



COUNCIL AGENDA: 9/12/17
ITEM: 3.3 (17-038)

Memorandum

TO: HONORABLE MAYOR AND
CITY COUNCIL

FROM: Toni J. Taber, CM
City Clerk

SUBJECT: SEE BELOW

DATE: August 31, 2017

**SUBJECT: OFFICE OF EMERGENCY MANAGEMENT WORKPLAN PRIORITIES
ANNUAL REPORT.**

RECOMMENDATION: As recommended by the Public Safety, Finance, and Strategic Support on August 17, 2017, accept the annual report on the Office of Emergency Services workplan priorities.



Memorandum

TO: PUBLIC SAFETY, FINANCE, AND
STRATEGIC SUPPORT COMMITTEE

FROM: Curtis Jacobson

**SUBJECT: OFFICE OF EMERGENCY SERVICES
WORKPLAN PRIORITIES ANNUAL
REPORT**

DATE: August 8, 2017

Approved

Date

8/10/17

RECOMMENDATION

Accept the annual report on the Office of Emergency Services workplan priorities; and refer the Office of Emergency Services Workplan Priorities Annual Report to the September 12, 2017, City Council meeting for full adoption.

BACKGROUND

The Office of Emergency Services (OES) provides emergency management, homeland security, and continuity services to San José's residents and businesses in coordination with our partner jurisdictions, including Santa Clara County and the State of California. As the largest City in Northern California and Capitol of Silicon Valley, San José and its more than 1 million residents and 60,000 businesses daily face potential threats and hazards from natural causes such as fires, floods, earthquakes, and weather, as well as technological disruption, acts of terrorism, and other intentional threats.

In San José, there are more than 700 critical assets at risk in an emergency, including San José Mineta International Airport, utilities (water/power/telecommunications facilities), the Regional Wastewater Facility, hospitals, educational institutions, libraries and community centers, and other private and public assets. The City protects and supports some of the nation's highest priority information technology infrastructure and services and has one of the highest concentrations of Fortune 500 companies in the United States.

Responding effectively to emergencies requires planning, training, and working together across jurisdictional lines. In California, emergency services fall under the Governor's Office of Emergency Services (CalOES) and, in an emergency, agencies at all levels follow the state's Standardized Emergency Management Systems protocols. Similarly, at the federal level, emergency services are under the Federal Emergency Management Agency (FEMA), a division of the U.S. Department of Homeland Security.

In October 2014, the San José OES initiated a comprehensive program review, including an all-inclusive community profile, an all-hazards risk assessment, and an integrated capability assessment. The results of this program review guided significant improvements for OES and functionality of the Emergency Operations Center (EOC) that initiated a path toward national standards¹ and sets a path toward national accreditation. In July 2015, the OES assessed City-wide emergency management and homeland security readiness against the 31 Core Capabilities defined by the Department of Homeland Security National Preparedness Goal² (see Table 1).

Table 1. Department of Homeland Security Core Capabilities

Prevention		Protection		Mitigation		Response		Recovery		
Planning										
Public Information and Warning										
Operational Coordination										
Intelligence and Information Sharing				Community Resilience			Infrastructure Systems			
Interdiction and Disruption				Long-term Vulnerability Reduction Risk and Disaster Resilience Assessment Threats and Hazards Identification			Critical Transportation		Economic Recovery	
Screening, Search, and Detection							Environmental Response/Health and Safety		Health and Social Services	
Forensics and Attribution		Access Control and Identity Verification		Fire Management and Suppression Logistics and Supply Chain Management Mass Care Services Mass Search and Rescue Operations On-scene Security, Protection, and Law Enforcement Operational Communications Public Health, Healthcare, and Emergency Medical Services Situational Assessment			Fatality Management Services		Housing	
		Cybersecurity					Natural and Cultural Resources			
		Physical Protective Measures					Fire Management and Suppression			
		Risk Management for Protection Programs and Activities					Logistics and Supply Chain Management			
		Supply Chain Integrity and Security					Mass Care Services			

¹ (National Fire Protection Association Standard 1600 Standard on Disaster/Emergency Management and Business Continuity Programs (2013 Edition)),

² During 2015, the National Preparedness Goal was updated to add a new Core Capability for Fire Management and Suppression and four updated Core Capability definitions. Beginning in FY 2016-17, OES will transition to this new 32 Core Capability system shown in Table 1. This change in the Federal system may impact OES's ability perform trend analysis in the future, but should be manageable through strong analysis.

