



THE CITY OF SAN DIEGO
MANAGER'S REPORT

DATE ISSUED: October 6, 2005 REPORT NO: 05-200

ATTENTION: Public Safety and Neighborhood Services Committee
Agenda of October 12, 2005

SUBJECT: Disaster Preparedness and Management

SUMMARY

THIS IS AN INFORMATION ITEM ONLY. NO ACTION IS REQUIRED ON THE PART OF THE PUBLIC SAFETY AND NEIGHBORHOOD SERVICES COMMITTEE OR CITY COUNCIL.

BACKGROUND

The Public Safety and Neighborhood Services Committee has requested a report on how well prepared the City of San Diego is, and what else needs to be done, to ensure we are prepared for any disaster.

This report discusses the current state of City disaster preparedness, what has been achieved to reach this state, and an overview of the City's Emergency Operations and Evacuation plans. It then proposes a desired level of preparedness and identifies what needs to be accomplished to further enhance preparedness within the City and the San Diego region.

Prior to FY 2003, the City of San Diego Fire-Rescue Department (SDFD) was responsible for disaster planning and preparedness through its City Disaster Preparedness Unit. The City's Office of Homeland Security (OHS) was established in January, 2003 consequent to a SDFD reorganization that transferred 1.6 budgeted positions from SDFD to the City Manager's office. A leadership change in OHS in September, 2004 resulted in the current OHS organization which is provided in Attachment A.

The City's Office of Homeland Security is primarily funded by federal grants. Per federal grant requirements, the Office's principal focus has been on homeland security issues, particularly weapons of Mass Destruction (WMD)/terrorism-related preparedness and consequence management. Federal grant administration requirements have also been a major Office responsibility.

PUBLIC SAFETY HAZARDS IN SAN DIEGO

San Diego's environment includes both natural and man-made hazards. Natural hazards to public safety include fire, earthquake, flooding (either Tsunami, severe winter weather, or dam failure induced) and associated sink holes, land and mud slides. Hurricanes are a more remote possibility, but not without precedent. San Diego could also suffer the consequences of a large-scale, contagious medical emergency, such as SARS.

San Diego is also vulnerable to man-made technological threats. The City has appeared on "terrorist" target lists, although the authenticity of these lists remains unconfirmed. San Diego's unique concentration of military bases, nuclear plants, biotech industry, cultural and entertainment attractions, and proximity to the Mexican border, could make it a target. San Diego could also be exposed to a large-scale radiological, chemical, or biological release. The Port of San Diego is vulnerable to a major oil or other hazardous material spill.

Not all hazards in San Diego are equally probable, nor would their impact be equally severe. As noted above, OHS' priorities have been shaped by federal requirements. Yet the most probable threats facing the City of San Diego are fire, flooding and earthquake of small to moderate scale causing a localized, but manageable impact. The City's emergency management team and first responders are prepared for, and capable of responding to such events. The City is not prepared, however, to respond to a lower probability, high impact disaster that would disrupt City services and cut intra-City communications and communications to regional, state and federal officials.

The City currently plans for, is resourced for, trains and exercises to, and is prepared for more probable small to moderate scale emergency events. The City's preparedness assumes, and is partially dependent upon, the strong state Master Mutual Aid system. Given this dependence, simultaneous crises state-wide could negatively impact the City's preparedness and response capabilities. The City of San Diego and its citizens must therefore be prepared to respond to moderate sized emergency events without outside assistance for a minimum period of 72 hours.

Plans are not current, nor is the City leadership, staff, or public, resourced and trained for a large scale disaster (such as a major earthquake) that would:

- Severely reduce command and control capabilities: Emergency Operations Center (EOC), Department Operations Center (DOC), landline and cellular phone systems, and disrupt radio infrastructure systems critical to response and recovery efforts
- Disrupt City businesses and essential services
- Damage critical infrastructure
- Require mass evacuation
- Generate massive food, water and housing shortages
- Generate significant casualties

- Decimate transportation (needed for evacuation, casualty response) and re-supply systems (necessary for life-support)
- Degrade leadership and City staffing resources by up to 70%
- Negatively impact existing revenue streams

This is the level of destruction and dysfunction suffered by New Orleans in the wake of Hurricane Katrina.

