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OFFICE OF THE CITY CLERK
OAKLAND

CITY OF OAKLAND
AGENDA REPORT

2010 JUN 30 PM 11:32

TO: Office of the City Administrator
ATTN: Dan Lindheim
FROM: Fire Department
DATE: July 13, 2010

RE: **1) A Report And Resolution Authorizing The City Administrator Or His Designee To Enter Into A Regional Catastrophic Planning Grant, Grant Administration Agreement With The City And County Of San Francisco For Fiscal Year 2010 For Regional Catastrophic Preparedness Grant Program (RCPGP) Funds In An Amount Not To Exceed Three Hundred Thousand Dollars (\$300,000), 2) Accept, Appropriate and Administer The Fiscal Year 2010 (RCPGP) Regional Catastrophic Planning Grant Program Allocations, 3) Approve The Preliminary Spending Plan And Waive City Of Oakland Central Services Overhead Fees Of Seven Thousand Two Hundred Ninety Seven Dollars (\$7,297) For Fiscal Year 2010 RCPGP Grant, And 4) Expend Funds In Accordance With The Preliminary Spending Plan Which includes the Continuation of One Senior Emergency Planning Coordinator And Award Of Professional Services Contracts Without Further Council Authorization Provided City Hiring and Contract Services Requirements And Programs/Polices Are Followed**

SUMMARY

The proposed resolution seeks the City Council's authorization to enter into a Grant Administration Agreement with the City and County of San Francisco for the distribution of FY 2010 Regional Catastrophic Preparedness Grant Program (RCPGP) in an amount up to \$300,000, approval of the preliminary spending plans, waiver of the Central Service Overhead (CSO) fees totaling \$7,297, and authorization for the City Administrator or his designee to administer the programs included in the grant.

The performance period for the FY 2010 RCPGP grants is April 1, 2011 through March 31, 2012.

FISCAL IMPACT

Approval of this resolution will authorize the acceptance and appropriation of Regional Catastrophic Preparedness Grant Programs (RCPGP) funds in an amount up to \$300,000, for the FY 2010 grant period. The total grant period is from April 1, 2011 to March 31, 2012.

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Funds will be appropriated to Homeland Security Fund (2123), Office of Emergency Services (OES) Homeland Security Organization (20711), various expenditure accounts according to the grantor approved spending plan and offset by the revenue account of Miscellaneous Federal Grant Account (46129), Project to be determined, Homeland Security/Office of Emergency Services Program (PS21).

RCPGP grant funds will be used for the following:

Description	Amount
Senior Emergency Planning Coordinator (1.0 FTE)	\$173,226
City and OES Staff In-kind	\$ 75,000
Professional Services	\$ 51,774
TOTAL	\$300,000

Staff is currently researching the most efficient and cost-effective way to achieve the deliverables of the grant (outlined in the Key Issues section). Should the report and authorizing legislation require changes, staff will return with a follow-up report/resolution. There is a 25% in-kind and/or cash match requirement of non-Federal funds to accept the RCPGP grant funds. The City of Oakland OES will provide in-kind services to meet all grant match requirements. There are no purchasing costs under this grant. The grant is solely for emergency planning purposes only. No equipment or supplies are allowed under this grant.

Central Services Overhead (CSO) fees are \$7,297 for the FY 2010 grant. Staff requests the Central Services Overhead (CSO) costs be waived for all positions funded under this program to ensure funding availability for grant activity expenses.

Although, the CSO costs and all other indirect costs have been waived since Federal FY 2004 when Oakland began receiving UASI grant funding, OES staff is actively working with the regional collaborative to determine a strategy to allow for CSO recovery. Until then, all the core urban area cities receiving direct UASI related grant funding have also been requested to waive the CSO costs.

BACKGROUND

The Department of Homeland Security's (DHS) Regional Catastrophic Preparedness Grant Program (RCPGP) is an important component to enhancing emergency planning and strengthening the nation's overall level of preparedness. The goal of RCPGP is to support an integrated planning system that enables regional all-hazard planning for catastrophic events and the development of necessary plans, protocols, and procedures to manage a catastrophic event.

Objectives include:

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- Creating regional planning processes and planning communities through the establishment of a Regional Catastrophic Planning Team (RCPT)
- Identifying and assessing priority areas of concern using both capabilities-based and scenario-based planning models
- Developing enhanced regional plans and addressing shortcomings in local jurisdiction plans to support both the management of a catastrophic event and to enable continuity of government in the aftermath of such an event
- Linking planning efforts to resource allocations

The Regional Catastrophic Preparedness Grant Program (RCPGP) focuses on the highest risk Urban Areas and surrounding regions where its impact will have the most significant effect on our Nation's collective security and resilience. It will complement ongoing State and Urban Area efforts, address Post-Katrina Emergency Management Reform Act (PKEMRA) mandates, and support initiatives underway within FEMA's Disaster Operations (DOP), Disaster Assistance Directorate (DAD), Mitigation and Logistics Directorates, the DHS Incident Management Planning Team (IMPT), the DHS Office of Infrastructure Protection and other Federal planning and preparedness agencies.