In 2015, the direction given to the City's OES was to take action regarding the following goals:

- Achieve a readiness level of 75 percent for the common core capabilities of Planning, Public Information and Warning, and Operational Coordination; and
- Increase readiness in Mass Care Services, Critical Transportation (Evacuation), and Community Resilience to 50 percent.

In the second half of 2016, great strides were made towards the direction given by the Council; however, efforts in the first half of 2017 were redirected to the response to the 2017 Coyote Creek Flood. Following the immediate flood response and recovery efforts, OES initiated an update of the assessment with input from all departments responsible for supporting the identified planning, training, and improvement efforts. The 2017 Core Capability Assessment³ identified that the City continues to need to improve in the following critical capabilities which are common to all mission areas and all operations:

- Planning
- Public Information and Warning
- Operational Coordination

Other critical gaps include:

- Mass Care Services
- Critical Transportation (Evacuation)
- Community Resilience

The following table provides a comparison of the capability assessment completed in 2015 and 2017. Staff who evaluated the status of the City identified that the City capabilities overall remained fairly consistent. Core capabilities declined slightly in the areas of Mass Care Services, Interdiction and Disruption, Mass Search and Rescue Operations, and Forensics and Attribution. These can be attributed to changes to the scoring methods and metrics as required by DHS. Additionally, using different department reviewers allowed for a different evaluation of current capabilities. Other changes are noted in the category of Public and Private Services and Resources, which has been renamed Logistics and Supply Chain Management, and has new metrics associated with it. There was notable improvement in Community Resilience, Situational Assessment, Operational Coordination, Public Information and Warning, Cybersecurity, Threat and Hazard Identification, and Risk Management. Increased capabilities are due to: Three EOC staff trainings and four exercises in the fall of 2016; the response to the Coyote Creek Flood; and post- flood purchases of warning equipment and improved access to alerting systems.

³ The Core Capability assessment was performed using a compendium developed by the Bay Area Urban Area Security Initiative (UASI). Based on past Council direction and best practices, OES will continue to use this methodology in future years to provide effective trend analysis.

Table 2. City of San José Core Capability Assessment (2015 and 2017)

Core Capability	2015	Core Capability	2017
Community Resilience	3%	Community Resilience	10%
Planning	4%	Planning	4%
Mass Care Services	4%	Mass Care Services	3%
Situational Assessment	5%	Situational Assessment	20%
Critical Transportation	7%	Critical Transportation	7%
Health and Social Services	7%	Health and Social Services	8%
Operational Coordination	8%	Operational Coordination	19%
Public Information and Warning	8%	Public Information and Warning	21%
Cybersecurity	9%	Cybersecurity	22%
Physical Protective Measures	10%	Physical Protective Measures	10%
Fatality Management Services	12%	Fatality Management Service	12%
Long-Term Vulnerability Reduction	13%	Long-term Vulnerability Reduction	13%
Housing	14%	Housing	14%
Threats and Hazard Identification	15%	Threats and Hazard Identification	25%
Supply Chain Integrity and Security	15%	Supply Chain Integrity and Security	15%
Risk and Disaster Resilience	16%	Risk and Disaster Resilience Assessment	18%
Access Control and Identity Verification	17%	Access Control and Identity Verification	17%
Economic Recovery	17%	Economic Recovery	17%
Risk Management	18%	Risk Management for Protection Programs and Activities	35%
Operational Communications	19%	Operational Communications	23%
Natural and Cultural Resources	20%	Natural and Cultural Resources	20%
Infrastructure Systems	21%	Infrastructure Systems	21%
Public and Private Services and Resources	23%	Logistics and Supply Chain Management	12%
Screening, Search, and Detection	37%	Screening, Search, and Detection	37%
Environmental Response/Health and Safety	41%	Environmental Response/Health and Safety	41%
Intelligence and Information Sharing	54%	Intelligence and Information Sharing	54%
Interdiction and Disruption	55%	Interdiction and Disruption	51%
Public Health and Medical Services	57%	Public Health and Medical Services	57%
On-Scene Security and Protection	58%	On-scene Security and Protection	58%
Mass Search and Rescue Operations	59%	Mass Search and Rescue Operations	55%
Forensics and Attribution	72%	Forensics and Attribution	65%

