



# Memorandum

**TO:** PUBLIC SAFETY, FINANCE, AND  
STRATEGIC SUPPORT COMMITTEE

**FROM:** Raymond Riordan

**SUBJECT: OFFICE OF EMERGENCY  
MANAGEMENT WORK PLAN  
PRIORITIES ANNUAL REPORT**

**DATE:** August 7, 2019

Approved

Date

7 August 2019

## RECOMMENDATION

Accept the annual report on the City Manager's Office of Emergency Management Work Plan priorities for 2019-2020.

## OUTCOME

Following a review of this report, the City Council Committee members will:

- Understand the mission of the Office of Emergency Management (OEM);
- Understand that emergency management is a "team sport" that requires the involvement of all departments;
- Recognize the significant work accomplished; and
- Understand OEM's work plan priorities for 2019-2020.

## BACKGROUND

In 1951 the City of San José created an Office for Emergency Preparedness, Planning, Response and Recovery from all hazards. The purpose of the office has remained the same, to manage public safety programs to protect residents and businesses from the impacts of large scale emergencies or disasters, which include 13 natural hazards, 11 technological, 9 terrorism threats, and 9 intentional threats. Now located in the City Manager's Office, the Office of Emergency Management (OEM) provides the planning, training, and public education programs necessary to implement emergency management, homeland security, and continuity services for the City of San José in coordination with our partner jurisdictions, including Santa Clara County and the State of California.

Following the 2017 Coyote Creek Flood, the City conducted a complete assessment of how the City was organized for emergencies, how the City responded to the flood, and what improvements were needed to address gaps in response, planning and initial recovery. The After

Action Report was adopted by the City Council on August 8, 2017. In the last 24 months, the City has made, and continues to make improvements in emergency management and preparedness based on the City Manager focus of Emergency Management and Preparedness as an Enterprise Priority.

While evaluating the response to the last major emergency, the Coyote Creek Flood, the City must also evaluate how City resources meet the Department of Homeland Security “core capabilities.” Attachment A, Emergency Management Capabilities Background, explains how the City rated in 2015 and 2017. An evaluation is underway currently, and will be completed in the fall of 2019. How the City ranks with these core capabilities will determine priorities for grants, planning, training and exercises. It will also assist in determining eligibility for the City to be ‘certified’ as meeting federal emergency management standards.

Seeking to strengthen the City’s emergency management capabilities, on August 8, 2017 the City Council approved the Emergency Management Roadmap which helped formulate the City Manager’s Emergency Management and Preparedness Enterprise Priority. The core of the priority included six key focus areas:

1. Strengthen Emergency Management Organization
2. Improve All Hazards Emergency Planning
3. Enhance Key Emergency Management Capabilities
4. Promote Resilience and Recovery
5. Increase Coordination
6. Implement Innovation and Readiness Measures

This direction resulted in the relocation of the Office of Emergency Management (OEM) to the City Manager’s Office (CMO) in September 2017 and the formation of an Emergency Management Working Group (EMWG) that includes the executive and staff from all City departments. The EMWG has taken on the task of evaluating how to prioritize and address the 243 After Action Report items identified in the post disaster report on the 2017 Coyote Creek.

The remaining report provides a review of the accomplishments of the 2018 – 2019 fiscal year, and a view of the priorities for FY 2019-2020.

