

DATE ISSUED: April 23, 2003

REPORT NO. 03-081

ATTENTION: Public Safety & Neighborhood Services Committee
Agenda of April 30, 2003

SUBJECT: Homeland Preparedness Program and Grant Funding

SUMMARY

THIS IS AN INFORMATION ITEM ONLY. NO ACTION IS REQUIRED ON THE PART OF THE COMMITTEE OR THE CITY COUNCIL.

BACKGROUND

The Homeland Preparedness Program is a strategic framework aligning policy, people and their activities into a comprehensive integrated preparedness program. The program is an *all hazard* approach, which emphasizes the management of critical information and limited resources before, during and after a major emergency or disaster. The City's work force and external organizations are involved in preparedness activities at numerous levels and across all disciplines. Historically, preparedness activities within the City have been effective but were the result of a grass roots effort from within different departments with limited emphasis on coordination and collaboration across the entire organization. The recent demands to increase preparedness for terrorism and the current fiscal crisis creates additional emphasis on the need to maximize effectiveness and collaboration. The Homeland Preparedness Program is designed to incorporate executive oversight from key stakeholders to ensure integration.

DISCUSSION

Homeland Preparedness Program

The Homeland Preparedness Program goals are:

1. To improve information management through the implementation of processes and information technologies that will allow the delivery of relevant information so that:

- City Management makes effective, timely decisions.
 - Elected City Officials are informed of preparations for and response to emergencies. Employees take appropriate actions in response to an emergency.
 - Citizens of the San Diego region are informed to be prepared for and respond to emergencies.
2. To seek, establish and maintain collaborative relationships and strategic partnerships with preparedness stakeholders including the private and public sectors, employee groups, business, military, community groups and legislators.
 3. To seek funding opportunities and administer the funds to address the priorities established through the comprehensive preparedness program.
 4. To search for “best business practices” and integrate them into the City’s Homeland Preparedness Program.
 5. To support existing initiatives through guidance and ensuring integration to maximize results.

The Homeland Preparedness Program emphasizes the *mitigation* of, *response* to and *recovery* from natural, technological and manmade disasters including acts of terrorism. The program will assist City leadership by:

- Improving the City’s ability to protect employees, the community and the environment.
- Facilitating compliance with federal and state regulatory requirements.
- Enhancing the City’s ability to recover from financial losses, regulatory fines, damages to facilities or equipment and other impacts on service delivery or business continuity.
- Reducing exposure to civil or criminal liability in the event of an incident.
- Enhancing the City’s image and credibility with employees, peers and the community.

The *mitigation* phase includes prevention and/or educational activities, which reduce or eliminate a threat or reduce its impact on life, health and property. The processes of hazard identification and risk assessment begin the mitigation phase and establish a framework of program priorities based on a hazard’s probability and its potential impact. Hazard identification and assessment require constant re-evaluation to ensure their validity in our dynamic environment. By way of example for the threat of terrorism, mitigation includes the gathering of intelligence and conducting investigations, which occur prior to an act in addition to the traditional activities of evaluating and executing changes in physical and procedural security.

The *response* phase incorporates the functions of planning, training, exercising and execution. The functions of response are associated with fire, law enforcement and medical first responder activities focused on minimizing the impact of a hazard once an event has occurred. While the San Diego region is not without need in this phase, it is our strongest capability due to our

experience in preparing for and responding to the natural hazards that we face in California and major special events such as Super Bowl XXXVII.

The *recovery* phase can start during the response phase but is generally oriented to activities that focus on returning to normalcy after an event (e.g., the rebuilding of damaged facilities, the re-opening of business, etc). Key to recovery is the process of identifying critical services and their dependencies on infrastructures such as buildings, power, communications and data systems. Once identified, business continuity plans need to be developed to ensure that redundancies and recovery mechanisms are in place to ensure infrastructure availability to support critical services during a significant event.

A Homeland Preparedness Coordination Council is being formed that will provide oversight of the program. Initial representation will be identified from the Police Department, Fire-Rescue Department, Water Department and Metropolitan Wastewater Department. Representatives from other departments will be included as the program progresses.

Some current initiatives of the Homeland Preparedness Program include: developing Operational Conditions Guidelines, implementing a pilot Community Emergency Response Team program and improving City staff's ability to manage vital information and limited resources during a major emergency such as an earthquake, chemical spill or an act of terrorism through the use of technology. These initiatives are described below.