A critical decision facing the City is whether to continue to let federal terrorism-focused grant dollars disproportionately shape our preparedness planning, or broaden our preparedness for the more likely earthquake, fire and flooding events by allocating sufficient general fund resources. Federal Homeland Security grant funds alone can not bridge the gap in all-hazard preparedness; it requires a commitment in City resources and leadership. Currently 73% of the OHS staff is grant funded and only 23% is budgeted through the general fund.

Success in meeting localized emergencies has created the impression, and expectation, on the part of San Diego's residents that the City is fully prepared for a major disaster. This is not the case. The following paragraphs describe the current state of emergency preparedness programs.

DISCUSSION

CURRENT STATE OF DISASTER PREPAREDNESS

The City of San Diego is currently capable of preparing for, responding to, and recovering from moderate-sized or smaller, localized incidents. The ability to plan for, respond to, and recover from all-hazard, large-scale disasters, such as those requiring a major evacuation of the City or a mass casualty response, or the desire to maintain continuity of essential services such as water, electricity, transportation and communications during such emergencies, requires additional City personnel and financial resources. During these more significant events City resources would not be adequate to meet the demand. Effective communications and coordination with the County Operational Area Coordinator would be required to access necessary regional, state and federal resources during the response and recovery phase of these operations.

To improve the City's readiness for both natural and man-made disasters, and to enhance regional cooperation, integration, preparedness and response, OHS has developed two strategic plans, the FY 2005 Short Range Plan and the FY 2006 through FY 2007 Mid-Range Plan. The following paragraphs highlight selected OHS accomplishments over the past thirteen months under the current leadership.

Accomplishments

City Office of Homeland Security Organization

- Conducted organizational review and assessment
- Clarified organization's roles and responsibilities
- Established and funded an increased staffing level
- Developed short and mid-range plans noted above

The goal of the organizational assessment was to more clearly identify OHS tasks and responsibilities, and match resources and capabilities to those requirements. The effect of these organizational improvements has been to improve OHS' efficiency and effectiveness. This growth is reflected in the expanded scope of the OHS FY 2006 through 2007 Strategic Plan.

Established City Homeland Preparedness Coordinating Council (HPCC):

- Integrated key City stakeholder departments into disaster preparedness decision-making
- Developed grant expenditure priorities
- Developed and implemented phased City facility security enhancement program
- Established seasonal disaster response planning process
- Initiated Concept of Operations development and review process

OHS was established to be the central organization for city-wide disaster planning and response coordination. Yet disaster planning is not a single department's responsibility. The establishment of the HPCC addresses the Homeland Preparedness Program goal to improve intra-City communication so that elected City Officials, City Management, City employees and citizens are better prepared. The HPCC provides the mechanism for identifying "best business practices" related to disaster preparedness, response and recovery and integrates the City's preparedness effort. The HPCC is the venue for alerting city management to, and discussing preparations for, seasonal threats, such as wild fires, heavy winter storms, etc.

City's Emergency Operations Center (EOC) capability:

- Upgraded EOC equipment
- Revised policies and procedures
- Implemented emergency management data sharing software
- Bolstered EOC staffing to achieve "three-deep" staffing capability
- Developed and implemented an EOC training and exercise program
- Activated the EOC four times in past 12 months for actual local and regional emergency events
- Secured notebook computers to ensure operations at alternate sites should the EOC be unavailable

- Established employee and public information lines for emergency information updates

These improvements have increased the City EOC's functional status. This status has been tested during a number of county-wide Table Top and Functional Exercises involving Federal and regional partners. OHS is currently working toward integrating into the County's Automated County Alert Service System (CASS), which allows for mass notification of EOC staff and other emergency response personnel. This capability should be in place for the first county-wide Full Scale Exercise to be conducted in November, 2005. Alternate sites are being identified in various sections of the City to be used as backups to the EOC and to provide business continuity during and after an emergency.