## **ANALYSIS**

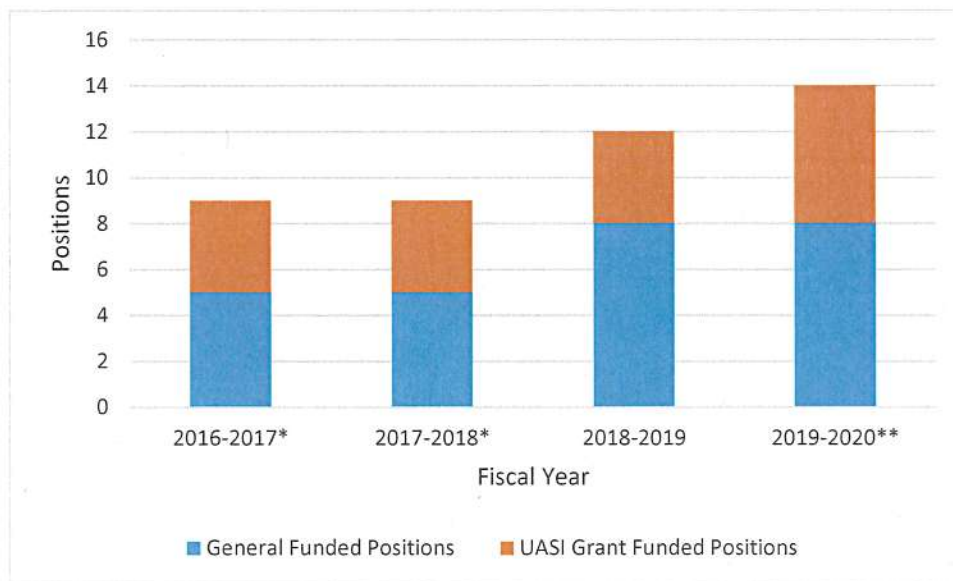
In 2018-2019, OEM included 12.0 full-time positions, including 7.0 permanent positions funded by the General Fund; 1.0 limit-dated position 50 percent funded by a State of California Public Health Grant and 50 percent funded by the General Fund; and 4.0 limit-dated positions funded by the UASI grant. Permanent staff includes the OEM Director and Deputy Director to lead the overall mission of OEM, assist in strategic planning, and engagement of all departments in developing City-wide emergency management programs. One permanent Senior Executive Analyst manages resiliency programs in the City, including the updates to the Emergency Operations Plan, Base Plan, and creation of support plans and annexes to the Base Plan. The four



remaining permanent OEM positions are: 1.0 Senior Analyst and 1.0 Budget Analyst, who manage the budget, grant reimbursements, and auditing; 1.0 Training Specialist, who assists with scheduling trainings; and 1.0 Staff Specialist. Limited-dated OEM staff include: 1.0 Senior Executive Analyst, who manages the Community Emergency Response Team (CERT) program and Post Disaster Housing plan, is funded through June 30, 2020; and 4.0 limited-dated Executive Analysts, funded by the 2018 UASI grant through December 2019, who continue the work on the Mass Care Planning, Community Resource Planning, readiness of the City's primary, alternate and mobile EOCs, and Communications and Warning Systems. Funding for the four Executive Analyst positions will continue with the 2019 UASI grant as funding is granted to the City in December 30, 2019. Two additional UASI grant funded, temporary positions will be filled, one until March 31, 2020 and the other until June 30, 2020, to support Geographic Information System support and Public Information. This will bring the total OEM positions in 2019-2020 to 14.0.

OEM staffing has grown in recent years. Figure 1 shows the increase in positions since Fiscal Year 2016-2017.

**Figure 1: Office of Emergency Management Positions**



\*All four of the UASI grant funded positions were temporary.

\*\*Two of the UASI grant funded positions are temporary and partial year.

In 2019-2020, OEM's non-personal budget of \$1,545,758 consists of ongoing funding of \$175,758 and one-time funding of \$1,370,000 (including rebudgets of \$190,000) that will support the development of programs, trainings, and updating of emergency plans to better prepare the City for a major event or disaster.

In November 2018, residents approved Measure T, an infrastructure bond that provides funds to design and build an improved EOC. The General Obligation Bond funds are limited to the design and construction of the facility. The Police South Substation is being evaluated as a potential

site. Since the bond will not allow for furnishing and equipment, the City requested and received a \$2.5 million State of California Budget Request for furnishing and equipment in the 2019-2020 State Budget. A subcommittee of the EOC staff will identify the appropriate equipment and technology to enhance the ability of staff to communicate, capture critical situational analysis, track FEMA required documentation, and respond per the Emergency Operations Plan (EOP) and Support Plans.