ANALYSIS

In 2016-2017, OES was staffed with 9.0 positions, including 4.0 permanent staff and 1.0 temporary analyst limit dated through June 30, 2017 funded by the General Fund and 4.0 temporary employees funded by the Urban Area Security Initiative Grant. This represents a staffing level increase compared to the 5.75 positions in 2015-2016. The non-personal budget of \$636,000 consisted of ongoing funding of \$53,000 and one-time funding of \$583,000 to support various projects, including the replacement of equipment at the Emergency Operations Center; the development of the Emergency Operations Plan, multi-jurisdictional hazard mitigation plans, and the supporting Standard Operating Procedures and Field Operating Guides; emergency training exercises; Community Emergency Response Team (CERT) training; and the emergency mass warning study and pilot program. In addition, the Public Safety Capital Budget included \$127,000 for the Portable Mass Warning System and \$15,000 for the purchase of Water Rescue Boats.

OES Accomplishments (2016-2017)

In Fiscal Year 2016-2017, OES continued its efforts in community outreach, made progress on the training and exercise of EOC staff, activated the EOC multiple times, procured equipment and services from one-time funding, transitioned to a new OES Director, completed the Santa Clara Operational Area Hazard Mitigation Plan and San Jose Annex, submitted \$30 million in Pre-Disaster Mitigation Grant Program applications, and engaged Federal Emergency Management Agency (FEMA) for reimbursement of disaster recovery costs from January and February storms.

Regarding OES leadership, in November 2016 the Director of OES resigned and existing OES staff stepped up to assume the position's responsibilities on an interim basis while a national recruitment occurred. On March 13, 2017, a new Director of OES was appointed, three weeks following the historic Coyote Creek Flood. The first task for the new Director was to hire a contractor and lead the City through a formal After Action Review (AAR) and Report that evaluated the City's response to the flood. The AAR resulted in over 243 high priority recommendations that will direct new changes in six key areas to improve preparedness:

- Strengthen Emergency Management Structure
- Improve Emergency Planning
- Complete Flood Recovery
- Prepare for Next Rainy Season
- Enhance Key Capabilities
- Increase Coordination

The AAR was presented to the City Council on August 8, 2017, and follow-up actions related to the AAR will be presented at subsequent City Council meetings.

The OES accomplishments for Fiscal Year 2016-2017 include:

- Hosted FEMA Region IX officials' visit to the San Jose EOC and a meeting with City administration and OES staff in August 2016;
- Conducted a Community Preparedness Fair at City Hall in October 2016;
- Conducted three EOC staff trainings and four exercises in the fall of 2016;
- Implemented Everbridge as the new EOC staff notification system and trained OES staff to send notifications;
- Activated the EOC for OES staff monitoring of storm activity for two days in January 2017;
- Activated the EOC for 19 days due to the February storm that resulted in the 2017 Coyote Creek Flood;
- Completed the 2017 Coyote Creek Flood After Action Report;
- Completed the UASI Capability Assessment part of the Threat and Hazard Identification and Risk Assessment (THIRA);
- Submitted the FEMA List of Projects for reimbursement from the two Presidentially-declared major disasters (January and February winter storms);
- Facilitated Council adoption of the Santa Clara Operational Area Hazard Mitigation Plan and San Jose Annex;
- Facilitated the submission of FEMA Hazard Mitigation Grant Program Notices of Interest (NOIs) for 22 potential projects estimated to cost more than \$35 million. As of August 7, out of the 22 project NOIs, the City has received seven determinations of ineligible projects and has received 15 determinations of eligible projects totaling \$25.5 million. The federal cost share is 75 percent; the City's cost share is 25 percent. The next step includes submitting formal applications for the eligible projects;
- Acquired Long-Range Acoustical Devices for emergency field notifications; protocol development is in progress;
- Initiated contract for the update of the Emergency Operations Plan;
- Developed two drafts of the newly identified Joint Emergency Action Plan with the Santa Clara Valley Water District;
- Initiated mass care and shelter trainings for Parks, Recreation and Neighborhood Services;
- Facilitated the Joint Information System Mutual Aid program in the Bay Area;
- Activated the EOC for Claitor Fire response;
- Initiated productive relationships with the Santa Clara County OES;
- Activated the Alternate EOC to test capabilities and determine improvements;
- Improved emergency warning capability of the City's public schools so they may receive emergency alerts by distributing grant-funded All Hazard Radios across 19 school districts; and
- Received access to IPAWS notification issuance and to expanded Alert SCC notification capability; and coordinated training for 22 City staff (OES, fire and police dispatch, and staff who will serve in the Emergency Public Information Office when the EOC is activated).

Community engagement is a key component of overall preparedness and response, and OES engaged with San José residents and businesses throughout Fiscal Year 2016-2017 as well as worked with hundreds of volunteers throughout the City. Notable accomplishments include:

- Participated in several community outreach events including a District 8 Public Safety Panel at The Villages, a winter preparedness meeting with Alviso residents, a Xilinx Emergency Preparedness Fair, the Community Preparedness Fair at City Hall, a joint Council District 1 and 9 Emergency Preparedness Town Hall, and the Mayor's State of the City Resource Fair event;
- Provided CERT training to Almaden Valley volunteers (AVERT) in July, and an OES volunteer conducted several two-hour San Jose Prepared presentations to various groups throughout the year;
- Participated in ongoing efforts led by a City Encore Fellow to develop a Volunteer Policy that addresses items from the March 2016 City Auditor's Office report on the City Use and Coordination of Volunteers; and
- Continued engagement, training, and exercises with our amateur radio volunteers in San José Radio Amateur Civil Emergency Service (RACES) and Auxiliary Communications Service.

As part of continuing our efforts in the future, OES submitted 18 total applications for federal fiscal year 2017 grant funding submitted to the Bay Area UASI for UASI funding, and to Santa Clara County for Emergency Management Performance Grant (EMPG) and State Homeland Security Grant Program (SHSGP) funding. Of the total \$1.16 million in OES requests, staff was successful in obtaining \$437,000 in UASI funding, which will be allocated in 2017-2018. The portion of the 2017 UASI grant award that OES manages represents a decrease of approximately 19 percent from federal 2016 grant allocations received by OES (from UASI and EMPG). The 2017 UASI grant will fund a Mass Care Departmental Operations Center package to provide supplies and equipment necessary to set-up a center at any suitable location and support a team of 40 operations staff; a critical logistics trailer; and OES Planning staff to develop and implement various emergency plans, policies, and protocols, as well as other eligible work.

OES Workplan Priorities (2017-2018)

In 2017-2018, OES is positioned to complete work from 2016-2017 primarily due to the business impact from the Coyote Creek Flood earlier in the year. In the recent After Action Review and OES Assessment Report, additional investment needs in the emergency management and homeland security programs were identified.

On August 8, 2017, Council accepted the OES Assessment and Recommendations Report⁴ and directed the City Manager to:

- (A) Move OES from the Fire Department to the City Manager's Office;
- (B) Elevate the OES Director position from its current classification of Deputy Director to Director, Emergency Management;

⁴ OES Assessment: http://sanjose.granicus.com/MetaViewer.php?view_id=&event_id=2696&meta_id=646283

- (C) Change the name of OES to the Office of Emergency Management; and
- (D) Make it a priority to phase-in additional emergency management positions in future annual budgets, as appropriate, within the context of the General Fund budgetary outlook and other city-wide priorities.

