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COUNTY OF SANTA CLARA INCLEMENT WEATHER ANNEX

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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:

Operational Area Cities and Towns

City of Cupertino
City of Morgan Hill
City of Gilroy
City of Milpitas
City of San Jose

Special Districts

PG&E
Santa Clara County Fire District
Santa Clara County Library
Santa Clara Valley Water District
Valley Transportation Authority

Other Partners

Bill Wilson Center
City Team Ministries
Gilroy Compassion Center
Home First
LifeMoves
The Salvation Army
United Way Bay Area
Valley Homeless Healthcare Program
Winter Faith Collaborative

County of Santa Clara

Office of the County Executive
Office of Supportive Housing *
Office of Emergency Management
Public Health Department
Social Services Agency
Parks and Recreation Department
Office of the Medical Examiner-Coroner
Emergency Medical Services Agency
Facilities and Fleet Department

State of California

California Office of Emergency Services

Federal Partners

National Weather Service

** Indicates lead County Agency for the development of the County of Santa Clara's Inclement Weather Annex.*



PROMULGATION

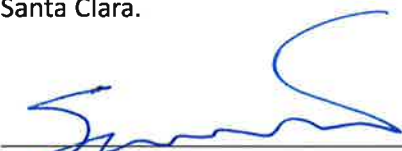
The preservation of life, property, and the environment are inherent responsibilities of local, state, and the federal government. Additionally, history has demonstrated that government agencies must understand and strengthen their organization’s disaster management and recovery procedures before and during times of disaster, to maintain and improve their ultimate charge. While no plan can completely prevent error, reasonable plans – carried out by knowledgeable and well-trained personnel can and will minimize losses.

This Annex, an extension of the Emergency Operations Plan complies with California’s Standardized Emergency Management System (SEMS), the National Incident Management System (NIMS), state and federal procurement regulations.

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

This Annex will be reviewed and exercised periodically and revised as necessary to satisfy changing conditions and needs.

The Office of the County Executive, the Office of Emergency Management, and the Office of Supportive Housing give their full support to this plan and urge all officials, employees, and residents – individually and collectively – to familiarize themselves with this Annex and to do their share in the total emergency effort of the County of Santa Clara.



James R. Williams, J.D., County Executive

Office of the County Executive

4/7/25

Date




Kathryn Kaminski, Acting Director

Office of Supportive Housing

4/3/2025

Date



Dana Reed, Director

Office of Emergency Management

4/4/2025

Date



RECORD OF CHANGE

DATE	NAME/ORGANIZATION	CHANGE DESCRIPTION
3/26/2021	OEM	<ul style="list-style-type: none"> Initial inclement activation triggers and CRT weather condition confirmation
11/01/2021	OEM	<ul style="list-style-type: none"> Updated inclement activation triggers
12/06/23	OEM	<ul style="list-style-type: none"> AFN Review/Alt Text. Add FAST Team and AFN & Cultural Competency Workgroup Quality Assurance and dissemination of information. Audit of Gender Neutral.
3/18/2024	OEM & OSH	<ul style="list-style-type: none"> Stylistic Upgrades, Table of Contents Added OSH to cover. Included roles and responsibilities of Valley Water and VTA Updated activation to include flood and saturated soils. Updated with 2024 AFN Legislation regarding cooling/warming centers. Added additional vocabulary
3/10/2025	OEM, OSH and County Counsel	<ul style="list-style-type: none"> Stylistic Upgrades, Table of Contents Adaptation to new annex content Legal Review
4/3/2025	OEM and OSH	<ul style="list-style-type: none"> Update After Action & Training Section Change of AlertSCC Registration



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HOW TO USE THIS ANNEX

The Inclement Weather Annex is organized into four components, as shown on the next page; a summary of each component follows on the next several pages. This planning document is not meant to be read from beginning to end in just one sitting – or even several sittings. This publication was designed for a variety of audiences, each operating under a broad range condition ranging from emergency events to routine planning activities. This document is intended as a reference guide for readers to consult at key moments during response, as well as by organizational planners during annex review and revision.

Each component is intended to be read by a particular audience at a particular time; for instance, the Roles and Responsibilities Component, organized by agency, is an excellent source of condensed information related to how each agency is tasked to perform action within the scope of this planning document. This component is recommended for departmental, agency, or jurisdictional leaders to gain familiarity with their roles and responsibilities as laid out in this functional annex. Planners and responders already familiar with the provisions of this hazard-specific annex may find the Roles and Responsibilities Component to be a great refresher.

A summary of each component; including information related to when each component should be used, as well as their intended audience follows on the next several pages.

Component 1
Administration and
Overview

Component 2
Concept of Operations

Component 3
Roles and Responsibilities

Component 4
Authorities, References, and
Support Material



Component 1

Annex Administration and Overview

Who should read?

Agency planners and leaders; partner agencies

When to read?

Before event; during training; during annex review and revision

Component Contents

- Record of Changes
- Acknowledgements
- How to Use this Publication
- Promulgation
- Annex Development
- Annex Planning Organization
- Annex Maintenance

Component 2

Concept of Operations

Who should read?

Agency planners and leaders; response/recovery directors, coordinators, and personnel (including EOC members and departmental staff); partner agencies

When to read?

During training; during event; during annex review and revision

Component Contents

- Purpose and Scope
- Activation Triggers, Crisis Response Team,
- Declaration, Ongoing Period, End
- National Weather Service Products
- Public Information and Engagement

Component 3

Roles and Responsibilities

Who should read?

Agency planners & leaders; response/recovery coordinators/directors; partner agencies

When to read?

Before event; during training; during event as refresher; during annex review and revision

Component Contents

- R&R for Local Jurisdictions
- R&R for County Departments
- R&R for Private Organizations
- R&R for State Agencies
- R&R for Federal Agencies

Component 4

Authorities, References, and Support Material

Who should read?

Agency planners, response/recovery coordinators, directors, and personnel (including EOC members and departmental staff), as needed; partner agencies

When to read?

During training; during event; during annex review and revision

Component Contents

- Authorities and References
- Definitions
- Annexes



COMPONENT 1: ADMINISTRATION AND OVERVIEW

Intended Audience

The intended audience for this component includes:

- Department leaders tasked with the implementation of this hazard-specific annex
- Department/Agency/planners within Santa Clara County likely to participate in, or contribute to, any pre-disaster planning, response, and/or recovery activities
- State and federal auditors
- Partner and ancillary organizations and jurisdictions

When to Read

This component is intended to be read:

- Before any emergency/disaster event to ensure compliance with established County policies with the ultimate intention of promulgation
- During training to educate annex stakeholders on the document's purpose, scope, and assumptions
- During plan review/revision cycle

Summary

The purpose of *Component 1: Administration and Overview* is:

- As reference for local, state, and federal responders to integrate their agency operations with local procedures, if needed
- As reference for local, state, and federal emergency management personnel to conduct an informed after-action investigation and report
- To provide the following information, as required by County's standard emergency management planning document format and local planning conditions. See table below:

County OEM – Standard Annex Administration Component	
Record of Changes	Annex Administration
Acknowledgements	Annex Development
Promulgation	Annex Planning Organization
Table of Contents	Annex Maintenance
How to Use this Publication	Training and Exercises



COMPONENT 2: CONCEPT OF OPERATIONS

Intended Audience

The intended audience for this component includes:

- Department/Agency/ planners within the Santa Clara County Operational Area likely to participate in, or contribute to, any pre-disaster planning, response, and/or recovery activities
- State and federal auditors
- Partner and ancillary organizations and jurisdictions

When to Read

This component is intended to be read:

- During training to educate annex stakeholders on the operational coordination concepts utilized by all defined organizational entities identified throughout the Hazard-Specific Annex
- During emergency or disaster event
- During plan review/revision cycle

Summary

The purpose of *Component 2: Concept of Operations* is:

- To inform partner and ancillary organizations of the County's Inclement Weather Annex preparedness and response procedures
- As reference for local, state, and federal responders to integrate their agency operations with local procedures, if needed
- As reference for local, state, and federal emergency management personnel to conduct an informed after-action investigation and report

This component begins with a description of the planning purpose and scope, as well as a catalog of the assumptions that County planners utilized as parameters for this planning document. Changes in the planning environment may alter the anticipated outcome of this document. Additionally, any operation that deviates from the stated planning purpose, scope, and assumptions outlined in this publication may produce unintended or unanticipated outcomes.