## **EMERGENCY MANAGEMENT ROADMAP ACCOMPLISHMENTS (2018-2019)**

In 2018-2019, OEM led the efforts of the City's Emergency Management Working Group (EMWG) to make progress in community outreach, training, and exercise of EOC staff, activating the EOC multiple times for response and training, procuring equipment and services from one-time funding, adopting an updated Emergency Operations Plan, and engaging CalOES and FEMA for reimbursement of disaster recovery costs from January and February 2017 storms. More specifically the EMWG was successful in completing the following Emergency Management Roadmap activities:

### **1. Strengthen Emergency Management Organization**

- For the first time since 2004, the Emergency Services Council met in December 2018. The purpose of the Emergency Services Council is to:
  - Review plans and procedures and when appropriate recommend approval by the City Council.
  - Review agreements (mutual aid or others) and when appropriate recommend approval by the City Council.
  - Review and approve how registered, organized, and trained volunteers are integrated with City response, such as CERT and Radio Amateur Civil Emergency Services (RACES) and others as developed and approved by the Emergency Services Council.
- The Emergency Services Council approved the updated Emergency Operations Plan, approved a curriculum and training schedule for delivery of the CERT Program, and facilitated the development of the protocols required for accurate registration of Volunteer Disaster Service Workers.
- OEM grew to 12.0 budgeted positions. This includes the addition of a Deputy Director, and Resilience Coordinator as permanent staff, and provided limit-dated positions for a Response/Mass Care Coordinator, Community Resource Coordinator, CERT Coordinator, Alert & Warning Coordinator, and EOC Readiness Coordinator.
- Four of the OEM positions are currently funded through December 30, 2019 with a Bay Area UASI grant, and one position is funded using a combination of General Fund and a State of California Department of Social Services grant through 2019-2020. We anticipate the UASI funding to continue following approval of grants in December 2019.
- The EMWG continues to serve as a forum to facilitate interdepartmental planning efforts. Membership in this group currently stands at 46 City staff. The group regularly convenes on the first Thursday of the month.



## 2. Improve All Hazards Emergency Planning

- The City and Valley Water signed an updated Joint Emergency Action Plan on November 12, 2018, which was used during the January and February 2019 storm activity.
- The EOC Operations Guide and the following six Emergency Operations Plan Support Annexes were finalized: Evacuation, Crisis Communications, Mass Care and Shelter, Damage Assessment, Debris Management, and Recovery.
- San Jose State University completed a "*Mass Warning Study for the City of San José*". The purpose of the study was to identify the top 3-5 most effective methods and integrated mass warning systems that can provide emergency alert and messaging to 90% of the population within 10 minutes of notification initiation. The study confirmed current practice as best practice and recommended some additional future strategies and resources to integrate.
- In response to the announcement by Pacific Gas and Electric (PG&E) that they may de-energize transmission and distribution power to the City during a Public Safety Power Shutoff (PSPS), OEM led the City to develop a Power Vulnerability Plan. Significant work by all departments was complete by the end of the previous fiscal year and continued into the current fiscal year.
- City entered contracts to initiate work on the Safety and Damage Assessment Plan, CERT Operations Plan, and Post Disaster Housing Plan.

## 3. Enhance Key Emergency Management Capabilities

- In collaboration with the California Specialized Training Institute, the City successfully conducted the first of two scheduled Essentials of Emergency Management Course sessions for 2019. Each session is meant to provide EOC staff with the same base training. The first four-day session took place in April 2019, and the second one will occur in September 2019. Twenty-seven attendees completed the April course, and 42 are registered for the October course.
- The City's EOC personnel successfully responded to emergencies by keeping informed with calls to National Weather Service, the County, Valley Water, and others. EOC personnel continuing to monitor situations to see if they escalate and require EOC activation. EOC was activated for the Curie Fire on July 10 2018, Urban Shield Exercise September 6, 2018. In addition, since January 2019, the City activated the EOC for: College Football Playoff National Championship, February 13, 2019 flood warning, and February 25, 2019 flood warning.
- Between February 13 and 14, 2019, nine AlertSCC notifications were sent out in English, Spanish, and Vietnamese, reaching over 20,000 people who opted into the system. Additional flood evacuation orders were sent to approximately 1,000 of these individuals, who have been identified by Valley Water and the City in the Joint Emergency Action Plan as living in at-risk areas along the Guadalupe River.
- The City provided EOC support staff to the City of Paradise to support response to the historic fires and re-entry to the burned zone.

- The City prepared, planned, and executed exercise materials for the Bay Area-wide September 6, 2018 UASI Yellow Command Exercise in which 40 City EOC staff participated.
- Delivered four training and exercise opportunities to increase Mass Care Shelter capabilities training for PRNS staff, including a functional exercise for staff assigned to the EOC.

