



Memorandum

TO: PUBLIC SAFETY, FINANCE, AND
STRATEGIC SUPPORT COMMITTEE

FROM: Kip Harkness

SUBJECT: OFFICE OF EMERGENCY
MANAGEMENT WORK PLAN
PRIORITIES ANNUAL REPORT

DATE: August 8, 2018

Approved

Date

8-9-18

RECOMMENDATION

Accept the annual report on Office of Emergency Management Work Plan priorities .

BACKGROUND

As the largest City in Northern California, 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. The City of San José is responsible to manage public safety programs to protect residents and businesses from the impacts of large scale emergencies or disasters. Located in the City Manager's Office, OEM provides 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.

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, streets & infrastructure, 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 and departmental lines. In California, emergency management falls 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, from which the National Incident Management System is regulated.

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The San José Office of Emergency Management manages a comprehensive program and annually reviews the City’s emergency management core capabilities through an all-inclusive community profile, an all-hazards risk assessment, and an integrated capability assessment. The assessments guide significant Office of Emergency Management activities and functionality of the Emergency Operations Center (EOC), sets a path toward national standards,¹ and identifies a direction toward national accreditation. In July 2015 and March 2017, the Office of Emergency Management assessed City-wide emergency management and homeland security readiness

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					Fatality Management Services		Housing	
	Cybersecurity					Fire Management and Suppression		Natural and Cultural Resources	
		Physical Protective Measures					Logistics and Supply Chain Management		
		Risk Management for Protection Programs and Activities					Mass Care Services		
		Supply Chain Integrity and Security					Mass Search and Rescue Operations		
							On-scene Security, Protection, and Law Enforcement		
							Operational Communications		
							Public Health, Healthcare, and Emergency Medical Services		
							Situational Assessment		

against the 31 Core Capabilities defined by the Department of Homeland Security National Preparedness Goal² (see Table 1). These assessments are required to maintain grant funds

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 2016-2017, OEM transitioned to the new 32 Core Capability system shown in Table 1.

through the State, Urban Area Security Initiative (UASI), or FEMA. The next assessment is in spring of 2019, coordinated by the Bay Area UASI.

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

Table 2, City of San José Core Capability Assessment, provides a comparison of the capability assessment completed in 2015 and 2017. Staff who evaluated the status of the City capabilities identified that the City 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 the Department of Homeland Security. 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, Cyber-security, 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, OEM will continue to use this methodology in future years to provide effective trend analysis.

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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%

Emergency Management Roadmap

On August 8, 2017, City Council approved the February 2017 Coyote Creek Flood After Action Report that further evaluated the City's response capabilities. The report identified over 243 high priority recommendations in six key areas. These six areas are the framework for the City's Emergency Management Roadmap and incorporate the 33 Department of Homeland Security Core Capabilities:

- Strengthen Emergency Management Structure
- Improve Emergency Planning
- Continue Flood Recovery and Resilience
- Prepare for Next Rainy Season (changed to All Hazard Preparedness in May 5, 2018 PSFSS Report)
- Enhance Key Capabilities
- Increase Coordination

ANALYSIS

In 2017-2018, OEM was staffed with 9.0 positions, including 5.0 permanent staff, funded by the General Fund, and 4.0 temporary employees funded by the Urban Area Security Initiative Grant. With the City Manager's Enterprise Focus on the relentless pursuit of improved Emergency Preparedness, additional resources have been allocated to the OEM. In 2018-2019 OEM will add 1.0 Deputy Director to support the OEM Director and the overall mission of the office, assist in strategic planning and development efforts, and manage recruitment in the projected phased growth of OEM. The addition of 1.0 Senior Executive Analyst ongoing will manage 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 addition of 1.0 Senior Executive Analyst limit-dated through June 30, 2019 will manage the Community Emergency Response Team program and Housing. Four (4.0) temporary grant funded employees will be converted to Executive Analyst I/II positions limit dated to June 30, 2019 which will allow for continued work on the readiness of the City of San José's primary, alternate and mobile EOC, Incident Coordination, and Communications and Warning Systems. It is anticipated that these four positions will continue with UASI Grant funding as funding is granted to the City.

In 2018-2019, the non-personal budget of \$920,758 consists of ongoing funding of \$160,758 and one-time funding of \$760,000 to support the development or updating of emergency plans to better prepare the City for a major event or disaster (CERT program restart, Shelter Inventory and Assessment, Damage Assessment, and Recovery plans).

EMERGENCY MANAGEMENT ROADMAP ACCOMPLISHMENTS (2017-18)

In Fiscal Year 2017-2018, Office of Emergency Management continued its efforts in community outreach, made progress on the training and exercise of EOC staff, activated the EOC multiple

times for response and training, procured equipment and services from one-time funding, initiated an Emergency Management Working Group, completed the first draft of an updated Emergency Operations Plan, and engaged CalOES and FEMA for reimbursement of disaster recovery costs from January and February 2017 storms.