The component goes on to describe the actions and/or considerations for the following topics:

- Purpose, Scope and Assumptions
- National Weather Service Products
- Public Information and Engagement
- Inclement Weather Annex Triggers
- Activation, declaration, and ongoing period



COMPONENT 3: ROLES AND RESPONSIBILITIES

Intended Audience

The intended audience for this component includes:

- Department/Agency planners within the Santa Clara County Operational Area likely to participate in, or contribute to, any pre-disaster planning, response, and/or recovery activities or state and federal auditor.
- Partner and ancillary organizations and jurisdictions

When to Read

- Before event, during event, as refresher (particularly if department and/or agency leader)
- During plan review/revision cycle

Summary

The purpose of *Component 3: Roles and Responsibilities* is:

- To inform partner and ancillary organizations of the County’s Inclement Weather Annex preparedness and response procedures
- As reference for local, state, and federal responders to integrate their agency operations with local procedures, if needed
- As reference for local, state, and federal emergency management personnel to conduct an informed after-action investigation and report

Component 3: Roles and Responsibilities is intended to provide agency leaders with a quick point-of-reference to understand their organization’s role and responsibilities in accordance with this planning document. The table below catalogues the various agencies that have been tasked to perform some action(s) in this hazard-specific annex.

County Departments	
Office of Emergency Management (OEM)	Emergency Medical Services (EMS)
Office of Supportive Housing (OSH)	Fleets and Facilities (FAF)
Public Health Department (PHD)	Sheriff’s Office (SO)
Social Services Agency (SSA)	County 9-1-1 Communications
County Parks	County Executive’s Office (CEO)
Office of the Medical Examiner – Coroner (MEC)	
Special Districts, State and Federal Agencies, Non-Governmental and Private Organizations	
Santa Clara County Fire (SCCFD)	Cal OES
Santa Clara County Library District	National Weather Service (NWS)
Santa Clara Valley Water District	United Way Bay Area (UWBA)
Valley Transportation Authority (VTA)	Non-Profit Providers of Shelter Services
PG&E	



COMPONENT 4: AUTHORITIES, REFERENCES, AND SUPPORT MATERIAL

Intended Audience

The intended audience for this component includes:

- Department/Agency planners within the Santa Clara County Operational Area likely to participate in, or contribute to, any pre-disaster planning, response, and/or recovery activities
- Partner and ancillary organizations and jurisdictions

When to Read

- Before event
- During plan review/revision cycle

Summary

The purpose of *Component 4: Authorities, References, and Support Material* is:

- To inform partner and ancillary organizations of the County's Inclement Weather Annex preparedness and response procedures
- As reference for local, state, and federal responders to integrate their agency operations with local procedures, if needed
- As reference for local, state, and federal emergency management personnel to conduct an informed after-action investigation and report

The last component, *Component 4 References, Authorities, and Support Material*, provides users of this publication with a listing of all relevant authorities associated with this planning document (i.e., California Emergency Services Act, Chapter 7 of Division 1 of Title 2 of the Government Code) and applicable references that may be used for further investigation and research.

Furthermore, this component provides the reader with the following resources in the form of Appendices:

- **Appendix A** – Conference Call Agenda Template (page 45)
- **Appendix B** – Health Information and Vulnerable Populations (page 47)
- **Appendix C** – Animal Vulnerabilities in Excessive Cold Related Weather (page 50)
- **Appendix D** – Transportation (page 54)
- **Appendix E** – Shelter and Warming Centers (page 57)



COUNTY EMERGENCY OPERATIONS PLAN/ANNEX CROSSWALK

During the response, the following functional support shall be used as deemed necessary:

- Where reference is made for the County's emergency response, see the **Emergency Operations Plan**.
- Throughout this document, where public information and communication with the public is referenced, see the **Public Information Annex**.
- Where warming centers or mass care operations are mentioned, see the **Mass Care and Emergency Assistance Annex**.
- Where animals, pets, or livestock are mentioned, see the **Animal in Disaster Annex**.
- When access and functional needs and cultural competency are mentioned, refer to the **Access and Functional Needs Annex**.



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PURPOSE, SCOPE, AND ASSUMPTIONS



PURPOSE, SCOPE, AND ASSUMPTIONS

PURPOSE

The Inclement Weather Annex is a hazard-specific annex to the County of Santa Clara Emergency Operations Plan (EOP) and provides a framework for coordinating actions to be taken prior to and during an inclement weather event. This annex is written at the Operational Area (OA) level to help ensure all jurisdictions, agencies, and partners within the County of Santa Clara OA have centralized information that will aid in the development of further local plans, as well as provide key information required to successfully mitigate the adverse impacts of an inclement weather event.

The Annex will also outline inclement weather operational area coordination actions, public information and warning, and communication and outreach considerations. To alleviate unnecessary overlap of duties or misallocation of resources, this Annex outlines relevant roles and responsibilities of jurisdictions, agencies, and partners prior to and during an inclement weather event. Once implemented, this Annex will be utilized for training, drills, and actual responses.

SCOPE

This Annex addresses preparedness and response activities during inclement weather episodes in the county and applies to all public, private, non-governmental organizations (NGOs), and community-based organizations (CBOs) within the Operational Area.

All activities are in accordance with the state Standardized Emergency Management System (SEMS), which has been integrated with the federal National Incident Management System (NIMS). SEMS principles will be followed during multi-agency or multi-jurisdictional emergency management activities.

ASSUMPTIONS

Certain assumptions can be made for the county inclement weather risk and hazards. These assumptions lay the foundation for this Annex and the County EOP associated with conducting emergency management operations in preparation for, response to, and recovery from major Inclement Weather emergencies:

- Inclement weather emergencies are most likely to occur in the winter season and carry over to the early spring season.
- Inclement weather episodes may pose serious threats to public health, life safety, property, the environment, and the local economy.
- Additional shelter beds will be available through partners in response to inclement weather.
- Overnight warming locations during periods of inclement weather will open.
- Major inclement weather episodes may require a multi-jurisdictional response.
- PG&E's Public Safety Power Shutoff (PSPS) activities may result in widespread power outages impacting the area, which in turn may lead to cascading events.
- Community members with Access and Functional Needs (AFN) will require advanced notice and further planning considerations.
- Santa Clara County OEM will integrate Access and Functional Needs (vulnerable populations) identified in the Americans with Disabilities Act (ADA) and California Government Code Section 8593.3 into Emergency Management efforts using the Communication, -Maintaining Health,



Independence Safety, Support Services, and Self Determination, and Transportation (CMIST) framework, see [AFN Annex](#) for detailed definition of CMIST. All county departments and agencies should exercise their best efforts to develop and maintain emergency plans.

- The Office of Supportive Housing will notify vulnerable population by using the Alert Santa Clara County – (AlertSCC) to convey critical disaster alerts and weather warnings. The alert will be sent to those who signed up for 888777 BADWEATHER.
- The Office of Emergency Management in coordination with OSH and AFN Coordinator will notify the community within Santa Clara County using the Alert Santa Clara County – (AlertSCC) to convey critical emergency alerts and weather warnings.
- The County of Santa Clara is responsible for the coordination of emergency actions in the unincorporated county area and will commit resources as available to save lives, property, and the environment.
- In the event that the County will need to open Overnight Warming Locations in the unincorporated area, the County will utilize the Mass Care and Emergency Assistance Annex.



