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RESOLUTION NUMBER R- 303920

DATE OF FINAL PASSAGE JUL 29 2008

A RESOLUTION ACCEPTING THE RECOMMENDATIONS OF THE OFFICE OF HOMELAND SECURITY'S BUSINESS PROCESS REENGINEERING REPORT

WHEREAS, the Mayor of the City of San Diego commenced Business Process Reengineering [BPR] efforts to improve efficiencies, reduce the cost of City government and to maximize the services offered to residents, and

WHEREAS, to support the Mayor's BPR initiative, the Office of Homeland Security [SD-OHS] conducted a Department-wide BPR; and

WHEREAS, SD-OHS' core functions are homeland security, emergency management, disaster preparedness, and disaster recovery programs; and

WHEREAS, grant programs fund 73.5% of SD-OHS positions. Positions that are funded by grants are required to focus their activities on eligible activities under the grant. Thus, priorities include eligible grant-related projects, management and administration. Disaster recovery is critical following disasters and funding is a priority using grant funds; and

WHEREAS, during the BPR, employees and stakeholders examined existing processes across core functions. Detailed process reviews were completed of the Preparedness, Grant Management, and Emergency Operations Center management processes. In addition, observations were made regarding opportunities for organizational improvement; and

WHEREAS, the BPR review resulted in a report (Report to the City Council

No. 08-100 [Report] attached to this resolution making recommendations to improve the efficiency and effectiveness of the Department; and

WHEREAS, the recommendations are outlined in Attachment A to the Report; and

WHEREAS, SD-OHS will realize operational efficiencies and effectiveness that will improve the City's preparedness, emergency management/response, and grant management processes, and City residents will be beneficiaries of these improvements; NOW THEREFORE,

BE IT RESOLVED, by the Council of the City of San Diego, that the SD-OHS BPR Report is hereby accepted.

APPROVED: MICHAEL J. AGUIRRE, City Attorney

By Lori M. Thacker
Lori M. Thacker
Deputy City Attorney

LMT:amt
07/03/2008
Or.Dept:Homeland Security
R-2008-1191

I hereby certify that the foregoing Resolution was passed by the Council of the City of San Diego, at this meeting of ~~JUL 14 2008~~.

ELIZABETH S. MALAND
City Clerk

By *Jana Richardson*
Deputy City Clerk

Approved: 7-29-08
(date)

JSL
JERRY SANDERS, Mayor

Vetoed: _____
(date)

JERRY SANDERS, Mayor



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

REPORT NO: 08-100

DATE ISSUED: July 9, 2008
ATTENTION: Council President and City Council
Agenda July 14, 2008
SUBJECT: Office of Homeland Security Business Process Reengineering
REFERENCE: Office of Homeland Security Business Process Reengineering
Final Report

REQUESTED ACTION:

Accept the recommendations of the Office of Homeland Security Business Process Reengineering (BPR) study.

STAFF RECOMMENDATION

Accept the Report on Office of Homeland Security BPR and authorize implementation of the associated recommendations.

BACKGROUND

The Mayor of the City of San Diego commenced BPR efforts to improve efficiencies, reduce the cost of City government and to maximize the services offered to our residents. To support the Mayor's BPR initiative, the Office of Homeland Security (SD-OHS) conducted a Department-wide BPR.

SD-OHS is responsible for the City's homeland security, emergency management, disaster preparedness, and disaster recovery programs. These are SD-OHS' core functions.

Grant programs fund 73.5% of SD-OHS positions. Positions that are funded by grants are required to focus their activities on eligible activities under the grant. Thus, priorities include eligible grant-related projects, management and administration. Disaster recovery is critical following disasters and is a priority funded using grant funds.

During the BPR, employees and stakeholders examined existing processes across core functions. Detailed process reviews were completed of the Preparedness, Grant Management, and Emergency Operations Center (EOC) management processes. In addition, observations were made regarding opportunities for organizational improvement.

Preparedness

Emergency Preparedness is a continual cycle of planning, training, exercising, and plan revision. The planning process has one main purpose: developing and maintaining a complete set of emergency operations plans. Emergency operations plans are documents that explain the roles and responsibilities of key departments and their resources in response to a major man-made or natural disaster. SD-OHS' responsibility is to develop emergency plans that reflect a unified and coordinated national approach to planning and domestic incident management since major disasters will require assistance from other local municipalities to State and Federal agencies. It is for this reason that the City of San Diego adopted NIMS as its emergency management standard (R-300538). Training and exercises reveal weaknesses in the plan to be addressed in the revision process.

Plan Development, Review and Updating

The President signed two directives to guide emergency response planning: Homeland Security Presidential Directives (HSPDs) -5 and -8. Under the direction of these HSPDs, the Federal Department of Homeland Security (DHS) through the Federal Emergency Management Agency (FEMA) developed specific planning guidelines for State, local and tribal agencies. These guidelines are explained in the National Response Framework, FEMA Independent Study (IS) 235 Emergency Planning, State and Local Guide (SLG) 101, and the National Incident Management System (NIMS).