More specifically OEM facilitated success in the following Emergency Management Roadmap activities with support from other departments in the City:

Strengthen Emergency Management Structure

- With the input of multiple departments, OEM completed the 2017 Coyote Creek After Action Report and Office of Emergency Services Assessment Report for adoption by City Council on August 8, 2017.
- Staff completed the relocation of the Office of Emergency Services from the Fire Department to the City Manager's Office as the renamed Office of Emergency Management. Staff continue to work effectively across departments to carry out their respective missions.
- Staff created the Emergency Management Work Group, an interdepartmental team of all City department executives and managers to identify resources and support to accomplish improvements in the areas of work identified in the After Action Report.
- OEM met with experts from CalOES to review requirements to re-activate a Disaster Council as required by the State of California Emergency Services Act. With the City Attorney's Office reviewed the requirements and are preparing follow up actions to update ordinance, policies and plans. This effort has significant impact on the adoption of the Emergency Operations Plan, the protection of all disaster volunteers, and the engagement of those who complete the Citizen Emergency Response Team (CERT) program.
- Staff managed \$407,904 in grant funds for Office of Emergency Management staffing and purchases of emergency supplies from the Urban Area Security Initiative and Emergency Management Program Grant.

Improve Emergency Planning

- OEM coordinated the efforts of multiple City departments to create a new Joint Emergency Action Plan with the Santa Clara Valley Water District.
- OEM coordinated efforts to initiate updates to the City's Emergency Operations Plan (EOP) that has not been updated since 2004.
- OEM coordinated six workshops for the development of support annexes to the draft Emergency Operations, Base Plan. The workshops included: Crisis Communications, Mass Care and Shelter, All Hazards Evacuation Guidance, Recovery and Resilience, Debris Management and Damage Assessment. All were identified as high priority in the 2017 Coyote Creek After Action Report.

Continue Flood Recovery and Resilience

- OEM and Parks, Recreation and Neighborhood Services coordinated the effort of multiple departments to respond to documentation requests from CalOES and the FEMA. This is related to the City's Public Assistance (PA) request for reimbursement of response and recovery costs related to infrastructure damages caused by the January and February 2017 storms. The City submitted 35 projects for reimbursement. To date, the City has received 25

Obligation letters (project payment letters approved by FEMA and CalOES) and have received approximately \$1.03M in reimbursements. In addition, the City has received \$500,000 through insurance proceeds. The remaining unobligated projects are in the final phase of the FEMA approval process. As projects progress and are completed, City will submit additional documentation for reimbursements.

- On July 28, 2017 the City received notification from CalOES that the City was eligible to apply for the Hazard Mitigation Grant for which the City had previously sent Notice of Intent (NOI) to apply. The federal cost share is 75 percent and the City's cost share is 25 percent under the grant. Subsequently, on October 31, 2017, City Council authorized staff to submit projects for funding under this grant. Applications were submitted for:
 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

Total amount requested was approximately \$5.4M. Staff recently received notification from CalOES (dated July 11, 2018) that two of the projects (Projects 1 and 2) have not been approved for funding. The City is awaiting the results of the status on the remaining two applications.

- With the City Manager's Office and Housing Department facilitated the delivery of \$6.5 million in donated funds and case management services for those affected by the flood.
- With the City Manager's Office and Housing Department, OEM, collaborated to receive a \$5.4 million State of California Public Health grant for continued case management services to flooded residents.

All Hazards Preparedness

- With Public Works as lead, OEM coordinated monthly meetings with the Santa Clara Valley Water District (SCVWD) to develop improvements in six areas in the months leading up to Winter 2017-2018. The areas of major improvements were: Drafting the Joint Emergency Action Plan, Technical Modeling of the waterways, Outreach and Communications, Stream Management including plant mitigation, Capital Improvement Coordination, and Field Deployment Coordination.
- OEM was lead author of the final Joint Emergency Action Plan adopted by the City and the District on November 3, 2017.
- During the winter storms of 2017-2018, both the District and City reviewed the Joint Emergency Action Plan protocols in preparation for storms.
- The District and the City initiated meetings in June 2018 to update the Joint Emergency Action Plan with information related to the Guadalupe River, Canoas Creek, and Ross Creek.
- OEM, City Manager's Office, Housing Department, Planning, Building and Code Enforcement, initiated a work group focused on the need to address soft story structures that if not addressed will affect hundreds of thousands of vulnerable or underserved residents.
- OEM participated in the United States Geological Survey (USGS) workshops that resulted in the April 17, 2018 release of the *Haywired Scenario*, which describes the impact of a 6.9 M Richter Scale Earthquake on the Hayward Fault.

- As identified in the OEM responsibilities for Community Readiness, staff participated in over 40 community events, presentations, and programs to provide information on personal and community preparedness, resulting in contact with nearly 2,000 residents.
- With the City Manager's Office, OEM coordinated efforts to conduct three community resource fairs with the flood affected residents in preparation for Winter 2017-2018.