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CONCEPT OF OPERATIONS

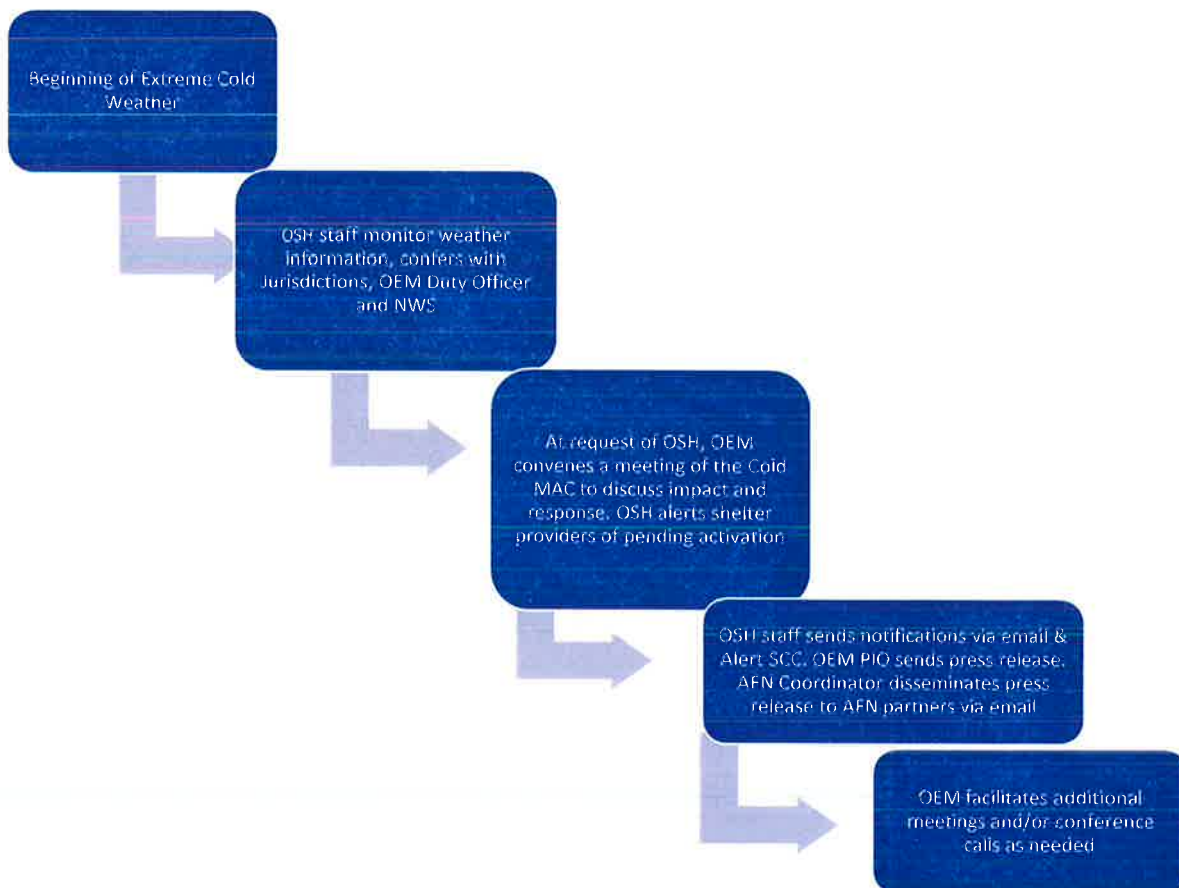


CONCEPT OF OPERATIONS

Santa Clara County has one of the largest unsheltered populations in the country. Extreme cold weather coupled with potential flooding poses a significant threat to the health and well-being of the approximately 9,706 unsheltered individuals living along the waterways, on the streets, and in other exposed areas of the County. Vulnerable populations are primarily at risk for adverse effects from excessive cold. The two most adverse effects due to exposure to cold weather are frostbite and hypothermia. During the 2023 cold weather season, nineteen individuals died of hypothermia. Santa Clara County’s Office of Emergency Management has identified “triggers” to initiate preparedness and response activities within the County to reduce such risks. Triggers and Excessive Cold Emergency Phases identified in this annex are based on standards identified from the National Weather Service (NWS) and local standards designed by Office of Supportive Housing and partner agencies.

Annex Activation

Once NWS determines that an upcoming inclement weather episode could pose a substantial threat, the OEM duty officer in consultation with OEM Management may choose to begin implementing the actions detailed in the activity flow chart presented below:





EMERGENCY PREPAREDNESS AND RESPONSE TEAM (EPR) PROCEDURES FOR DECLARING AN INCLEMENT WEATHER ACTIVATION

In the event of inclement weather forecasted by National Weather Service. The OSH's Emergency Preparedness & Response Team (EPR) will ensure that exposure to dangerous temperatures, flooding and the possible risk of injury are minimized for unsheltered individuals. The role of OSH will be to convey information to the service provider community, vulnerable populations, unsheltered individuals and other key stakeholders prior to, during and immediately following an emergency weather related crisis.

The OSH's EPR will complete the following steps leading up to requesting the County to activate the Inclement Weather Annex (IWA). In some cases, due to time restraints or the emergency, EPR team members may activate the IWA without following certain steps.

INITIAL INCLEMENT ACTIVATION

Crisis Response Team: Monitors the weather daily watching for inclement weather triggers:

1. **Overnight low of 40° F or lower with a probability of rain of at least 5%;**
2. **Overnight low of 45° F or lower with a 50% or higher probability of rain;**
3. **Persistent rainfall expected for two or more days and/or rainfall with flooding and/or soil oversaturation that could cause land movement that would create life-threatening conditions for those living in or along affected areas; or**
4. **Overnight low of 35° F or lower for two or more days that would endanger the lives of people living in places not meant for human habitation (outside or in vehicles) or that lack heating.**

When weather conditions are within range of the triggers, a member of the EPR will contact the National Weather Service to receive a detailed and current forecast via phone, email, or Slack. If conditions warrant, the EPR member will contact the OEM Duty Officer.

OEM Duty Officer: An EPR member will confer with the OEM duty officer to help interpret the weather information and coordinate a stakeholder conference call. Communication with the OEM duty officer ensures that the EPR gets quick accurate information that will enable them to make a well-informed decision to activate an inclement weather episode. The OEM duty officer can be reached via email at dutyofficer@oem.sccgov.org or calling 408-299-2501.

National Weather Service (NWS): On the stakeholders' conference call the NWS reports on the forecast and risk factors regarding:

- a. Rain and Temperatures Risk
- b. Flooding Risk
- c. Wind Risk
- d. Power Outages
- e. Any other relevant considerations



OSH Emergency Preparedness and Response Team: Uses information reported by the NWS and key stakeholders to discuss the impact on the whole community including AFN (vulnerable populations). Once the risks are clearly identified, a decision is made as to whether activation thresholds are met, and if so, the EPR will activate the OSH Department Operations Center (DOC).

ACTIVATING THE EMERGENCY OPERATIONS CENTER (EOC)

The **OSH Emergency Preparedness and Response Team** will activate the Inclement Weather Annex as follows:

1. EPR will immediately confer with partners in the affected jurisdiction to confirm the time and duration of the episode.
2. EPR member will notify the OEM duty officer and other key stakeholders by email providing basic information about the duration of the activation and list of warming locations and/or overnight warming locations provided by the County OEM DO will request collect the information that the jurisdictions provide of their warming centers and overnight warming locations. This list will be provided to OSH.
3. OSH will notify all partner Shelter, Outreach and Drop-in Center providers regarding the activation providing instruction to extend bed capacity, hours of operations and to activate outreach teams. The outreach teams will inform vulnerable populations of the risk, provide shelter options and supplies to help save lives. A list of warming/cooling locations should be provided along with the link to OEM to be featured through SCC Inclement Weather website. Providers should be reminded to encourage clients to sign up for weather alert text messages (see AlertSCC Engagement Section).
4. OSH will notify the Shelter Providers Network providing information about the activation and attach a list of the shelter/warming locations.
5. EPR member will login to Everbridge to send out an AlertSCC message to advise the public of the activation and possible risk issued **(EPR staff must complete training via OEM to be allowed access. In the event EPR staff are unable to send a message the County Communications Watch Commander can be engaged to facilitate the process).**
6. EPR member will update OSH personnel of changes to shelter locations and community center list to ensure website accuracy.
7. EPR member will notify United Way's 2-1-1 to provide information regarding the activation and to update the shelter/warming center locations.
8. EPR member will approve a press release sent from OEM, providing information regarding the activation and any risk factors.
9. If two or more cities have activated their EOCs due to inclement weather, County EOC will activate.

ONGOING PERIOD

1. EPR will continue to monitor the weather, continue communication with the NWS and keep apprised of weather conditions.
2. EPR will continue to provide information about the emergency to all contacts via emails and through the AlertSCC system.
3. EPR will receive and manage requests for specialized outreach, sharing of episode specific information during the activation, such as flood notifications, outreach to specific site due to urgent site matter.
4. EPR will respond to media requests for interviews in coordination with OEM PIO or the Office of Public Affairs.



