



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

DATE ISSUED: November 13, 2006 REPORT NO: 06-169

ATTENTION: Public Safety and Neighborhood Services Committee  
Agenda of November 15, 2006

SUBJECT: Office of Homeland Security Update

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 (PS&NS) Committee has requested that the Office of Homeland Security (OHS) provide a regular update on our disaster planning, prevention, preparedness, training, exercising, and response and recovery coordination efforts.

This report covers our activities and accomplishments this year and our efforts to enhance preparedness within the City and the San Diego region.

DISCUSSION

In 2006, OHS focused its efforts in several key areas – emergency communications and notification, disaster preparedness, ensuring the operational readiness of the Emergency Operations Center, planning and exercising the City's Mass Prophylaxis Distribution Plan under the federal Cities Readiness Initiative (CRI), evacuation planning, and homeland security and emergency management grant administration. The following synopsis covers the major projects as well as the status of our 2006 goals.

## **Emergency Communications and Internal Notifications**

All City emergency service departments have notification policies in place. The Office of Homeland Security, the San Diego Police Department, and the San Diego Fire-Rescue Department coordinate and communicate with each other during significant events and emergency conditions. OHS developed general guidelines to coordinate the process of ensuring prompt notification of City management and elected officials of any natural or man-made incident which poses a safety risk to the public or city infrastructure.

The OHS Duty Officer is the primary point of contact to receive emergency notification information. Emergency alerts generally come from several principal sources: pager/phone notifications from Police and Fire-Rescue Departments' Communications/Dispatch Centers, Station 38 or the Police Watch Commander, evaluated "tip" information from the City's liaison to the Joint Terrorism Task Force, alerts and notification from the County's Office of Emergency Services, Sheriff's Communications Center, US Coast Guard, Harbor Police Department, and other law enforcement/homeland security/military organizations, email notifications from weather, geological, and public health service agencies, or media broadcasts.

Information received is vetted and forwarded to the OHS Director via the OHS Program Manager. The OHS Director will notify the Deputy Chief Operating Officer for Public Safety/Homeland Security, who will notify the Mayor and Chief Operating Officer of significant emergency information/incidents and advise of recommended response actions. All other elected officials, mayoral staff, and Department heads will be notified via the automated alert notification system that is now used for internal mass notifications (CASS). If the emergency information pertains only to a localized area, only affected Council members may be informed. During this reporting period, selected OHS personnel were trained as CASS system administrators, the personnel database was updated to reflect the City's strong mayor form of governance structure, and the callback notification process was successfully tested in two training exercises.

## **Public Emergency Notification Improvements**

The recent contaminated water incident in a local community raised concerns from the public as well as City management that the City needed to identify and implement a robust method to disseminate critical information to the public in a timely manner. OHS had researched a number of viable public emergency notification systems prior to this incident; however, funding had not been identified until mid-September. OHS allocated cost savings within the homeland security grant funds to purchase a dedicated system license from Reverse 9-1-1 for the City. Our license provides a full three years of service. We have received the software and are in the two month process of installation, configuration, and training prior to full implementation. Until that time, the Sheriff's Department has offered to utilize their notification system as a backup.

The San Diego County Sheriff's Department recently acquired and is conducting

acceptance testing of their Reverse 9-1-1 mass notification system. The Southern Bell Corporation (SBC) phone database of the entire County operational area is geo-coded into the system. This system was tested and operated successfully during the recent Horse Fire evacuations.

The City's license provides the ability to make 11,520 30-second notifications an hour using our local server. The 96 lines the City has under our contract can be augmented by the 96 lines under the Sheriff's contract and the 64 lines they purchased for other jurisdictions, thus increasing the shared output for either the City or the County during a major activation of the system. These contracts would result in a net of 256 lines or 532 calls per minute and 31,949 calls per hour. There would be an extra charge of 20 cents per call if we use the nationwide Reverse 9-1-1 phone lines that would provide for 480,000 calls per hour.

The County Office of Emergency Services (OES), at the direction of the County Board of Supervisors, conducted a 120-day study on alternate emergency notification systems for the entire county. They presented a recommendation to the County Board of Supervisors on September 19, 2006, to sign the Reverse 9-1-1 contract as an interim solution while a full Request for Proposal process is undertaken to pursue a countywide mass notification system. Once the selected system is in place, which could be as late as June 2007, Reverse 9-1-1, if not selected as the countywide vendor, would be utilized as a backup system during the remaining period of the contract.

The County is recommending adoption of a regional notification system. Discussions need to be held by the Unified Disaster Council (UDC) to determine the structure of the regional contract. Initial discussions by a convened focus group resulted in a recommendation to minimize the upfront base cost for the participants and leverage a usage fee paid by the user. That process, if adopted, would allow jurisdictions the opportunity to use the system for non-emergency notifications, such as road closures, civic events, weather notifications, etc. without the region bearing the cost. Governance issues and protocols will need to be developed and adopted by all participating jurisdictions.

OHS will continue to work with the County and the UDC to develop a robust mass notification system that best meets City and regional needs at a reasonable cost.