Partnered with San Diego Police Department (SDPD) and San Diego Fire-Rescue Department (SDFD) to build enhanced First Responder Capabilities:

- Allocated grant funds for SDPD and SDFD to purchase First Responder Personal Protective Equipment (PPE)
- Hosted Weapons of Mass Destruction (WMD) Train-the-Trainer (T-t-T) Courses
- Allocated grant funds for core first responder WMD and incident management training
- Conducted City EOC and SDPD/SDFD DOC exercises
- Standardizing Federal, OHS, SDPD and SDFD OPLAN planning and threat levels
- Spearheaded Buffer Zone Protection Plan (BZPP)
- Allocated grant funds for Police and Fire-Rescue emergency response equipment (SWAT gear, Explosive Device Response Vehicle, Police Communications and Command trailers)
- Provided \$6.7 million for Mobile Data Terminal (MDT) to Mobile Data Computer (MDC) conversion for all PD and FD vehicles and upgraded interoperable communications backbone (microwave)

Personal Protective Equipment for first responders was the principal focus of grant funded equipment purchases through FY 2004. As noted in City Manager Report 055-158 dated July 15, 2005, both the Police Department and Fire-Rescue Department are nearing completion of their core weapons of mass destruction PPE purchases. OHS arranged for and hosted federally funded WMD T-t-T mobile training teams (May and September, 2005). OHS also assisted with similar training provided by the State. SDPD and SDFD are well along in rolling-out their WMD awareness-level training to their first responders. Last May the City EOC and four City DOCs (PD, Fire, Water and Metropolitan Wastewater) exercised responding to a terrorist improvised explosive device (IED). OHS arranged for two federally funded BZPP mobile training teams to instruct SDPD and other area law enforcement agencies on critical infrastructure protection. Upon completion of plans for ten City critical infrastructures, SDPD submitted a vulnerability reduction plan via OHS to the Federal Department of Homeland

Security (DHS) requesting \$500,000 for the purchase of vulnerability mitigation equipment.

Conducted Intra-City Planning, Training and Exercises:

- Developed Pilot Cities Readiness Initiative (Bioterrorism Prophylaxis Plan)
- Inventoried OHS emergency plan library
- Conducted EOC/DOC Staff Training
- Obtained DHS approval for federal reimbursement of 17 SDFD training courses

In addition to the training and exercises noted in the previous paragraph, OHS developed a Cities Readiness Initiative (CRI) Pilot Plan and exercised it for the City of San Diego. The City's plan will be used as a template for development of plans throughout the region. The CRI is a program to enhance the urban area's capability to deliver medicines to City employees and members of their households during a large-scale public health emergency such as a bioterrorism attack. It will enable the City of San Diego to continue the delivery of vital services and reduce recovery times to normal business operation by maintaining a healthy workforce. An exercise to test the plan was conducted on August 4, 2005, and was well-attended by Department heads or their designees as well as Council representatives. Other plans to dispense medicines to the general public have been developed.

OHS recently completed an inventory of more than 50 emergency plans many of which are confidential. These plans include City, County, State, and Federal plans. Each plan requires precise identification of responsible caretaker, as well as review, updating and revision to ensure currency, relevance, and integration with other City and County preparedness plans. Principal OHS training and exercise achievements were discussed previously. OHS was able to gain DHS approval of selected SDFD courses for federal reimbursement funds. This will enable Fire-Rescue and other disciplines to spend those newly available dollars on additional disaster preparedness and response courses.

Established partnership with City Governmental Relations to maximize State and Federal programs interface and leverage:

- Strengthened City presence in State-wide UASI Peer Group (discussed under regional achievements, below)
- Represents City's disaster preparedness interests in pending State and Federal legislation
- Worked to maximize grant funding allocations for City and region
- Participates in disaster response, such as Hurricane Katrina evacuee effort

OHS partnership with Governmental Relations Department (GRD) maximizes the City's leverage to receive "fair share" federal homeland security funding. By adopting policy that establishes grant distribution formulas based on risk and threat criteria - not on geographic or political factors San Diego is in a better position to maximize its federal

grant funding. GRD works with the San Diego Congressional Delegation and other like-minded grant recipients to convey our priorities to Congressional leadership. In June, representatives from OHS, GRD and nine other Urban Area jurisdictions and the Governor's office traveled to Washington, D.C., to educate congressional leaders on the efforts in California and the need to continue allocating homeland security funds based on risk.