5. OEM will arrange an additional Operational Area conference call regarding information on services provided, total amount of individuals served, fatalities, injuries, and the extent of weather damages.
6. EPR will engage with key partners and stakeholders to obtain reports from each agency on services provided and a number of individuals served.

TRANSPORTATION

During periods of inclement weather lasting longer than 48 hours, OSH requests free transportation for unhoused individuals to access warming centers or shelters. OSH will provide advance notice to the OEM Duty Officer (3-5 days) that a VTA request may be forthcoming, whenever feasible based upon the NWS forecast. OSH will submit a 213RR to the OEM Duty Officer for VTA free transportation including paratransit when the decision is made to activate for events expected to span greater than 48 hours. OEM will submit the 213RR to VTA and relay the affirmative response from VTA to OSH. OSH will in turn notify service providers, outreach teams, and advocates. In the event the activation is canceled, extended, or changed in any manner, the 213RR shall be amended and submitted to VTA. Additional information regarding transportation can be found in Appendix D.

SANTA CLARA VALLEY WATER DISTRICT

SCVWD provides dependent and/or event relevant Operational Area stakeholders with access to the following information and products related to waterway conditions and SCVWD activities throughout an entire event:

- Precipitation information
- Stream gage information
- Reservoir gage information
- Sandbag locations
- Flood safety tips
- Intelligence for flood projections stemming from weather forecast, stream and reservoir data, and soil saturation.

ANIMAL SERVICES

One designated county warming center will accommodate household pets. Additional information regarding animal services during inclement weather can be found under Appendix C. If emergency sheltering or care for animals is required, the Animals in Disaster Annex will be utilized.

MASS CARE AND EMERGENCY ASSISTANCE

To continue supporting Santa Clara County's population through excessive cold scenarios, specifically regarding multiple days of sustained/extreme cold weather with little to no respite, emergency sheltering maybe required. If emergency sheltering is required, the Mass Care and Emergency Assistance Annex will be utilized.

END OF ACTIVATION

Once the NWS advises the County the inclement weather conditions have subsided and no other risk factors are present the following will be completed by the EPR:

1. Notify all shelter providers, community services agencies, and stakeholders that the activation has ended.
2. Request a follow-up stakeholder call to review activation, assess for negative impact to persons, and solicit constructive feedback.



3. Mitigate any issues with providers and community services regarding the activation (if needed).
4. Continue to monitor the weather daily and coordinate with key stakeholders as needed.

NATIONAL WEATHER SERVICE

PRODUCT

Wind-Chill Index

The Wind-Chill Index is the perceived decrease in air temperature felt by the body on exposed skin due to the flow of air. Wind chill numbers are always lower than the air temperature for values where the formula is valid. When the apparent temperature is higher than the air temperature, the heat index is used.

The NWS Wind Chill Temperature (WCT) index uses advances in science, technology, and computer modeling to provide an accurate, understanding, and useful formula for calculating the dangers from winter winds and freezing temperatures. The index uses the following criteria:

- Calculates wind speed at an average height of 5 feet, the typical height of an adult human face, based on reading from the national standard height of 33 feet, the typical height of an anemometer
- Is based on human face model
- Incorporates heat transfer theory based on heat loss from the body to its surroundings during cold and breezy/windy days
- Lowers the calm wind threshold to 3mph
- Uses a consistent standard for skin tissue resistance
- Assume no impact from the sun, i.e., clear night sky.

OUTLOOK

An outlook is used to indicate that a hazardous weather or hydrologic event may develop. It is intended to provide information to those who need considerable lead time to prepare for the event. A broad discussion of the weather pattern expected across any given area, is generally confined to forecast periods beyond 48 hours. The Office of Supportive Housing and Office of Emergency Management (OEM) will begin monitoring.

WATCH

A watch is used when the risk of a hazardous weather or hydrologic event has increased significantly, but its occurrence, location, and/or timing is still uncertain. It is intended to provide enough lead time so that those who need to set up their plans in motion can do so. OEM will disseminate NWS/NOAA data to Operational Area partners and make appropriate alert and warning notifications as necessary.

ADVISORY

An advisory highlights special weather conditions that are less serious than a warning. They are for events that may cause significant inconvenience, and if caution is not exercised, it could lead to situations that may threaten life and/or property. In addition to the "Watch" and "Outlook" actions, OEM will host a coordination conference call (see Appendix A) to begin considering any necessary actions to be taken.

WARNING

A warning is issued when a hazardous weather or hydrologic event is occurring, is imminent, or has a very high probability of occurring. A warning is used for conditions posing a threat to life or property. In addition to the



“Watch” and “Outlook” actions, the Office of Emergency Management will host a coordination conference call (see Appendix A) and consider utilizing county facilities for animal sheltering (see Appendix C) as well as a possible Emergency Operations Center activation if necessary.

COLD RISK OVERVIEW

The two most adverse effects due to exposure of cold weather are frostbite and hypothermia. Frostbite is the freezing of skin tissues. It occurs when skin is exposed to freezing temperatures (or near freezing with a wind chill) for extended period of time.

Hypothermia is a drop in a person’s body temperature after long exposure to cold air or water, a condition that, if not treated, can result in death. Santa Clara County’s Office of Supportive Housing has identified “triggers” to initiate preparedness and response within the County to reduce such risks.

PUBLIC INFORMATION AND ENGAGEMENT

BACKGROUND

Communication channels include the County’s 24/7 communications technology solutions that can be broadcast to broad or targeted populations. Private broadcast, print, and online news media in multiple languages, including American Sign Language (ASL), will be integral to broad inclusive communications as well as social media sites operated by the County, including Nextdoor, Facebook, and X formerly known as Twitter.

Public information and engagement programs will comply with Titles II & III of the Americans with Disabilities Act, Section 508 of the Rehabilitation Act of 1973, which requires state and local governments, businesses, and non-profit organizations to communicate effectively with people who have disabilities or access and functional needs. Our goal is to ensure that communication is equally effective and accessible to the whole community.

Recently released Cal OES Statewide Alert & Warning Guidelines (March 2019) have identified the need to establish statewide guidelines for the purpose of enabling and encouraging consistent application of alert and warning best practices, procedures, and protocols. The safety of local communities requires designated alerting authorities to ensure they have multiple operators, adequate testing and training, and functional equipment and software.

Critical components that an effective and comprehensive alert and warning program include:

- Roles and Responsibilities;
- When and How to Issue a Public Alert or Warning;
- Methods and Technologies;
- Messaging;
- Alerting Coordination;
- Training Requirements; and
- System Testing and Exercise Requirements.

SOCIAL MEDIA ENGAGEMENT

The use of social media for public alerting also begins with a cold advisory issuance from the National Weather Service (NWS). This may be followed up by a press release from the County of Santa Clara Office of Communication and Public Affairs, Public Health, or Office of Emergency Management. The process for posting



the press release will be to update the information on County of Santa Clara websites, reaching out to the local media, and then follow up with information across all county owned social media/digital channels.

ALERTSCC ENGAGEMENT

PROTOCOL

Intelligence received from the NWS through the Office of Emergency Management, or the Office of Supportive Housing will inform utilization of the AlertSCC mass notification tool when data shows that notifying the public is pertinent. Messages will also be sent when considering vulnerable populations in known higher risk locations.

REACHING VULNERABLE POPULATION THROUGH ALERT SANTA CLARA COUNTY (ALERTSCC)

The alert and notification system can be accessed and utilized by the entire community, including the vulnerable population, by signing up for Alert Santa Clara County on the Office of Emergency Management website, City websites, and/or during community outreach events OEM or any city OEM office attends.

To assist Santa Clara County's vulnerable populations, that may include unhoused individuals who survive by living on the streets, in recreational vehicles, parked cars, creekside encampments, or freeway onramps, and others are constantly in harm's way from exposure to the elements, potential physical attacks, and social isolation. Their primary means of receiving alerts is through their cell phone.

The County Office of Supportive Housing's staff has created a lifeline for these at-risk individuals and those of the vulnerable population by using a text message alert system (Alert Santa Clara County - AlertSCC) to convey critical disaster alerts and weather warnings. Staff also use the system to direct people to life-saving resources such as food, shelter, and medical care.

Registration for the text message alert system, visiting alertscc.org.