Operational Condition Guidelines (OPCON) are lists of procedures to be implemented by City employees, when the federal Department of Homeland Security (DHS) decides to raise or lower the terrorism threat level or local authorities determine a need. The first OPCON document was drafted by and for the San Diego Police Department after 9-11 with phased levels, which parallel the tiered military procedures (Normal, Alpha, Bravo, Charlie and Delta) and the federal DHS color coded threat condition levels (Green, Blue, Yellow, Orange and Red). Most of the procedures are written and executed department-wide, but some focus on specific sites or groups of employees. The San Diego Fire-Rescue Department and the Metropolitan Wastewater Department have followed suit by developing and implementing similar OPCON procedures. Homeland Security staff is currently working with the Water Department on their OPCON procedures to refine the development process and prepare templates and instructions for all City departments and/or facilities to create OPCON guidelines.

Community Emergency Response Team (CERT) program is a nationally recognized model from the City of Los Angeles, which has been endorsed by the Federal Emergency Management Agency (FEMA). CERT was established to enlist trained community volunteers to organize and provide assistance to their neighbors, when demand for assistance overwhelms the fire, law enforcement or medical resources during a major emergency such as a significant earthquake. CERT members are trained in areas such as utility shut-off, light rescue, medical aid and small fire extinguishment. The City has applied for and anticipates a small federal grant (\$12,000-15,000) in FY03 for the development of a pilot program for a CERT team as part of a San Diego Regional effort.

Staff will be seeking a partnership with a Council District and a community group to develop and implement the pilot.

Information and Resource Management is critical during an emergency where demands for assistance exceed the ability to respond. The gathering, collation and dissemination of situational information (intelligence) are vital to determining where to deploy resources to provide the greatest benefit and what types and quantities of resources are needed from other local, state and federal agencies. Staff is gathering requirements and exploring grant opportunities to acquire an application that will address this need.

Homeland Security Grant Funding

Prior to 9-11, funding for the City's Homeland Preparedness activities traditionally came from departmental operating budgets with some grant support. The Homeland Preparedness Program seeks to bring all stakeholders to the table and coordinate a citywide effort to identify and prioritize needs in preparation for the release of federal funds and programs minimizing duplication of effort and competition for funds within our organization.

The City's Homeland Preparedness Program is designed to promote regional agency coordination during all three phases of preparedness (mitigation, response and recovery), which might impact funding opportunities.

City staff continues to search for and participate in *Homeland Security Funding Initiatives*. Staff is awaiting the distribution of \$180,571 in federal Fiscal Year 2000 and 2001 First Responder Equipment Grant funds. Additionally, staff has started to plan the expenditure of an additional \$213,431 in federal Fiscal Year 2002 State Domestic Preparedness Program funds. The amount of funds received by the City varies with each grant due to the 20% share taken off the top by the State for their programs and the base amount (varies from 37% to less than 1% of the total funds) that the State awards to each of the 58 Counties prior to the per capita distribution of the remainder. The County has decided to copy the State's distribution formulas making it hard to determine how much San Diego will receive.

Federal First Responder Funding

On February 13, 2003 Congress approved the 2003 Federal Omnibus Appropriations Act which included the President's request for homeland security "First Responders" funding. The President's original request of \$3.5 billion included only \$566.3 million in new funding and assumed the incorporation of \$2.934 billion in existing federal public safety programs into the First Responder program.

The \$566.3 million in new First Responder funding is to be distributed in the following manner:

New funds:	Office of Domestic Preparedness	\$566.3 million
Existing Program:	Firefighter Funding	\$745 million

Office of Domestic Preparedness (ODP)

As passed, only state governments are eligible to apply for the grants, but have requirements to pass the funds to local jurisdictions. Of the \$566.3 million, California is eligible for \$45.023 million, with mandatory allocation as follows:

Equipment \$31.595 million	Training \$2.370 million
Exercises \$7.899 million	Planning \$3.159 million

The Governor's Office of Emergency Services is responsible for California’s application and should receive the funds in late May. Once the funding is received, the state has 45 days to pass 80% of these funds through to municipalities, anticipated to be in early July.

San Diego’s “Fair Share”¹: \$1,404,000; this does not take into account the 20% that both the State and County each take off the top or their decision to distribute a base amount to each jurisdiction prior to calculating the per capita amount.