GRD has taken a lead role in advocating for increased funding for San Diego. Although key federal decisions remain, these efforts seem to be proving successful, as the majority of the funding is distributed through the UASI, which allocates funding based on risk. The table below provides the allocations for the San Diego Urban Area:

FY2003 – Supplemental	\$11,359,682
FY2004	\$10,418,116
FY2005	\$13,503,618
Total	\$35,281,416

Generated and Recovered Revenue for City:

- Coordinated the submission of a Pre-Disaster Mitigation Grant resulting in \$3 million federal award to retrofit City water mains to better withstand earthquakes
- Recovered \$3.9 million from FEMA to reimburse Cedar Fire costs.
- December-January 2005 Winter Storm (1577). Received checks totaling \$332,000 to date, anticipate recovering another \$4 million to \$5 million in project and overtime (OT) cost/loss.
- February 2005 Winter Storm (1585) - \$11 million total projects and OT cost/loss submitted to FEMA and is pending review.
- 1998 El Nino Flood - Recovered \$2.2 million.

Cost recovery is an important but time-consuming activity. As OHS is currently staffed, cost recovery competes with, and is carried out at the expense of, other planning function requirements. The cost recovery effort is charged to the general fund but offset by administrative allowances provided under the recovery program.

Regional Accomplishments

With federal grant funds focused on WMD/terrorism, OHS, in conjunction with the County, has taken a leadership role in developing a regional preparedness focus.

Establishment of State-wide UASI Peer Group

- Early advocate and original founding member of Peer Group
- Hosted Peer Group meeting to discuss/integrate emergency preparedness programs and goals
- Educated congressional delegation on Cities priorities in Washington, D.C.

What began late last year as an effort to coordinate UASI lessons learned and best business practices in the Southern California region grew to become a State-wide consortium. Last spring, nine California Urban Area jurisdictions began coordinating efforts to work with both state and federal decision makers to ensure the risk based funding allocations continue. As noted above, OHS and other members of this group traveled to Washington, D.C., to educate congressional leaders on California's interests and priorities. This group continues to meet monthly and has established itself as a formal advisory group to the State Office of Homeland Security.

Regional Equipment Committee and Purchases

- Established Regional Equipment Committee
- Purchased Multi-Casualty and Mass Decontamination Trailers
- Established Interoperable Communications Committee

The Regional Equipment Committee was established to review requirements based on the Urban Area Security Strategy (UASS)-identified gap areas to facilitate informed grant expenditure decision-making. Working with the Urban Area Working Group (UAWG) and with approval of the UDC, and assisted by the Regional Equipment Committee, OHS ordered six Multi-Casualty Incident Response (MCI) trailers and prime movers in September, 2005. This equipment will be located throughout the county to increase the Urban Area's regional response capability. Their geographical distribution decreases response time and improves medical capabilities. They are expected to be operational within the next four months. In addition, the Regional Equipment Committee recommended the purchase of three Mass Decontamination trailers. Anticipated delivery date is within the next twelve months. These will also be located throughout the county. This regional approach to purchasing and storing large caches of equipment maximizes the Urban Area's preparedness while relieving each jurisdiction of the burden of acquiring and maintaining the same equipment. The "force multiplier" effect of this program frees up considerable grant funds now available for other critical needs throughout the region.

Regional Technology Partnership

- Established Regional HLS Technology Partnership committee structure
- Elicits and assists in the prioritization of requirements from pertinent regional homeland security stakeholders
- Conducts analysis and recommends cost-effective, state-of-the art technologies
- Facilitates procurement of relevant technologies
- Pursues additional state and national funds for local initiatives

The Regional Technology Partnership was established to promote integration, and avoid duplication, in the purchase of WMD/terrorism-related detection, deterrence and prevention equipment throughout the County. The partnership's focus is to improve these capabilities on a regional basis. This partnership is funded in FY 2005 with \$3.4 million in homeland security grant funds. Grant funds have been approved to hire a

regional Geographic Information Systems Coordinator, a regional Interoperable Communications Coordinator, and a consultant firm to assist in developing a regional technology strategic plan.