In just an instant, the sender is enrolled in the AlertSCC system and will receive text messages linking them to critical information and services.



ALERTSCC TEMPLATES

Email Message (example below)

Headline

Inclement Weather Event XXX Date

Overnight shelters, overnight warming locations and daytime warming centers are open throughout the county XX day thru XX day due to combination of rain and lower temperatures. Please use one of the following options to find a location: 1) call 211; 2) download and check the ReadySCC application; or 3) go to the website listed below for an up to date list of daytime and overnight shelters / warming locations.

EX - <https://www.sccgov.org/sites/OEM/Pages/Office-of-Emergency-Services.aspx> or call 2-1-1.

Thank you for doing your part to keep people safe during this cold crisis.

Text Message (example below)

Urgent: Overnight shelters, overnight warming locations and daytime warming centers are open throughout the county XX day thru XX day. To find a center near you please call 211, check the ReadySCC app or go to designated website overnight shelters, overnight warming locations and daytime warming centers are open throughout the county XX day thru XX day.

VOICEMAIL MESSAGE (EXAMPLE BELOW)

Greetings,

A National Weather Service Cold Advisory is in effect until [Date/Time]. Low temperatures will range from [Forecasted Temperature] degrees across Santa Clara County, with colder temperatures possible.

For a list of Warming Centers and information on cold- related illnesses and prevention, please visit the County of Santa Clara Office of Emergency Management web site at:

<https://www.sccgov.org/sites/OEM/Pages/Office-of-Emergency-Services.aspx> or call 2-1-1.

Please help those who are elderly or infirm, with a drug or alcohol issue or severe mental illness – if they are without heat units. If you see someone outside who are at risk of getting hypothermia, please help them get to a warming center or other heated space between the hours of 10:00 a.m. and 8:00 p.m. Thank you for doing your part to keep people safe during this heat crisis.



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ROLES AND RESPONSIBILITIES



ROLES AND RESPONSIBILITIES

This section provides basic guidance on the roles and responsibilities of the various jurisdictions, county departments/agencies, and other partners within the OA prior to and during inclement weather event.

LOCAL JURISDICTIONS

Local jurisdiction refers to the cities and towns that are encompassed within the geographical borders of Santa Clara County. In the case of unincorporated areas, local jurisdiction refers to the County itself. Local jurisdictions participate in ongoing operational area planning and training.

In accordance with SEMS, local jurisdictions are responsible for the management of inclement weather event and the development of jurisdiction-specific local inclement weather event plans. Additional agencies/organizations to those listed below, could be applicable and utilized for support.

COUNTY OF SANTA CLARA DEPARTMENTS OR AGENCIES

OFFICE OF EMERGENCY MANAGEMENT (OEM)

OEM is responsible for ensuring the development, implementation, and maintenance of this hazard-specific annex in accordance with the Annex Development and Maintenance provisions of this planning document.

- In consultation with OEM Management, NWS, and OSH, the OEM duty officer (OEM DO) will determine that may pose a substantial threat to the OA, then they may choose to activate this annex
- If determined that an inclement weather event poses a significant threat of impact, the OEM DO will schedule a conference call with the Operational Area (OA) jurisdictions/ partners
- OEM DO will share the NWS forecast with the Office of Supportive Housing (OSH) and other appropriate allied agencies as this provides those agencies lead-time in planning for emergency shelter activation and other sheltering needs
- OEM DO will continue to monitor NWS information throughout the duration of the event as needed
- OEM DO will periodically hold a conference call with the OA jurisdictions/partners and request the following information from the local jurisdictions/partners:
 - Current and planned preparedness/response actions (i.e. EOC/DOC activations, resource staging, prep activities, etc.)
 - Identify possible resource needs, limitations, and high-risk areas
- OEM DO will determine pre-inclement weather situation reporting schedule and future conference call schedule
- OEM Management with the OEM Risk Communications Officer will consider activating a Joint Information Center (JIC) (virtual or physical) for coordinated public messaging
- OEM DO will participate in State calls, as applicable
- OEM Leadership will monitor conditions throughout the entire event and consider activation of the Operational Area Emergency Operations Center (OA EOC), as necessary



- EOC Plans and Intel Chief will develop an OA Situational Report (209) or EOC Action Plan, as necessary

OEM Functional Assessment Service Team (FAST) will conduct building and facilities ADA shelter assessment to ensure ADA compliance is being met.

OFFICE OF SUPPORTIVE HOUSING (OSH)

The Office of Supportive Housing's mission is to increase the supply of housing and supportive housing that is affordable and available to extremely low income or other vulnerable populations. OSH is the county agency responsible for coordinating mass care and shelter across the OA in an emergency or disaster. OSH works in close collaboration with the American Red Cross (ARC) to ensure mass care and shelter services are responsive to the County's operational needs.

OSH has coordinated pre-set Inclement Weather Shelter Beds with overnight accommodations throughout the County and outreach activities to the various unsheltered populations that may be impacted. Moreover, OSH has highlighted EPR procedures for an activation, response, and recovery related activities in coordination with partners.

OSH also assumes an emergency role when the OA EOC is activated or the Director of OEM requests assistance.

PUBLIC HEALTH DEPARTMENT (PHD)

The Public Health Department (PHD) is the lead agency for public health emergencies and serves as the coordinating body for all hospital and healthcare facility emergency management components. They provide strategic resource support and medical expertise to hospitals and healthcare facilities.

- Develop and recommend objectives that protect the health of the county's population during an inclement weather event, including the various vulnerable populations
- Coordinate all county healthcare facilities to ensure they have adequate fuel, water, health supplies, and an adequate staffing plan
- Disseminate inclement weather-related health precautions or information to the public as needed
- Coordinate with OSH for outreach support to vulnerable populations

SOCIAL SERVICES AGENCY (SSA)

The Social Services Agency (SSA) is the County agency that serves as a co-lead for coordinating mass care and shelter across the OA in an emergency or disaster.

- SSA can be requested to assist with warming centers and other potential shelter activation or other sheltering needs, when notified as necessary
- SSA reaches out to vulnerable clients via its network of Senior Nutrition Programs and other programs as applicable.
- SSA will assist in providing wraparound services when needed.

PARKS AND RECREATION DEPARTMENT (PRK)

The mission of the Santa Clara County Parks & Recreation Department is to provide, protect, and preserve regional parklands for the enjoyment, education and inspiration of this and future generations.



During an inclement weather event, this department can provide situational awareness for the Emergency Operations Center (EOC) regarding park closures, awareness of hazardous conditions, and monitoring guest safety.

OFFICE OF THE MEDICAL EXAMINER-CORONER (MEC)

The Medical Examiner-Coroners (MEC) mission is to serve the community by conducting objective medicolegal death investigations in a compassionate manner into all deaths which fall under the jurisdiction of the Office.

During an inclement weather event, the MEC can confirm the causes of fatalities with specific implications/concerns having to do with hypothermic events. As well as decedent identification and notification of next-of-kin

EMERGENCY MEDICAL SERVICES AGENCY (EMS)

The mission of the Santa Clara EMS System is to evolve a cost-effective, collaborative, and outcome-based EMS delivery system that produces clinically superior and culturally competent care, while achieving high levels of patient satisfaction from the people of Santa Clara County.

During an inclement weather episode, EMS can help track calls, inform the EOC of a volume increase in calls for service, and can coordinate with county hospitals.

FACILITIES AND FLEET DEPARTMENT (FAF)

Facilities and Fleet is a total resource organization providing full service physical plant operations management, capital construction management, project management, lifecycle maintenance/repair of all vehicles and equipment, and organization-wide mail and parcel processing/distribution services. FAF are co-leads in all transportation planning (ESF-1) with VTA.

During an inclement weather event FAF will be utilized to ensure all HVAC, County Warming Centers are functional and have their needs addressed.

SHERIFF'S OFFICE (SO)

The Santa Clara County Sheriff's Office is dedicated to the preservation of public safety by providing innovative and progressive service in partnership with the community.

During an inclement weather event, the SO can provide situational awareness in the field, including staffing needs, or the potential for security needs at county warming centers.

COUNTY 9-1-1 COMMUNICATIONS

The Santa Clara County 9-1-1 Communications Department exists to protect lives, property, and the environment by providing the vital connection between the community and emergency responders.