#### 4. Promote Resilience and Recovery

- The OEM participated in 43 community and public education events with emergency preparedness materials for over 2,080 attendees. Programs included presentations in English, Spanish and Vietnamese.
- The City accepted and has been coordinating the \$5.4 million State of California Public Health Grant for continued case management services to flood residents.
- Coordination on reimbursements from FEMA has required significant staff resources, and will continue until completion of repairs.
- The Department of Planning, Building and Code Enforcement (PBCE) reported on the progress of the Soft Story Program to the Community and Economic Development Committee. Recently the City has received a clarification on the Hazard Mitigation grant for the Soft Story Program from California Governor's Office of Emergency Services that enables PBCE to complete a request for proposal (RFP). PBCE anticipates to release the RFP in summer of 2019 for a potential consultant to help shape the ordinance and retrofit program.
- There has been a continued coordinated effort of multiple City departments to respond to documentation requests from CalOES and FEMA. This effort will remain a priority for the next two years.
- The City submitted 40 projects for FEMA reimbursement. To date, the City has received 30 Obligation letters (project payment letters approved by FEMA and CalOES) and have received approximately \$1.6 million in reimbursements. In addition, the City has received \$3.7 million through insurance claims. The City has submitted appeals on three projects estimated at \$1.4 million that were deemed ineligible due to lack of environmental clearances or documentations and is awaiting final determinations. The City is not submitting appeals on an additional three projects (\$546,875) considered ineligible for FEMA Public Assistance funding. The remaining projects are in the final phase of the FEMA approval process. As projects progress and are completed, the City will submit additional documentation for reimbursements.
- The City received notification in late Fall 2018 that the four projects submitted were not approved for funding under the Hazard Mitigation Grant (also known as FEMA 404 Hazard Mitigation Grants). Applications were submitted for the following mitigation projects:
  1. Goldenwheel Storm Pump Station;
  2. Flapgate Evaluation and Installation at Storm Outfalls along Coyote Creek;
  3. Confluence Point Arena Green Embankment Stabilization; and
  4. Charcot Storm Pump station



## 5. Increase Coordination

- The City coordinated delivery of a Joint Emergency Action Plan (JEAP) exercise with Valley Water staff prior to the City and Valley Water adoption of the updated plan.
- The City coordinated the delivery of a CERT Train the Trainer and Program Manager Session for 40 attendees from throughout Santa Clara County on May 17-18, 2019.
- The City successfully delivered five 20-hour CERT Trainings by June 30, 2019, with 127 residents completing the course. Trainings are currently scheduled monthly during 2019-2020, and include classes in Spanish and Vietnamese.
- Participated in the countywide CERT exercise in October.
- In April 2019, multiple City staff attended the kick-off event for the County's Whole Community Crisis Communications Annex. This continued coordination with the County is crucial as the City finalizes its own Crisis Communications Annex, and begins working on its Crisis Communications Plan.
- The City participated in multiple workshops with the Collaborating Agencies Disasters Relief Effort (CADRE) organization to improve coordination with community resources. CADRE is a countywide organization whose membership includes nonprofit, faith-based, and social service organizations who work in partnership with local government to prepare and plan for the community needs following a disaster, especially for vulnerable populations.
- Developed Geographic Information System tools to calculate community needs during an emergency.
- Met with all Districts and delivered materials and training on Disaster District Office operations.
- Completed three agreements to support the City during Mass Care Shelter Operations with two school district (Franklin McKinley and Campbell Union High School District) and a Community Based Organization (Center for Training and Careers DBA Coexion).

## 6. Implement Innovation and Readiness Measures

- This is a new objective that refers to how EOC protocols and equipment should include innovative practices, practical layouts, and automation of paper processes.
- Following passage of Measure T, the City initiated actions to identify the location and overall process for building a new EOC. These funds can only provide resources for construction or remodeling of the physical facility and not furnishings or equipment.
- Planning teams for the six upcoming emergency support plans will consider how to integrate new technologies as part of their plan development.
- Thanks to the leadership of Assemblymember Kansen Chu, with support from Assemblymembers Ash Kalra, Evan Low, and Senator Jim Beall, the City of San José received \$5.5 million for emergency preparedness in the 2019-2020 State Budget. As mentioned above, \$2.5 million of the funding will go to equipment for the new San

José Emergency Operations Center. This funding complements the November 2018 Measure T bond, which will fund the construction of Emergency Operations Center but is not able to fund furniture, fixtures, and equipment for the Center. \$3 million of the funding will go towards supporting the construction of the new San José fire department training center. The City will recognize and appropriate the funds when they become available from the State.