Projections and Assumptions	Total Funding	California Fair Share	CA State Administration Share	San Diego Fair Share	Expected Date of Distribution
<i>Office of Domestic Preparedness</i>	\$566.3 m	\$45.02 m	\$9.0 m	\$1.404 m	5/03
Equipment		\$31.6 m	\$6.32 m	\$985,920	7/03
Exercises		\$7.9 m	\$1.58 m	\$246,480	7/03
Training		\$2.37 m	\$474,000	\$73,944	7/03
Planning		\$3.16 m	\$632,000	\$98,592	7/03
Total	\$566.3 m	\$45.02 m	\$9.0 m	\$1.404 m	7/03

Firefighter Funding

The Federal Emergency Management Agency (FEMA) is the lead agency and will make grants directly to fire departments. The purpose of the program is to award grants to fire departments to enhance their ability to protect the health and safety of the public, as well as that of firefighting personnel, facing fire and fire-related hazards. The grants will be awarded on a competitive basis with the following criteria: (1) most closely address the program's priorities; and (2) demonstrate financial need, maximum benefit derived from the grant funds with their projects, and effective and efficient project plans and procurements.

¹ San Diego’s “Fair Share” is calculated as the City’s percentage of the State’s population – approximately 3.9%.

	Funding	Applications Deadline	Matching Requirement	Expected Date of Distribution	Distribution Deadline
<i>Firefighters Grant Program</i>	\$745 m				
(FEMA Administration)	\$37.5 m				
Fire Operations & Firefighter Safety Program	\$707.5m	4/11/03	30%	9/30/03 thru 6/30/04	9/30/04
Fire Prevention Program		4/11/03	30%	9/30/03 thru 6/30/04	9/30/04
Emergency Medical Services Program		4/11/03	30%	9/30/03 thru 6/30/04	9/30/04
Firefighting Vehicles Acquisition Program		4/11/03	30%	9/30/03 thru 6/30/04	9/30/04

In accordance with the final rules published on March 14, 2003, no applicant can receive more than \$750,000 in Federal grant funds under this program in any fiscal year and applicants can only submit one application per fiscal year. The single application must be submitted for only one of the four categories listed above. Applicants that submit multiple applications will have each of their applications deemed ineligible.

San Diego's "Fair Share"²: \$2,720,000; this does not take into account the 20% that both the State and County each take off the top or their decision to distribute a base amount to each jurisdiction prior to calculating the per capita amount.

Recent Congressional Action

On Monday, March 24, 2003, President Bush submitted a \$75 billion Supplemental Appropriations request to fund the Iraq war effort, humanitarian aid and homeland security. Of that \$75 billion request, an additional \$4 billion for Homeland Security was included. The distribution method for the homeland security funds was not specified in the request.

Because of the urgency to fund the military action in Iraq, the Supplemental was approved by Congress on Friday, April 11, 2003.

Updates on the impact the Supplemental Appropriations request has on the City will be submitted to the Mayor and Council as it becomes available.

Additional Homeland Security Funding

Urban Area Security Initiative: Approximately \$100 million dollars from the FY03 Funding will be dedicated to certain large urban areas within the United States. The funds are in addition to the \$566 million that the Office for Domestic Preparedness is distributing for first responder needs such as equipment, training, planning and exercises. The following cities were granted funds based upon a combination of factors including population density, critical infrastructure

² San Diego's "Fair Share" is calculated as the City's percentage of the national population – approximately .4% (approximately 5% of funding is retained by FEMA to administer the grants).

and FBI threat intelligence/vulnerability assessment:

New York, \$24.76 million; Los Angeles, \$12.42 million; Washington DC, \$18.08 million; Seattle, \$11.3 million; Chicago, \$10.89 million; San Francisco, \$10.74 million; and Houston, \$8.63 million.

Inter-operable Communications: Congress approved a measure sponsored by Senator Dianne Feinstein (D-Calif.) that would provide \$109 million to help police and firefighters obtain communications systems that function between agencies during times of crisis. **These funds are targeted to provide both short-term and long-term interoperability solutions. Included are wireless same-frequency radios, wideband receivers and computers that can be added to existing radios, and software that can channel together different frequencies onto a common network.**

The distribution method for the funding has not yet been released.

Respectfully submitted,

D.P. Lee
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Approved: Rey Arellano
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