During an inclement weather event, County Communications can be utilized for situational awareness regarding call volume for related calls, as a conduit to duty officers of other agencies/jurisdictions to make requests and the potential for AlertSCC messaging.

COUNTY EXECUTIVE'S OFFICE (CEO)

The County Executive's Office (CEO) provides support to the County's Board of Supervisors, to the County's various organizations, and to the residents and businesses of Santa Clara County. The Office ensures the implementation of legislative mandates and Board policies. It provides analytical support, strategic planning,



policy analysis, and budgetary oversight for the County organization. In addition, it seeks to safeguard civil rights and to educate, inform, and advise both those who administer and those who receive County services.

The CEO, during an inclement weather event, can be an integral resource for the coordination of elected officials' needs and establishing other key priorities.

SPECIAL DISTRICTS

SANTA CLARA COUNTY LIBRARY DISTRICT

The Santa Clara County Library District offers eight locations and seeks to provide an inclusive space where everyone feels welcomed, supported in their lifelong learning, and energized to help us evolve as a community.

During an inclement weather event, County libraries are utilized as warming centers, cooling centers, or clean air centers. County Library District will send a list of locations available for use during inclement weather episodes along with hours of operation to OEM Duty Officer, OSH, and OEM PIO.

SANTA CLARA COUNTY FIRE DEPARTMENT (SCCFD)

SCCFD exists to protect the lives, property, and environment within the communities served from fires, disasters, and emergency incidents through education, prevention, and emergency response.

During inclement weather events SCCFD can be utilized for overall awareness of cold related fire hazards, notifications on cold related increases in call volume and staffing needs.

SANTA CLARA VALLEY WATER DISTRICT (SCVWD)

The Santa Clara Valley Water District (SCVWD), with a history dating back to 1929, manages an integrated water resources system that includes the supply of clean, safe water, flood protection and stewardship of streams on behalf of the County's 1.9 million residents. The SCVWD effectively manages 10 dams and surface water reservoirs, three water treatment plants, an advanced recycled water purification center, a state-of-the-art water quality laboratory, and nearly 400 acres of groundwater recharge ponds, providing wholesale water and groundwater management services to local municipalities and private water retailers who deliver drinking water to homes and businesses. The water district is the flood management agency for the county that includes building and maintaining flood protection infrastructure.

This work includes widening channels, raising levees, and annually preparing creeks for winter rains through levee maintenance, sediment removal, bank repair, and vegetation management. SCVWD also provides access to precipitation, stream, and reservoir gauge readings; sandbag locations; street flooding contacts; and flood safety tips.

During severe weather, Valley Water will offer flood projection intelligence based on weather forecasts, stream and reservoir data, and soil saturation levels. This support will help coordinate preparedness and response actions for severe weather and potential flooding incidents.

VALLEY TRANSPORTATION AUTHORITY

Santa Clara Valley Transportation Authority (VTA) is an independent special district that provides sustainable, accessible, community-focused transportation options.

During periods of inclement weather lasting longer than 48 hours, OSH requests free transportation for vulnerable population to access warming centers or overnight warming shelters.



PRIVATE AND NON-GOVERNMENTAL ORGANIZATIONS

PACIFIC GAS & ELECTRIC (PG&E)

The Pacific Gas and Electric Company (PG&E) is an investor-owned electric utility (IOU) and is overseen by the California Public Utilities Commission. They are utilized for energy forecasts, and flex alerts in efforts to best serve their customers and provide situational awareness to the County EOC.

During periods of inclement weather PG&E can be utilized for energy forecasts and provide situational awareness to the County EOC regarding ongoing efforts.

UNITED WAY BAY AREA (UWBA)

The UWBA is leading a network of corporations, government agencies, nonprofits, and individuals to create lasting change for Bay Area residents and families.

During a disaster, UWBA provides critical information via its 211 system about evacuation routes, food, and shelter, as well as job search and permanent housing during long-term recovery. 211 is confidential and available 24 hours a day in more than 150 languages. Through an agreement with the County of Santa Clara, 211 staff will aid callers in need by contacting the location closest to the caller to verify availability.

NON-PROFIT PROVIDERS OF SHELTER SERVICES

Nonprofit shelter providers offer emergency shelter and supportive services to individuals and families experiencing homelessness.

During periods of inclement weather, shelters increase capacity to the extent possible and agree to accept those in need with few barriers to entry on a walk-in/roll-in basis. The following organizations have made a commitment to increase shelter capacity during inclement weather:

- Bill Wilson Center, San José
- City Team Ministries, San José
- Salvation Army, San José
- Lifemoves, Montgomery Street Inn (MSI), San José
- Lifemoves, Commercial Street Inn (CSI), San José
- HomeFirst, Gilroy Armory, Gilroy
- Project WeHope, East Palo Alto
- HomeFirst (Overnight Warming Locations)



STATE AGENCIES

CALIFORNIA GOVERNOR'S OFFICE OF EMERGENCY SERVICES (CAL OES)

Cal OES is responsible for the coordination of overall state agency response to large scale disasters in support of local jurisdictions. The office is responsible for assuring the State's readiness to respond to and recover from all hazards – natural, manmade, war-caused emergencies and disasters – and assisting local jurisdictions in their emergency preparedness, response, recovery, and hazard mitigation efforts.

- Coordinate overall state agency response activities to large-scale disasters in support of local jurisdictions
- Facilitate applicable requests for federal-aid and recovery activities between impacted or responsible agencies at the state, federal, Operational Area, and local level

FEDERAL AGENCIES

NATIONAL WEATHER SERVICE (NWS)

The National Weather Service is a component of the National Oceanic and Atmospheric Administration (NOAA). NOAA is an Operating Unit of the U.S. Department of Commerce. Their mission is to provide weather, water, and climate data, forecasts, and warnings for the protection of life and property and the enhancement of the national economy.

- Provide, develop, and distribute timely meteorology products in support of emergency actions and as requested.
- Provide spot forecast, as requested.



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ANNEX DEVELOPMENT AND MAINTENANCE



ANNEX DEVELOPMENT AND MAINTENANCE

ANNEX DEVELOPMENT

This Annex utilized a whole community planning approach consisting of the Operational Area Advisory Group for Emergency Planning, the [NAME OF ANNEX] Annex Working Group, and four Sub-Working Groups, including:

- Strategic Partnerships Sub-Working Group
- Communication and Outreach Sub-Working Group
- Shelter Utilization Sub-Working Group

SUB-WORKING GROUP - STRATEGIC PARTNERSHIPS

The purpose of the Strategic Partnerships Sub-Working Group was to identify partnerships with allied agencies and groups within the community to foster agreements to best support sheltering, warming locations, and possible transportation processes. Specifically, based on the needs identified, the working group met individually with representatives from identified strategic partners and enhanced current communication while building capacity.

SUB-WORKING GROUP - COMMUNICATION AND OUTREACH

The purpose of the Communication and Outreach Sub-Working Group was to develop a process by which the OA can deliver coordinated, prompt, reliable, and actionable information to the whole community. Specifically, this sub-working group worked to enhance consistent, accessible, culturally and linguistically appropriate methods to determine alert/warning trigger points that accurately reflect current and computer-modeled environmental conditions that may result in inclement weather within the OA. Deliverable public message templates (text/SMS and email) were drafted to expedite the communication process. For instance, surveying members determined that the timing of release of these messages for maximum effectiveness should be 24 hours before activation. Moreover, a new code word, "BADWEATHER," replaced the formerly used "unsheltered" in order to remove any stigma and was generalized to be used during excessive heat periods. These changes were based on feedback and engagement from focus groups of unhoused individuals. Surveys may need to be conducted to accurately reflect on communications strategies utilizing the whole community approach and identifying AFN partners. The survey will be created by using the CMIST function that will reflect all populations, such as seniors, individuals with lack of transportation, multi-lingual individuals, and Immigrant Communities. Lastly, the sub-working group focused on countywide outreach coverage and increased the number of teams to twelve during inclement weather.

SUB-WORKING GROUP - SHELTER UTILIZATION

The Shelter Utilization Sub-Working Group worked to develop tools and messaging to assist shelter partners develop methods to increase empty shelter beds. Specifically, the group members provided contact information for individuals and 211 operators to call and confirm space availability. Additionally, shelter providers expanded storage capacity and updated policies to encourage utilization.