Regional Planning, Training and Exercises

- Updated Urban Area Security Strategy (UASS) primary goals
- Participated in the committee to review and update the Operational Area Emergency Plan and Annexes
- Established and participate in the Region Interoperable Communication Committee as required by the UASI grants

OHS recently completed its annual review of the Urban Area Security Strategy. The UASS is the source document which identifies emergency preparedness and response personnel, equipment, and training resources and capabilities across the ten public safety disciplines (Fire, Police, HazMat, Emergency Medical, Emergency Management, Governmental Affairs, Public Safety Communications, Public Works, Public Health, and Health Care) across the urban area.

The preceding paragraphs have described the current state of disaster preparedness. Given the current level of funding and personnel resources, the City is prepared to respond to the hazards most likely to occur in the City. The City has a capability to respond to emergency events throughout the County under the Mutual Aid system. This report will now discuss the desired end state of an OHS organization capable of spearheading an intra-City effort to plan for and respond to a large-scale disaster.

DESIRED STATE OF DISASTER PREPAREDNESS

As noted earlier, due to federal grant requirements, a principal focus of the OHS preparedness effort has been WMD/terrorism. The City of San Diego Office of Homeland Security, as the lead disaster preparedness agent for the City, should be able to effectively coordinate the planning for, response to, and recovery from all-hazard large-scale disasters, such as those requiring a major evacuation of the City or a mass casualty response. It should be able to plan for the continuity of essential services of water, electricity, transportation and information technologies during such emergencies, and be able to execute the plan while minimizing the risks to people and property.

With an appropriate OHS and Disaster Preparedness level of staffing the following organizational goals could be achieved in order to reach the desired state of all-hazard disaster preparedness for the City of San Diego.

- Establish an integrated and coordinated effort with all City Departments to identify short, medium and long-range disaster preparedness goals and objectives.
- Establish an integrated and coordinated effort with all key regional, State and Federal disaster preparedness agencies to maximize grant funding opportunities, and disaster preparation and response execution.

- Implement a training program for OHS staff and stakeholders in state-of-the-art disaster preparedness communications, equipment, and emergency management techniques
- Develop an organization with sufficient staff and resources to achieve the following:
 - A City staff trained and conversant with the National Management Incident System (NIMS) and National Response Plan in order to rapidly and effectively integrate federal recovery assistance.
 - City and County-wide regionalization, planning, training, exercise, and grant management goals, including the:
 - Proactive management of regional equipment, interoperable communications, and technology programs and committees to foster integration and force multiplication of disaster management and emergency response resources
 - Development of a robust community outreach and education program
 - Development of a disaster volunteer program
 - Development of a Disaster Service Worker (DSW) training program

(Note. Hurricane Katrina’s impact on New Orleans and other affected areas dramatically underscores the importance of the above four goals)

 - Development and maintenance of a OHS Disaster Preparedness and Public Awareness Website
 - Development of Citywide Threat Level Operational Conditions for all City departments
 - Development of standardized procedures and training for City departments related to the disaster recovery process

Management, administration, and processing of disaster recovery claims without adversely impacting current operations
Attendance at critical regional and State disaster preparedness meetings and exercises, and liaison with numerous local federal and other disaster preparedness organizations
 - Effectively manage OHS’ increasing grant programs, including aggressive pursuit of future grant opportunities and thorough preparation of City grant proposals in an increasingly competitive grant award process
 - Develop and maintain current, integrated, and comprehensive disaster plans
 - Coordinate the development and implementation of a phased City business continuity plan
 - Coordinate the development and implementation of a comprehensive City evacuation plan
 - Develop quantifiable training and exercise measures of effectiveness
 - Develop disaster readiness measurement criteria and reporting system
Maximize federally funded disaster preparedness training opportunities
 - Update Municipal Code

The additional OHS staff required to pursue these goals is:

- Planning: Authorizing (1) Supervising Management Analyst, plus (1) additional Associate Management Analyst
- Training/Community Outreach/Disaster Volunteer Coordination: Authorizing (1) Supervising Management Analyst, plus (1) additional Associate Management Analyst
- Response and Recovery: Authorizing (1) Supervising Management Analyst
- Budgeting and Grant Management: Reclassifying (1) Associate Management Analyst to Senior Management Analyst

These changes would increase the current OHS staffing level from 10.4 to 15.4 positions. An organization chart reflecting these additions is found in Attachment B.