## **Disaster Preparedness**

September marked National Preparedness Month 2006, a nationwide coordinated effort that encouraged families to take simple steps to prepare for emergencies in their homes, businesses and schools. OHS joined the US Department of Homeland Security and the National Preparedness Month Coalition to show San Diego's support for the declaration. A City proclamation was approved as a consent item on September 26, 2006. OHS launched a new web page on the City's web site highlighting disaster preparedness resources and tools, conducted a National Preparedness Month Fair for the public on September 19<sup>th</sup> and conducted various media outreach activities to spread the family

emergency preparedness message.

## **Emergency Operations Center**

The current Emergency Operations Center (EOC) meets the very basic needs of the City. Its location and limited space hampers the City's ability to increase functionality and efficiency to better serve our emergency managers. OHS has been looking into alternate locations to house the EOC. The site of the regional Law Enforcement Coordination Center (LECC), an intelligence fusion center, is being explored as a viable option for not only the EOC, but also for the Police and Fire Department Operations Centers, the backup Police and Fire Communications Center, the Office of Homeland Security, and possibly the Police Department's Critical Incident Management Unit and its Criminal Intelligence Unit. The space under consideration is scheduled to be vacated in February 2008. If successful, a six-month build-out is anticipated. In the interim, plans are in place to upgrade the current EOC with better equipment that can be easily moved and incorporated into a new site. This upgrade is being funded with homeland security grant funds.

OHS selected and outfitted an alternate Emergency Operations Center (EOC) in the event the primary EOC is negatively impacted or otherwise unavailable for activation. Additional laptop computers were secured for key City leadership and management personnel to ensure business continuity should key City facilities become unusable during an event. A Policy Group location has been secured and will be outfitted in the next month with the necessary electronics to receive video feeds and information to enhance its decision making process.

With the high turnover in City staffing during the first half of this year, particularly at the upper management level, the EOC callback roster was seriously impacted. Efforts to secure appropriate level "volunteers" from the respective departments have proven to be a challenge. We have been successful in updating most of the City's EOC callback roster three shift-levels deep. The few remaining positions are being recruited through the Deputy Chief Operating Officers.

## **Cities Readiness Initiative**

The Cities Readiness Initiative (CRI) is a pilot program to aid cities by increasing their capacity to deliver medicines and medical supplies during a large-scale public health emergency such as a bioterrorism attack. The CRI establishes a program for timely delivery of medicines during a large-scale public health emergency to City employees and their families. 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.

OHS, in partnership with the County Health and Human Services Agency, conducted a functional exercise of our CRI Mass Prophylaxis Distribution Plan on July 13, 2006. The EOC was activated for this exercise allowing EOC staff practical

experience in managing an emergency event. Lessons learned from the exercise are being incorporated into our plan. The City's plan is being used as a template for development of regional plans.

A full-scale exercise of the revised plan is scheduled for March 7<sup>th</sup> and 8<sup>th</sup>, 2007. Invitation letters will be sent to the Mayor, other elected officials, and all Department Directors requesting active participation. We are anticipating high attendance and expect to finalize our CRI plan after analysis of the exercise. Funds provided under this grant are being used to fund required equipment for the City's dispensing sites.

## **Planning Update**

With the Police Department's current staffing shortage, OHS assumed the lead in developing an evacuation plan for the City. The Police Department has a general evacuation and reentry policy in place that provides guidance for citywide evacuations. This policy has served it well in handling smaller scale evacuations of specific communities and neighborhoods. However, a more expansive plan is required for mass evacuations to include the integration of mass transit and alternate transportation methods, the Red Cross to address mass care and shelters, Emergency Medical Services and County Public Health to meet the requirements of our special needs population, the California Highway Patrol and Caltrans for highway traffic flow reversals and signage, fuel and vehicle towing resources to ensure delivery of gasoline and other traffic management services, and a security component for evacuated areas.

The County's Office of Emergency Services is coordinating a countywide evacuation planners group to develop an evacuation plan template for regional use. This will help to ensure individual jurisdictional plans in San Diego County and in adjoining counties do not interfere with each other in the event of a major disaster. A workshop was held on September 28<sup>th</sup> that included participation from all major stakeholders in the county, representatives from neighboring counties, service organizations, military, federal, state, and local agencies as well as communications experts. The County will also enter into regional MOU's or MOA's with applicable agencies that will cover all jurisdictions.

OHS completed the first phase of interviews for a Homeland Security Planning Coordinator in August. The selected candidate transferred to OHS the end of September. A second planner is expected to be selected after a second round of interviews in November. In addition, a long-term light duty police sergeant (pending possible medical retirement) has been assigned to OHS to take the lead in coordinating planning with the region and to provide law enforcement expertise to OHS. His salary is being paid by grant funds.

The sergeant is working on the City's evacuation planning and is coordinating through the countywide group. The new OHS planner has been assigned to complete the CRI plan and assist with the development and implementation of the full-scale exercise of the plan. In addition, until the second OHS planner is assigned to work with the hired

contractor to update the City's Emergency Operations Plan and Major Incident Response Plans, he will also handle this project. These plans were last updated in 1997. These planners will also work on a Pandemic Plan, a Tsunami Plan, and assist with our Continuity of Operations Plan and Recovery Plan in the coming year.