## **EMERGENCY MANAGEMENT WORK PLAN PRIORITIES (2019-2020)**

In our quest to continue to improve efficiencies and streamline delivery of City services, the Emergency Management Roadmap will shift focus onto four specific Objectives with success measured by Key Results.

The four Objectives are:

1. The City has a plan to tackle any emergency.
2. Employees, citizens and businesses are ready to take action and able to answer a “call to action”.
3. Our community trusts the City to let them know when an emergency is coming, and the public provides vital information to the City.
4. Our emergency response is optimized through technology.

The Key Results for each of the Objectives include:

### **City Has A Plan to Tackle Any Emergency**

- Complete the Crisis Communications, Mass Care and Shelter, Post Disaster Housing, Recovery, Debris Management, and Damage Assessment Emergency Operations Plan Support Plans. Ensure those with access and functional needs are considered in all plans.
- Complete Disaster District Office (DDO) plans and train City Councilmembers and staff on how to operate a DDO through completion of the Support Plans and training.
- Reconvene the Emergency Services Council as needed for plan approval, ordinance updates, and managing the Disaster Service Worker Volunteer Program.
- Strengthen the planning and coordination between the EOC and the Department Operations Centers through the development of the EOP Support Plans and training.
- Continue the coordinated effort of multiple departments to respond to documentation requests from CalOES and FEMA. Until all long term infrastructure repairs are complete, this effort will remain a priority for the next two years.
- Maintain the Emergency Management Work Group, with focus on continued improvements and developments on issues related to all hazards faced by the City of San José.
- Efficiently spend one time funds on support plans to help the City carry out the priorities and responsibilities identified in the EOP and Support Plans.



**Employees, citizens and businesses are ready to take action and able to answer a “call to action”.**

- Continue to deliver the CERT training each month for up to 40 participants, and register each attendee as a Volunteer Disaster Service Worker.
- While using City staff, such as firefighters, as instructors for CERT, identify methods to broaden the pool of CERT instructors, and expand the number of offerings.
- Facilitate the development of the protocols required for the accurate registration of Volunteer Disaster Service Workers.
- Develop appropriate plans and programs that continue to integrate the response of volunteers with city staff in response to an emergency, including CERT and RACES.
- Develop a Multi-Year Training and Exercise Plan and program with the objective to improve the capability of the EOC staff toward state credentialing.
- Conduct two more Essentials of Emergency Management Course sessions to provide all EOC staff the same base training.
- Continue to coordinate with the Housing Department to manage the \$5.4 million State of California Public Health grant for continued case management services to flooded residents.
- With the Housing Department and PBCE, continue efforts on the soft story ordinance, plans and grant pilot project.
- Complete a Strategic Plan that includes a gap analysis of emergency plans, programs and services, and identifies a path toward certification.

**Our community trusts the City to let them know when an emergency is coming, and the public provides vital information to the City.**

- Respond as needed to emergencies, or conditions that present the need for coordination among multiple departments.
- Continue support of community events, presentations, and programs to provide information on personal and community preparedness, as staffing allows.
- Deliver accurate and timely public information in multiple languages.
- Update the City website to address access and functional needs and multi-language requirements.

**Our emergency response is optimized through technology.**

- Design an updated EOC with the funds generated by Measure T.
- Identify technological advances that can be funded with the \$2.5 million State of California Budget Request.
- Implement the Gruntify App that allows for seamless multi-department response to large apartment complex fires.
- Implement Geographical Information System applications in the EOC to enhance our situational awareness and communication with the public.
- With the engagement of a FUSE Fellow, integrate public safety information for streamlined integration of police, fire, and OEM data needs.

August 7, 2019

**Subject: Office of Emergency Management Work Plan Priorities Annual Report**

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## **COORDINATION**

This memo has been coordinated with the City Attorney's Office, Housing Department, Public Works Department, and Parks, Recreation, and Neighborhood Services Department, and the City Manager's Budget Office.

/s/

Raymond Riordan

Director, Office of Emergency Management

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

Attachments:

Attachment A: Emergency Management Core Capabilities Background