Under the direction of Council Resolution 300538, the City of San Diego will develop emergency plans in accordance with NIMS as established by HSPD-5 and California Governor Executive Order S-2-05, for which goals include:

“To enhance the ability of the United States to manage domestic incidents by establishing a single, comprehensive national incident management system” (HSPD-5, (1));

“...to ensure that all levels of government across the Nation have the capability to work efficiently and effectively together, using a national approach to domestic incident management.” (HSPD-5, (3));

“...to integrate the NIMS, to the extent appropriate, into the state's emergency management system.” (S-2-05)

The Federal Department of Homeland Security provides grant funding through a competitive process to municipalities that elect to implement the goals of HSPD-5 and -8. These guidelines are the foundation of emergency management. SD-OHS' role is to integrate these guidelines into the City's emergency management structure.

The Planning subcommittee reviewed the existing emergency plan development, review and update processes to identify how it could be improved.

Emergency plan development requires the participation of staff and subject matter experts from City departments. SD-OHS has an obligation to provide expertise and to assist in and facilitate the development of their standard emergency operating procedures in a manner such that they can be integrated into the City's preparedness efforts.

Because the SD-OHS is a relatively new department, the planning section does not currently have standard processes in place. The Preparedness Committee determined that to identify methods to achieve service delivery efficiencies and cost savings in executing the continual cycle of planning, training, exercising, and revision, SD-OHS needs to:

- Develop and implement a planning process that reflects a unified and coordinated national approach to planning and domestic incident management, ensuring that the steps and components provided in relevant guidelines (including HSPD-5, HSPD-8, the National Response Framework, IS-235, SLG-101, and NIMS) are followed or incorporated.
- Develop emergency plans that reflect a unified and coordinated national approach to planning and domestic incident management.

Training and Exercising

The overarching objective of training is to convey information and skills necessary to execute components of a plan. Plan exercising is the simulation of an incident with an appropriate amount of activities that will thoroughly stress the entire framework of a plan. Guidelines for exercise development are provided by the Homeland Security Exercise and Evaluation Program (HSEEP). These guidelines are also used by the Operational Area when developing and conducting exercises.

The training and exercise subcommittee concluded that the existing training and exercise processes contain cornerstones necessary to conduct the essential components of training and exercise programs. Nonetheless, the subcommittee established training and exercise processes to ensure that key components are addressed during the planning and execution of training and exercises. They include establishing a training or exercise planning team; coordinating training and exercise timelines with City-wide trainers; developing and implementing a communications strategy; engaging and supporting the participation of stakeholders; and identifying and incorporating all relevant Federal, State and local guidelines. These processes also include:

- Developing an Operations and Procedures manual that outlines the steps and processes for planning and executing training and exercise projects. Maintaining copies of the improved training and exercise process as well as examples of supporting documents and forms in parallel to this manual.
- Utilizing a committee made up of SD-OHS staff and Financial Management personnel to map out all possible funding models for training and exercising.

- Determining the most appropriate funding sources for each specific training/exercise early in training and exercise development. To support this effort, OHS will be creating a template that can be used for all training and exercising funding submittals.
- Developing a defined annual training and exercise schedule that is shared with all departments. OHS will work with Deputy Chief Operating Officers and Department Directors to ensure City-wide participation in the planned emergency training and exercises.

Grant Management

One of the major functions of the SD-OHS is to pursue and acquire Federal Homeland Security grants to improve all hazard and multi-discipline preparedness, response and recovery efforts for the City. Major findings from the analysis of existing processes that occurred during this BPR include that SD-OHS:

- Could benefit from establishing a standard schedule for monitoring its sub-recipients, which is required per grant guidelines;
- Could benefit from establishing a plan/procedure to follow-up on monitoring visits; and
- Could simplify its grant reimbursement checklists and instructions as it is currently maintaining multiple spreadsheets to track its eight active grants and numerous inactive grants.

As part of its “To Be” process development, the Grant Management committee established tracking and monitoring processes. These processes will ensure that key requirements are addressed during the management of grants.

Emergency Operations Center

The City of San Diego’s EOC is a centralized facility where key City of San Diego staff gather to address immediate public health and safety needs to minimize the impact of disasters. Through planning, response and coordination of information and resources, EOC staff make decisions regarding the allocation of critical City resources and coordinate emergency response and recovery operations under the Incident Command System. As identified in the City of San Diego EOC Manual, the following activities are performed in the EOC:

- Receive and disseminate warning information;
- Collect and analyze situational information;
- Manage and coordinate emergency operations;
- Collect, analyze, and report damage data;
- Provide emergency information and instruction to the public; and
- Maintain liaison with support agencies, other jurisdictions, and other levels of government.

The EOC committee looked into the physical layout of the EOC to determine whether the space could be used more effectively. The committee conducted site visits to the City of San Diego’s EOC and to the San Diego County Office of Emergency Services EOC. It was obvious to the committee that the SD-OHS EOC space is not being most effectively utilized with its current structure, furniture and layout. A number of options were

discussed from moving walls to rearranging furniture. Since the members of the committee aren't structural or spatial engineers, they agreed that further study of the EOC layout is required.

