i>Business</i>	Loans for many types of businesses are often made available through the United States Small Business Administration, assisting with physical and economic losses as a result of a disaster or an emergency.
<i>Agriculture</i>	Programs exist for agricultural or other rural interests through the United States Department of Agriculture, including assistance for physical and production losses, repair, and reconstruction.
<i>Government</i>	Funds and grants are available to government and non-profit organizations to mitigate the risk of future damage.

Type of Emergency Declaration

A state grant program is available to local governments to respond and recover from disasters. Federal grant programs are available to assist governments and certain non-profit organizations in responding to and recovering from disasters. At each level of emergency declaration, various disaster assistance programs become available to individuals, businesses, governments, and non-profit organizations. Under local emergency declarations, The City of Gilroy may be eligible for assistance under the Natural Disaster Assistance Act (with concurrence of the Director of the Governor's OES).

Businesses and individuals may be eligible for local government tax relief, low-interest loans from the United States Small Business Administration, and relief programs under the United States Department of Agriculture.

<i>State of Emergency</i>	Under a State of Emergency Proclamation by the Governor, the City,
---------------------------	--

Proclamation

special districts, individuals, and businesses may be eligible, in addition to the assistance available under a local emergency declaration, for services from the following agencies:

- Contractor's License Board;
- Department of Insurance;
- Department of Social Services;
- Franchise Tax Board Tax Relief;
- Department of Motor Vehicles;
- Department of Aging State Board of Equalization; and
- Department of Veteran's Affairs (CALVET).

Presidential Declaration

Under a Presidential Declaration, the City, special districts, individuals, and businesses may be eligible for the following disaster assistance programs and services:

- Cora Brown Fund;
- Crisis Counseling Program;
- Disaster Unemployment;
- Temporary Housing Program;
- Individual and Family Grant Program;
- Internal Revenue Service Tax Relief;
- Public Assistance;
- Hazard Mitigation;
- Veteran's Affairs Assistance; and
- Federal Financial Institutions.

Public Assistance Program Responsibilities

The City, private agencies, and special districts have the responsibility for the completion and submission of the required documents for both state and federal public assistance programs for their jurisdiction, agency, or company.

Specifically, the Administrative Services Department will complete the necessary public assistance program application and supporting materials. Additionally, the Community Development Department will be the primary contact for state and federal field representatives.

Individual Assistance Program Responsibilities

Individuals are expected, whenever possible, to provide for themselves and direct their own personal recovery. However, many individuals will expect the City to deliver assistance to them well after the disaster.

The City will assist the individuals in any way possible, including providing them with the Federal Emergency Management Agency's (FEMA) hotline number for individual assistance.

A sequence of delivery guide has been developed by FEMA to assist individuals and local governments in determining the flow of individual assistance. The City of Gilroy's objective is to provide the citizens of their community with all the necessary information to help themselves recover from the disaster. The sequence of delivery appears as follows:

- individual actions for assistance (family, friends, volunteer organizations, churches, etc.);
- recovery/assistance from private insurance carrier;
- FEMA disaster housing assistance;
- United States Small Business Administration assistance;
- individual and Family Grant Program assistance; and
- Cora Brown Fund Assistance.

Hazard Mitigation Grant Program Responsibilities

Within declared areas, the City of Gilroy BLES Division is responsible for identifying projects that will substantially reduce the risk of future damage, hardship, loss, or suffering from a disaster.

These agencies must ensure that each identified project is cost effective and meets basic project eligibility. These agencies will be the primary contact and coordinator for each funded project until completion.