Increase Coordination

- In preparation to start the CERT program, OEM conducted a CERT Train the Trainer session for 40 attendees from throughout Santa Clara County. This included 12 City of San José Fire Department Firefighters.
- OEM initiated discussions with the Fire Department and Local 230 on the use of Fire personnel to help deliver the CERT training.
- OEM initiated hiring for a CERT Program Manager to help facilitate the CERT program.
- OEM identified a path forward to prepare the policy structure, registration process, trainer training, and delivery of CERT program and sponsorship to ensure neighborhood, senior and other populations vulnerable to disaster impacts.
- OEM participated in multiple workshops with 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.

Enhance Key Capabilities

- OEM coordinated delivery of two Joint Emergency Action Plan (JEAP) exercises prior to the City and the District adoption of the plan.
- OEM improved coordination with the Santa Clara County for use of the Alert and Warning Systems, including the Alert Santa Clara County (AlertSCC) and Wireless Emergency Alert (WEA) Systems. These systems successfully completed 3 million contacts during the heat wave of July 2017 and improved the City's access to the notification systems.
- OEM tested the use of the Long-Range Acoustical Devices for emergency field notification with deployment to the City of Santa Rosa post fire response.
- OEM provided EOC support staff to the City of Santa Rosa to support response to the historic fires and re-entry to the burned zone.
- OEM worked with the Parks, Recreation and Neighborhood Services to deliver four training and exercise opportunities including Mass Care Shelter training for staff, a functional exercise for staff assigned to the EOC, and activated an evacuation center.
- OEM provided an opportunity for 43 EOC staff to attend the Essentials of Emergency Management Course (EEMC).
- OEM facilitated the development of a Joint Information System Mutual Aid program in the Bay Area, with participation in workshops and planning teams.
- OEM activated the EOC for two real events, both fires to support the fire department as needed. The EOC was also activated five times for training activities for EOC staff to receive refresher training.
- OEM activated the Alternate EOC to test capabilities and determine improvements.

- OEM 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.
- OEM continued engagement, training, and exercises with our amateur radio volunteers in San José Radio Amateur Civil Emergency Service (RACES) and Auxiliary Communications Service.
- OEM conducted a Special Closed City Council Session on Emergency Preparedness, followed by an open session Elected Officials training on December 7, 2017.
- OEM gathered a planning team from the CMO Communications Office, and Parks, Recreation and Neighborhood Services to prepare planning and exercise materials for the upcoming Bay Area wide September 6, 208 Urban Area Security Initiative Yellow Command Exercise.

EMERGENCY MANAGEMENT ROADMAP WORK PLAN PRIORITIES (2018-2019)

In review of the items noted in the Emergency Management Roadmap, the following are priorities for this upcoming year, 2018-2019:

Strengthen Emergency Management Structure

- Convene a Disaster Council by Winter 2018-2019 with the purpose of:
 - Updating City ordinance, policies, and plans
 - Approving an updated Emergency Operations Plan
 - Approving a curriculum for the Community Emergency Response Team (CERT) Program
 - Approving a training schedule for the delivery of the CERT program
 - Approving a CERT integration plan
- Facilitate the development of the protocols required for the accurate registration of Volunteer Disaster Service Workers.
- Maintain the Emergency Management Work Group. Focus on continued improvements identified in the 2017 Coyote Creek After Action Report, and developments on issues related to all hazards faced by the City of San José.
- Complete on-boarding of additional staff members to OEM, and continue to evaluate means for additional staff for the OEM.
- Continue to efficiently utilize grant funds for OEM Staffing, functionality of the EOC, and acquisition of sustainable emergency supplies.

Improve Emergency Planning

- Update the Joint Emergency Action Plan with the Santa Clara Valley Water District with the information produced by the joint District and City team, related to the Guadalupe River, Canoas Creek and Ross Creek.
- Complete the City's Emergency Operations Plan (EOP), Base Plan update and prepare for City Council adoption.
- Complete the Crisis Communications, Mass Care and Shelter, All Hazards Evacuation Guidance, Recovery and Resilience, Debris Management, and Damage Assessment Annexes.

- Efficiently spend one time funds on support plans to help the City carry out the priorities and responsibilities identified in the EOP and Support Annexes.
- Strengthen the planning and coordination between the EOC and the Department Operations Centers.
- Develop plans and train City Councilmembers and staff on how to operate a District Disaster Office.

Continue Flood Recovery and Resilience

- 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.
- 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.

All Hazards Preparedness

- Coordinate delivery of an exercise for the Joint Emergency Action Plan, prior to winter 2018-2019.
- With the Housing Department and Planning, Building, and Code Enforcement Department continue efforts on the soft story ordinance, plans and grant pilot projects.
- Continue support of community events, presentations and programs to provide information on personal and community preparedness, as staffing allows.

Increase Coordination

- During the Winter of 2018-2019 deliver the first Community Emergency Response Team (CERT) training; develop delivery plan on how the remaining 12 are scheduled with one in each of the City Council districts and San Jose State University.
- 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.

Enhance Key Capabilities

- Respond as needed to emergencies, or conditions that present the need for coordination among multiple departments.
- 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.
- 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.
- Complete the City Council training on roles and responsibilities in an emergency.

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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.

/s/

Raymond Riordan

Director, Office of Emergency Management

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