The City Manager was further directed to return to Council no later than the end of September 2017 with implementation actions for items A, B, and C (above) and to bring recommendations for Item D in the 2018-2019 Proposed Budget and future budgets, as appropriate.

Additionally, the Council approved a memo⁵ from Mayor Liccardo, Vice Mayor Carrasco, and Councilmembers Peralez, Diep, and Nguyen that further directed the City Manager to:

- Return at Mid-year budget as well as through the annual budget processes with updates on funding the Priority One hires in the consultant report;
- Consider the priority two hires during future fiscal years alongside other citywide priorities and future general fund needs;
- Return through the mid-year budget process with options to expand the scope of work of the City's existing contracted grant writer to include a focus on resource-building for the Office of Emergency Services; and to
- Explore Partnerships to pursue regional funding, and private funding sources for work such as resiliency planning and capacity building.

The Administration plans to bring forward implementation actions in September 2017 and will consider budget recommendations per the direction above for partnership funding and within the context of the City's overall budgetary outlook.

The Fiscal Year 2017-2018 workplan will focus on continued improvement on the top six core capability priorities and the overall readiness of the City to manage large, complex emergencies. The projected OES accomplishments for this period are forecasted to include:

- Realigning the OES to the City Manager's Office as approved by Council on August 8, 2017;
- Implementing the Council direction from August 8, 2017, and pursuing grant funding as outlined in the memorandum from the Mayor, Vice Mayor, and Councilmembers;
- Conducting 24 CERT courses, developing a new CERT Concept of Operations, and expanding community outreach under the Community Resilience core capability;
- Updating the City's Emergency Operations Plan;
- Developing an Emergency Communications Plan that integrates newly purchased warning systems and access to SCC Alert and IPAWS programs;
- Developing a new EOC Staff Multi-Year Training and Exercise Plan and implementing the plan;
- Continuing to engage and strengthen our OES-affiliated volunteers, to include the San José Radio Amateur Civil Emergency Service (RACES) and San José Search and Rescue; and

⁵ Memorandum: http://sanjose.granicus.com/MetaViewer.php?view_id=&event_id=2696&meta_id=647721

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- Continuing real-world readiness for EOC activations for all hazards and threats that impact our City under the Operational Coordination core capability.
- Working with the Santa Clara Valley Water District, complete development of the Joint Emergency Action Plan and conduct a joint tabletop exercise to test the plan (scheduled for September 21, 2017). Following the tabletop exercise, bring forward the plan for adoption by the City Council and District Board at the next joint meeting (currently scheduled for November 3, 2017 at 9 a.m.).

Resources available to the Department to accomplish the 2017-2018 workplan again include 9.0 staff, including 4.0 permanent staff, plus 1.0 additional Grants Management Analyst made permanent in the 2017-2018 Budget, and 4.0 temporary employees funded by the Urban Area Security Initiative Grant. The Department's 2017-2018 non-personal/equipment budget of \$656,000 consists of a base budget of \$61,000 and \$595,000 in one-time funds. The one-time funds are a combination of \$200,000 in rebudgets for the training and exercise contract, the new Office of Emergency Services van, the mass warning study, and shelter management training, and \$395,000 of General Fund funds for the second Community Emergency Response Team Training Program (CERT) and the disaster preparedness proposal. The OES Disaster Preparedness proposal will fund the following: Recovery Plan, Debris Management Plan and contracts, Crisis Communication Plan, and Donation and Volunteer Plans. In addition, the Public Safety Capital Budget included \$179,000 for more water rescues capability investments.

In addition, staff will continue to pursue competitive Federal and State grant funding for risk-based investments in critical emergency management capabilities and staffing.

COORDINATION

This memo has been coordinated with the City Attorney's Office.

/s/

CURTIS JACOBSON
Fire Chief

For questions, please contact Raymond Riordan, Director, Office of Emergency Services, at (408) 794-7055.