This In Annex was developed by using FEMA's Emergency Management Planning Process. For detailed description of Santa Clara County emergency planning process refer to the [Santa Clara County Emergency Operations Plan](#).



MAINTENANCE

The Annex is considered a dynamic document. The County Office of Emergency Management (OEM), in coordination with the Office of Supportive Housing (OSH) and other essential stakeholders, is responsible for the maintenance, review, and update of this Annex. At a minimum, this Annex will be reviewed annually and updated every three years. It is essential that OSH and OEM make revisions and updates in collaboration with participating persons, local jurisdictions, and other planning partners identified in this Annex to ensure accuracy and validity.

OSH and OEM will assess the need for revisions to the Annex based on the following considerations:

- Issuance of updated California policies, or practices regarding inclement weather that require changes in the Annex.
- Changes in County, state, or federal ordinances, laws, regulations, requirements, or organization.
- Lessons learned through exercises or actual events.
- Development of new tools or procedures.

TRAINING AND EXERCISE

Conducting exercises serves as an invaluable method for assessing the efficacy of an emergency plan, allowing emergency responders and decision-makers to acquaint themselves with the procedures, facilities, and systems crucial for real event scenarios. The process of exercising the Annex and appraising its effectiveness entails utilizing training sessions, exercises, and evaluations of disasters to ascertain whether the goals, objectives, decisions, actions, and timeframes outlined in the plan contribute to successful disaster preparedness, response, and recovery efforts.

The Office of Emergency Management (OEM) has established a comprehensive training and exercise program aimed at enhancing the County Operational Area's capabilities across all phases of emergency management—from prevention, protection, and mitigation to response and recovery. The annex will be seamlessly integrated into the OEM Training and Exercise (IPPW). The specific nature of the training and exercises related to the Annex will be determined by OEM's Training and Exercise Section in collaboration with the OEM Planning Section, including the AFN Coordinator, and in coordination with essential stakeholders identified in this planning document. Insights gained from training and exercises should be documented and communicated to the OEM Planning Section to inform improvements to planning products.

AFTER ACTION REPORTING

The After-Action Report/Improvement Plan (AAR/IP) is a document that generally includes a summary of events (for a real-world event) or an exercise overview, analysis of capabilities, and a list of corrective actions. The length, format, and the development timeframe of the AAR/IP depend on the type and scope of the real-world event or exercise. These parameters should be determined by the after-action team or exercise planning team, based on the expectations of senior leaders. The AAR/IP should include an overview of performance related to each objective and associated capabilities.

The observations developed for the AAR/IP should be categorized as either strengths or areas for improvement. Observations do not have to be lengthy to be impactful. A clearly written observation includes a defined and direct statement of the issue identified, a brief description of the analysis, and



the impact or result of the issue. A summary of the analysis completed can be included to help stakeholders understand how the after action or evaluation team arrived at the conclusion.

The purpose of the After-Action Meeting (AAM) is to serve as a forum to review the revised the draft AAR/IP. Participants should seek to reach final consensus on strengths, areas for improvement, draft corrective actions, concrete deadlines, and owners/assignees for implementation of corrective actions. The Improvement Plan (IP) includes consolidated corrective actions. The IP may be an appendix to the AAR. The AAR/IP is then final and distributed to exercise planners, participants, and other preparedness stakeholders, as appropriate.



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AUTHORITIES AND REFERENCES



AUTHORITIES AND REFERENCES

Emergency response, like all governmental action, is based on legal authority. The Inclement Weather Annex is a hazard-specific annex to the overall County of Santa Clara Emergency Operations Plan (EOP) and follows state and federal guidelines.

LOCAL

- County of Santa Clara Emergency Operations Plan
- County of Santa Clara Ordinance Code– Division A8 – Civil Protection and Emergency Services

STATE

- California Emergency Services Act (Chapter 7 of Division 1 of Title 2 of the Government Code)
- California Disaster Assistance Act (CDAA)
- California Disaster and Civil Defense Master Mutual Aid Agreement
- Standardized Emergency Management System Regulations (SEMS) California Code of Regulations, Title 19, Division 2, Chapter 1
- California Government Code, Title 1, Division 4, Chapter 8, Sections 3100, 3101, and 3102, and California Labor Code Section 3211.92
- California Government Code 8593.3
- California Government Code 8593.10
- State of California Emergency Plan
- Emergency Function 8 – Public Health and Medical

FEDERAL

- Robert T. Stafford Disaster Relief and Emergency Assistance Act
- Homeland Security Act of 2002
- Homeland Security Presidential Directive (HSPD) 5 - (February 2003)
- Presidential Policy Directive (PPD) 8: National Preparedness
- Post-Katrina Emergency Management Reform Act (PKEMRA) of 2006
- Pets Evacuation and Transportation Standards (PETS) Act of 2006
- Public Law 920: Federal Civil Defense Act of 1950
- Executive Order 13166, Improving Access to Services for Persons with Limited English Proficiency
- Executive Order 13347, Individuals with Disabilities in Emergency Preparedness
- National Incident Management System (NIMS), Department of Homeland Security, updated in May 2013
- National Response Framework (NRF)
- Mass Evacuation Incident Annex to the National Response Framework, Department of Homeland Security, June 2008.



GLOSSARY

ACCESS AND FUNCTIONAL NEEDS (AFN)

Individuals who have developmental or intellectual disabilities; physical disabilities; chronic conditions or injuries; limited English proficiency; or who are non-English speaking, older adults, children, people living in institutionalized settings; those who are low income, homeless, or transportation disadvantaged, including those who are dependent on public transit; or those who are pregnant.

EOC

Santa Clara County Emergency Operations Center is located at the Office of Emergency Management, within the Sheriff's Building, 55 W. Younger Avenue, San Jose.

JOINT INFORMATION SYSTEM

A coordinated effort amongst local Public Information Officers (PIO) for implementing local and regional media strategies that include systems to provide the disaster victims, the public, and various target audiences with accurate, timely, consistent, and easy-to-understand information about disaster response, recovery, and mitigation operations.

STAKEHOLDERS

Other agencies/individuals with a vested interest/responsibility during an excessive inclement weather event.

WARMING CENTER

Facilities made available by public, private, and volunteer organizations as warm relief sites. Each city is responsible to determine the need for warming centers in their jurisdiction. The city and county have multiple potential warming center locations, such as libraries, community centers, and senior centers. These centers are made available and staffed by the respective governmental jurisdictions, community-based organizations, or private groups where they are located.

Overnight Warming Locations (OWL) center activates only when inclement weather reaches the cold weather triggers. OWL's typically offer only the minimal level of services: a warm place to sit and some liquid refreshments. Centers are usually utilized by persons who are not in the shelter system for an array of reasons. Some may be in transit but not prepared financially or otherwise to contend with unanticipated weather conditions. Others may be local individuals who are eligible for but decline to stay in shelters due to objections to policies and procedures.

WHOLE COMMUNITY

Whole Community is defined by FEMA as "a means by which residents, emergency management practitioners, organizational and community leaders, and government officials can collectively understand and assess the needs of their respective communities and determine the best ways to organize and strengthen their assets, capacities, and interests."

Santa Clara County OEM's Access and Functional Needs (AFN) & Cultural Competency Workgroup partners use a strategic Whole Community approach to leverage the knowledge and experiences of all individuals in the community to prepare for, protect against, respond to, and recover from emergencies. The AFN & Cultural Competency Workgroup is an integral part of the plan development process in Santa Clara County. At a minimum the Workgroup has two representatives in each Core Planning Groups to ensure the needs of the AFN Community are being addressed in Santa Clara's Emergency Operation Plan and its annexes.



During a response, AFN & Cultural Competency Workgroup members ensure the quality of Public Information translated documents and share to their served community members. If needed, the Workgroup provides briefings on AFN impacts to the EOC via the AFN coordinator.

VULNERABLE POPULATIONS

Vulnerable population are groups or individuals who are at higher risk of adverse effects during emergencies or disasters due to factors such as age, health status, socioeconomic status, disabilities, the unhoused, language barriers, or other circumstances that may limit their ability to prepare for, cope with, or recover from the impacts of the emergency or disaster.