## **Grant Update**

The federal Fiscal Year 2003, 2004 and 2005 State Homeland Security Grant Programs and Urban Area Security Initiative Grants expire in November and December 2006. These grants provided \$73,129,586 to the region. The City received \$21,458,937 under the regional distribution of funds to all jurisdictions after earmarks for regional projects and exercises. OHS staff diligently tracked all allocations and encumbrances to ensure all funds are expended by the deadlines.

The funds from these grants have greatly benefited the City and the region. Our first responders are better prepared and better equipped to respond to all hazard incidents. OHS is primarily supported with the Management/Administration and Planning funds from these grants. Both the Police Department and the Fire-Rescue Department are nearing completion of their core weapons of mass destruction (WMD) training and personal protective equipment purchases for first responders. This equipment has been standardized throughout the county to ensure interoperability during a mutual aid event.

In addition to the public safety agencies, Park and Recreation, General Services, ITC/Communications, Water and MWWD also benefited from some major equipment acquisitions. The Police Department secured several Mobile Command Vans, including a SWAT van, and video downlink. Fire-Rescue obtained the forward looking infra-red system (FLIR) for their helicopter, an explosive detection team vehicle, and thermal imagers. Park and Recreation purchased some much needed 800 MHz radios for their field personnel. ITC/Communications was provided almost \$7 million for the mobile computer and a microwave conversion for Police and Fire vehicles. In addition to the EOC upgrade, Water, MWWD and Fire-Rescue received funds to enhance their Department Operations Centers. OHS provided funding for critical infrastructure security at the City Administration Building, the Police Department facilities, Fire-Rescue Department facilities, Water and MWWD facilities, the EOC and both Fire-Rescue and Police Department Operations Centers. The Police Department is also on track to complete the security plans for the key community sites identified under the Buffer Zone Protection Plan.

## **Strategic Goals**

In January 2006, OHS outlined short-term, medium-term and long-term goals for 2006. Given the challenges of staffing turnover and shortages within OHS as well as the completion of other critical projects, we were successful in accomplishing many of these to date. A few are still progressing and completion is expected now by the end of March 2007.

**SHORT TERM GOALS – January to March 2006**

Present a report to the full City Council outlining an interim plan that would allow City government to function effectively in the event of a major disaster.	Alternate EOC and notification systems in place.
Develop regional technology strategic plan to include Interoperable Communications (voice and data) and Law Enforcement prevention, detection, and deterrence programs.	RTP developing strategy; TIC plan completed
Complete regional Department of Homeland Security (DHS)-mandated National Plan Review (self assessment completed and submitted on January 17) and National Incident Management System Validation.	Completed January 2006
Identify grant funding to save CERT Program Manager for Fire-Rescue.	Fire covered in FY 2007 Budget
Complete regional response equipment MOU for participating host jurisdictions, complete ordering of equipment, and develop training program for crews.	90% Complete – equipment delays stalled process
Develop the San Diego State University Technology Partnership extended one year contract.	Completed March 2006
Complete Phase I City Business Continuity Plan – alternate sites, systems and plans to ensure continuity of key City services.	Completed March 2006
Complete FY06 Homeland Security Grant Program Application.	Completed March 2006
Complete OHS staffing to include the following grant funded positions: Admin Aide II, Public Outreach, Education, and Readiness Coordinator, and a HLS Recovery Coordinator.	Two positions filled – no space for outreach pos.

**MEDIUM TERM GOALS – April to June 2006**

Coordinate with Governmental Relations to achieve reinstatement to high risk UASI City designation.	Effort completed. Eligibilities to be announced 11/06
Manage (track spending, assess progress, reallocate as necessary) FY 03, FY 04, and FY 05 Urban Area Security Initiative (UASI) grant awards (\$40 million).	Grant deadlines: FY04 - 11/30/06 FY03 – 12/31/06 FY05 – 03/31/07
Administer cost recovery for FY 05 Winter Storm losses (\$15 million), Katrina response, Sundevil Fire and other declared disasters.	Most completed. Winter Storms 2004/05 pending completion of all projects.
Complete the City Readiness Initiative in preparation of Pandemic Flu potential including acquiring Public Health grant for exercise contractor.	Functional Exercise held in 07/06; Full Scale in 03/07
Develop revised strategy for the Phase II City Business Continuity Plan project – expanded plan for continuity of key City services.	Pending completion.
Update the Urban Area Security Strategy.	In progress.

Continue development of EOC and Policy group staff roster and training schedule.	In progress – high turnover.
Establish a Joint Powers Agreement (JPA) for sustaining regional equipment and technology programs.	Pending regional UDC work.

**LONG TERM GOALS – June to December**

Complete National Incident Management System (NIMS) FY 2006 compliance requirements (planning, training) to remain eligible for FY 2007 HSG Grant funds	In compliance.
Complete UASI training requirements.	On schedule
Begin public outreach, education and readiness program to address disaster preparedness for the communities and business sector.	Pending filling of Outreach Coord. position.

Respectfully Submitted,

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 Jill Olen  
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