DISASTER PREPAREDNESS GAPS

Desired state shortfalls are achievable with sufficient staffing and resources. The following identifies specific gaps **that are currently not achievable** in the four emergency management functional areas of preparedness, response, recovery, and mitigation.

Planning. As currently staffed OHS has insufficient resources to:

- Proactively plan for all hazards and risks likely to threaten the City of San Diego
- Maintain current, integrated and comprehensive disaster plans
- Bring existing disaster plans into federal National Incident Management System (NIMS) compliance (a Fiscal Year 2006 requirement for continued access to federal grant funds)
- Coordinate the development and implementation of a comprehensive City evacuation plan and community evacuation plans
- Coordinate the development and implementation of a phased City business continuity plan
- Improve disaster alerting and notification processes and capabilities

Training/Community Outreach/Disaster Volunteer Coordination. As currently staffed OHS has insufficient resources to:

- Develop, implement and sustain a robust community outreach and education program
- Develop and maintain a Homeland Security and Disaster Preparedness website to support community outreach, preparedness information, education programs, and disaster notification and status updates
- Develop, implement and sustain a disaster volunteer program
- Develop, implement and sustain a Disaster Service Worker training program
- Develop, implement and sustain a disaster preparedness training program for

- OHS staff and City stakeholders
- Develop exercise measures of effectiveness
- Develop and implement a quarterly EOC/DOC training and exercise program
- Develop a disaster readiness measurement and reporting system

Response and Recovery. The Homeland Security Coordinator responsible for planning also performs the tasks and functions associated with disaster recovery. Disaster recovery is currently being performed at the expense of disaster planning. Disaster recovery management and administration brings millions of dollars in FEMA relief aid to the City. It is a full-time position requiring disaster relief experience and knowledge of FEMA regulations. OHS recently advertised for a third Homeland Security Coordinator to fill this position and will soon begin the interview and selection process.

Budgeting and Grant Management. As currently staffed OHS has insufficient resources to:

- Proactively pursue and remain current on new Grant funding opportunities
- Develop the comprehensive Grant Proposals necessary to win support in the increasingly competitive grant award environment
- Establish a proactive, efficient and effective regional grant administration and management program for the timely expenditure and documentation of grant funds

Conclusion

This report responds to a Public Safety and Neighborhood Services request on how well prepared the City of San Diego is, and what needs to be done, to ensure we are prepared for any disaster. The discussion of the current state of disaster preparedness identified the achievements attained by the City of San Diego's Office of Homeland Security since its reorganization in August 2004, **with existing staffing and resource levels, which are tightly tied to federal funding and priorities** The discussion of the desired state of disaster preparedness identified a vision of an appropriately staffed organization and goals focused on all-hazard preparedness. Specific functional gaps in the City's disaster preparedness were then identified. Closing these gaps between current state and desired state requires additional City-funded personnel and resources.

Investing in a more robust disaster preparedness organization is analogous to purchasing insurance. Some may debate the need, others will debate the scope - but the City of San Diego is currently underinsured. With these additional positions, the City of San Diego Office of Homeland Security will be appropriately staffed for continual improvement in pursuit of all-hazard prevention, response, recovery, and mitigation goals. This will ensure the City is optimally prepared for any disaster. The key questions are from where the funds to achieve the desired state will come, and is there a City commitment to ensure the continuance of OHS and disaster preparedness programs when grant funds expire.

Building an effective and efficient OHS and disaster preparedness program is a difficult task, but it is achievable with support and proper levels of funding. Short-term, OHS

grants could pay for all required positions to establish a comprehensive model of HLS and disaster preparedness in the City of San Diego. Such a structure could not last when grant funding levels decrease, but the risks would remain. The keys to sustained disaster preparedness include: program post-grant continuation funding, adequate staffing levels, a goal-oriented OHS committed to quality assurance and continuous improvement, partnering at multiple City Department and regional levels, informed, involved and committed City leadership, and a strong community outreach effort.

Respectfully Submitted,

August F. Ghio
Director, Office of Homeland Security

Approved: P. Lamont Ewell
City Manager

GHIO/DH

Note: Attachment A is not available in electronic format. A copy for review is available in the Office of the City Clerk.

ATTACHMENTS

A. Office of Homeland Security/Organization Chart 9/23/05

[B. Office of Homeland Security/Organization Chart Proposed](#)