The EOC committee also reviewed how EOC positions are filled, the training provided, and the overall readiness of EOC staff. OHS conducts training and exercises for all EOC staff positions on a regular basis. The committee made two recommendations to improve the training level and readiness of the EOC staff. The first is to implement computer-based training to allow those assigned an EOC position to take the applicable training from their office at a time most convenient for their schedule. The second recommendation was for OHS to develop and conduct quarterly training specific to each EOC organizational section.

Opportunities for Organizational Improvement

During the SD-OHS BPR a recurrent theme was lack of consistent staffing. A number of issues contribute to the inability to attract and retain SD-OHS staff, including extensive background checks and the perceived insecure nature of grant funds.

Currently, most of the budgeted positions in SD-OHS are limited, grant funded positions. SD-OHS is having a difficult time securing good, long term, committed employees to fill their vacancies since the positions will go away when/if the grant funding ends. Historically, employees who enter the City in a grant funded position move to a general-fund position as soon as the opportunity arises. SD-OHS finds itself in an ongoing employee training cycle without building any substantial institutional knowledge. The team therefore recommends further study of whether positions can and should move to the general fund to address staff turnover and meet grant requirements for cost sharing.

RECOMMENDATIONS

This BPR study resulted in a total of six recommendations. Each recommendation, along with its anticipated impact and implementation schedule, is presented in the table in Attachment A.

FISCAL CONSIDERATIONS:

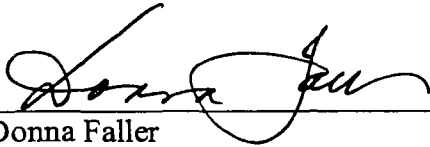
Implementation of the Office of Homeland Security BPR recommendations carries no fiscal impacts in the current or next Fiscal Year. The recommendation to study moving some Office of Homeland Security positions from grant-funded to General-funded may have fiscal impact in the future.

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS:

The Department included in the BPR study a number of external stakeholders with background and familiarity with the Department's operations, including representatives from the County of San Diego and the US Fish and Wildlife Service.

KEY STAKEHOLDERS AND PROJECTED IMPACTS:

The City has reviewed this BPR study with the appropriate labor organization, and no further Meet and Confer action is necessary. The Office of Homeland Security will realize operational efficiencies and effectiveness that will improve the City's preparedness, emergency management/response, and grant management processes. City residents will be beneficiaries of these improvements.



Donna Faller
Office of Homeland Security
Program Manager



Jill Olen
Deputy Chief of Public Safety

Attachment: A. Summary of BPR Recommendations

**Office of Homeland Security
Summary of Business Process Reengineering Recommendations**

| Number | Recommendation | Impact | Implementation Schedule |
|---------------|--|--|--------------------------------|
| 1. | Implement computer-based training solutions to address just-in-time EOC training solutions. This would allow those assigned an EOC position to take the applicable training from their office at a time most convenient for their schedule. While some initial investment is anticipated, computer-based training is expected to break even over time. | Improve effectiveness because trainees are more likely to participate and learn; may improve efficiency in training delivery | Within six months |
| 2. | Develop and conduct quarterly training specific to each EOC Organizational Section. This will improve not only the skills necessary to operate each Organizational Section of the EOC and how each section interrelates to the others during a disaster, but also gives each Organizational Section the opportunity to train together under controlled conditions in order to become familiar with themselves as a team. | Improve effectiveness | Within six months |
| 3. | Explore opportunities to maximize the use of space in the EOC. | Improve effectiveness during EOC operations | Within six months |

| Number | Recommendation | Impact | Implementation Schedule |
|--------|--|---|-------------------------|
| 4. | Explore the 'Regional EOC' concept to minimize costs and better utilize grant funding. While the City of San Diego EOC has its own distinct and specific responsibility, continuing to utilize technology and other collaborations with the Operational Area EOC could improve coordination and efficiency when an emergency response exceeds the jurisdiction of the City of San Diego. | Improve efficiency and effectiveness | Within six months |
| 5. | Explore 'EOC-To-Go' or 'Virtual EOC' concepts to allow flexibility and remote EOC Operations. ¹ | Improve effectiveness and operational flexibility | Within six months |
| 6. | Study whether positions can and should move to the general fund to address staff turnover and meet grant requirements for cost sharing. | Lower staff turnover expense | Within six months |

¹ These concepts rely on telephone and internet tools to operate an EOC without all parties physically present in a "brick and mortar" EOC. These are two forward-thinking models which could prove to be cost-effective, present opportunities for future grant investments, and could provide regionalized just-in-time EOC services. The Virtual EOC can be an adjunct to a physical EOC where EOC participants function in their assigned roles in both the physical and virtual sense. Although certain key players should be present in the EOC to carry out particular functions and have face-to-face contact with decision makers, especially for extended events, the majority of participants may participate virtually so that they can attend to their duties in other areas. Regardless of location, participants must access needed data, and have the ability to send messages, conduct conversations and update information.