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APPENDIX A: HEALTH INFORMATION & VULNERABLE POPULATIONS



COLD STRESS

This condition occurs when the body struggles to maintain its normal temperature. Shivering, an early indicator of cold stress, causes blood to flow from the extremities and skin surface to the body's core (chest and abdomen)

HYPOTHERMIA

When the body is unable to replace heat lost to the environment, hypothermia, or abnormally low body temperature, develops. Early symptoms include shivering fatigue, loss of coordination, confusion (slurred speech), and disorientation. More advanced hypothermia includes no shivering, blue skin, dilated pupils, shallow breathing and irregular heartbeat.

ACCESS AND FUNCTIONAL NEEDS

The SCC Office of Emergency Management uses the Communication, Maintaining Health, Independence, Safety, Support Services, and Self Determination (CMIST) Framework or functional model when addressing vulnerable populations rather than relying solely on a medical model. Rather than identifying vulnerability based on someone's demographic profile (e.g., being elderly) or diagnosis (e.g., being diabetic), emphasis is put on areas of functional capabilities and needs of a person to maintain health and well-being leading up to, during, and after an emergency. This approach reduces the generalization and stigmatization of population groups and provides Santa Clara County Emergency Management stakeholders and staff with clear and actionable information. AFN also includes cultural competency. For additional definitions details, see the [AFN Annex](#). Specifically, when discussing inclement weather-related emergency preparedness, the following groups could be considered vulnerable or at greater risk in an inclement weather emergency:

- People who require support or supervision from others to assess situations. For example, children, individuals with autism, dementia, psychiatric conditions, and/or cognitive disabilities)
- People who have limitations that interfere with the receipt of and response to information require that information be provided in ways they can understand. They may not be able to hear, see, speak, intellectual limitation and/or limited English proficiency for example: People who are Visually Impaired and/or have vision loss, People who are Hearing Impaired, Medical Conditions, People with Non-Visible Disabilities Cognitive, Intellectual and Mental Health)
- People with Public Transportation Needs: Refers to the ability to travel from one place to another safely when roads are blocked or public transportation is unavailable - not only for evacuation but also to obtain needed supplies, to safety shelter-in-place, and for re-entry and recovery. Individuals who cannot drive or who do not have a vehicle may require transportation support to evacuate successfully. This support may include accessible vehicles (e.g., lift-equipped or vehicles suitable for transporting individuals who use oxygen) or information about how and where to access mass transportation during an evacuation.
- People with Medical Conditions: Refers to providing access to equipment, medication, supplies, bathroom facilities, hygiene, nutrition, hydration, adequate rest, and personal assistance, which can mean the difference between maintaining health and decompensation that necessitates medical care.



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APPENDIX B: ANIMAL VULNERABILITIES IN EXCESSIVE COLD RELATED WEATHER



ANIMAL VULNERABILITIES (IN EXTREME COLD WEATHER)

If emergency sheltering or care for animals is required, the Animals in Disaster Annex will be utilized.

Although the County of Santa Clara has few days of record cold temperatures, animal owners should be aware and ready to protect their pets and livestock to help them through these unusual cold spells. Following are a number of concerns and recommendations:

CONCERNS

- Animals, especially indoor/outdoor pets, probably do not have an adequate winter coat for protection in these very low temperatures.
- Hypothermia and dehydration are the two most probable life-threatening conditions for animals in cold weather.
- Wet conditions and wind chill add greatly to the cold-stress for animals (and people).

PREVENTION

Pets

- Pets should be brought inside or into protected covered areas and provided with plenty of bedding, food and drinking water.

Livestock

- Livestock should be provided with wind-break and roof shelter and monitored for signs of discomfort (extensive shivering, weakness, lethargy, etc.).
- It is very important that livestock be provided extra hay/forage/feed as up to double the calories for normal body heat maintenance may be needed in extreme cold.
- It is critical that animals have access to drinking water. Usual water sources may freeze solid in low temperatures, and dehydration becomes a life-threatening factor. Many of our animals, especially the young, may not know how or be unable to break several inches of ice to reach water. In general, animals tend to drink less in extreme cold, risking dehydration. Research with horses shows horses drink more water if it is warmed during winter weather.
- Adding a warm sloppy bran mash, sloppy moistened beet pulp, or soaking pelleted feed in warm water is a good way to add water to your horses' diet and provide some "comfort food" in the cold weather.
- Special attention should be paid to very young and old animals. They may be less able to tolerate temperature extremes and have weaker immune systems.

LIVESTOCK AND POULTRY

Producers should ensure that all livestock and poultry are provided adequate and accessible warming locations, where feasible.

Many producers have back-up generators for their facilities, which should be inspected to ensure operational condition in the event of rolling or rotating blackouts or power failures. Emergency power should also be available for fans and well pumps. Misters, soakers, and fans should be checked to ensure they are operational. Shade structures (especially shade cloths) should be in good repair.



During a heat wave emergency, dairy producers have used a variety of temporary cow-cooling methods. Fire hoses can be hooked up to water trucks and used to soak the cattle. Strings of cows can be cooled in sprinkler pens if they are not in constant use for milking. Temporary soaking lines can be devised using flexible landscaping PVC hose and high-volume emitters positioned over the cattle. Industrial fans have been rented to augment these water-cooling methods. Temporary shade structures have been erected. In general, working cattle should be avoided except in the early morning.

If producers are experiencing difficulties or delays in having dead animals picked up by rendering companies, they should immediately contact their Agriculture Commissioner, their local Office of Emergency Management, or office of environmental health and make them aware of the situation. Local officials are able to assist with alternate methods of disposal, including evaluating the need for a declaration of a local emergency.

RESPONSE IF NEEDED

If a pet is believed to be suffering from the cold, including developing frostbite, consulting a local practitioner for treatment advice is recommended.

Many professionals and organizations are available to assist you in recommendations and health care for your animals. Pet owners should check with their veterinarian, animal control or humane societies for additional tips and assistance. Horse and livestock owners should check with their veterinarian, the California Department of Food and Agriculture's Animal Health and Food Safety Services, or the Santa Clara County Division of Agriculture for additional information and assistance. Please take the extra care to provide for your pets and livestock during a cold period.

SHELTERING AND ANIMAL CARE

To continue supporting Santa Clara County's unsheltered and vulnerable population through excessive cold scenarios, specifically regarding multiple days of sustained/extreme cold weather with little to no respite. Animal care considerations for these populations must be considered. This may be done through warming centers that would accept animals for vulnerable populations or through the County's support trailers.

MASS CARE AND ANIMAL SUPPORT TRAILERS

OEM in partnership with the County Social Services Agency (SSA) has staged a Mass Care and Shelter Support trailers at four strategic locations throughout the county. These support trailers will be utilized to deploy sheltering operations (also for animal sheltering) in the unincorporated areas of the county as well as a means of support for Op Area jurisdictions.



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APPENDIX C: TRANSPORTATION



TRANSPORTATION

The need for people to move in an extreme cold scenario will most likely center on moving vulnerable populations to or from warming centers and medical facilities. Transporting under these circumstances can be very complex. Complications can be caused by a variety of factors, including locating people that need to be transported, the medical condition of the individual, vehicle accessibility, pet and service animal issues, forced transport, and liability issues.

Transportation providers linked via interagency agreements or other contractual arrangements with the Office of Supportive Housing and other social service agencies could provide a valuable resource in times of emergencies and facilitate cost reimbursement for local agencies if a state or federal disaster is declared. These activities should be undertaken prior to any emergency.

County and local governments may have variety of resources within their jurisdictions to use in the movement of people during an inclement weather event. Transportation service systems specifically for people with disabilities and older adults need to be integrated into all evacuation and warming center (sheltering) plans. Agreements should be developed between local governments and transportation providers in advance of an event and should include crossing jurisdictions for mutual aid assistance. Disability-accessible and older adult transportation service providers should become routine partners in emergency planning. Agreements should be made with providers in advance of an event when possible. Resources for accessible transportation that may be available in an area may include:

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- ADA-mandated paratransit systems/accessible transportation providers
- Dial a Ride
- Non-profits (i.e. United Cerebral Palsy)
- Area Agencies on Aging
- Private providers of services to people with disabilities
- Taxi systems
- Non-emergency vans, medical vans
- School district transportation systems
- Adult Day Health Care (ADHC)
- Airport shuttle buses/airport car rental shuttle buses
- Senior centers
- Health care centers