The RCPGP is one tool among a comprehensive set of measures authorized by Congress and implemented by the Administration to help strengthen the Nation against risks associated with catastrophic events. Recent assessments of catastrophic event planning and preparedness clearly highlight the need for improved and expanded regional collaboration. The following priorities are central objectives of the RCPGP program and will be addressed with the grant funding provided to regions, operational areas and metropolitan cities:

- 1. Fix Shortcomings in Existing Plans.** Activities within this program must address shortcomings in existing plans to address regional catastrophic planning issues. These include the establishment of a flexible, adaptable, and robust regional network of plans for each grantee to address catastrophic events. Plans will include a process for establishing an incident command structure and will also identify roles and responsibilities for each organization.
- 2. Build Regional Planning Process and Planning Communities.** Work with regional, county and local partners as well as agencies to ensure that the plans that are developed are coordinated and cohesive.

KEY ISSUES AND IMPACTS

The Regional Catastrophic Preparedness Grant Program (RCPGP) was established to enhance regional catastrophic preparedness and continuity of operations efforts, with the aim of strengthening the Nation against risks associated with catastrophic events. As previously stated,

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RCPGP focuses on the highest risk Urban Areas and surrounding regions, where its impact will have the most significant effect on the collective security and resiliency of these areas.

Each site eligible for participation in RCPGP, designated as the RCPGP site, includes a collection of jurisdictions that must work collaboratively to fulfill RCPGP program requirements.

In the Bay Area, jurisdictions that make up the RCPGP site include twelve (12) counties and three (3) core cities: Alameda County, Contra Costa County, Marin County, Monterey County, Napa County, San Benito County, San Francisco County, San Mateo County, Santa Clara County, Santa Cruz County, Solano County, Sonoma County, and the cities of San Francisco, Oakland and San Jose. The Bay Area Urban Area Security Initiative (UASI) has successfully applied for four (4) FEMA RCPGP grants for the twelve (12) Bay Area counties and the cities of San Francisco, Oakland and San Jose.

The RCPGP initiative was created by Congress to develop "all-hazard regional catastrophic event plans and preparedness" for UASI urban areas and participating governments. The main goal of this program is to assist jurisdictions in improving their security and resiliency through a process best described as "Fix, Build, and Resource" – that is, fix shortcomings in existing plans, build regional planning processes and planning communities, and link operational needs identified in plans to resource allocation, including homeland security grant programs.

The grant funds are limited to **regional catastrophic event planning** activities so no equipment will be purchased.

Each RCPGP site is expected to practice effective project management in order to plan and execute projects successfully within the period of performance. The Bay Area will be utilizing the Urban Area Security Initiative (UASI) structure to manage all facets of the RCPGP grant and deliverables. This management structure has proven to be an effective tool in managing Homeland Security grants and is seen as a national best practice.

To ensure effective project planning and execution, the UASI Management Team is required to create and maintain a project plan for each project funded by RCPGP.

The Federal Emergency Management Agency (FEMA), who is responsible for this grant program, requires each site to submit an initial project plan for approval prior to receiving grant funds. This task has already been completed and the UASI Management Team has been given the authorization to move forward. The initial project plan is a "best estimate" of the tasks and time required to complete the proposed projects. It must include all major milestones and tasks, and account for all project and program deliverables.

Additionally, sites will be required to submit an updated project plan each quarter for the duration of the FY 2010 grant program's period of performance, which concludes on March 30, 2012. This is to assist FEMA with monitoring the progress of the site and program. The updated project plans are expected to show, as best as possible, the completion rate for each task, as well as date, task, and timeline changes as appropriate.

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In FY 2010, RCPGP will transition from developing plans to focusing on additional elements of the preparedness cycle, by addressing the need to train, exercise, evaluate and improve plans to meet the needs of the region.

Based on progress to date in planning, the priorities for FY 2010 are:

- Organize and Staff** - Develop plans to organize and staff catastrophic plans to ensure adequate support to review, develop, implement, and revise plans as needed.
- Train** - Develop and implement plans to effectively provide training on newly developed regional catastrophic plans with communities, states, nonprofit organizations, and the private sector as well as other regional partners.
- Exercise** - Develop and implement plans to exercise regional catastrophic plans to test capabilities and interdependencies between jurisdictions based on regional threats.
- Evaluate and Improve** - Assess ability of plans to address regional catastrophic needs, evaluate findings, and develop corrective action plans to improve plans based on lessons learned.

In addition, several cross-cutting principles will guide efforts in FY 2010:

- Prioritize funding for efforts which formalize sustainable working groups and projects for continued effective coordination and include state and federal partners as well as the community and private sector stakeholders; ensure synchronization of plans and shared best practices.
- Implement citizen and community preparedness campaigns; and
- Plan for and pre-position needed commodities and equipment.
- Take into account the needs of both the area at risk and likely host communities.
- Establish projects focused on implementing and validating plans developed. Develop a strategic path forward that addresses the future growth of work done through this program.
- Ensure that operational plans developed address, as appropriate, populations with functional and access requirements, as well children.

Required Deliverables and Activities

Each grantee that receives funding under FY 2010 RCPGP is required to complete specific deliverables and activities as part of the FY 2010 grant cycle:

1. Maintain citizen and community preparedness campaigns, and develop a Citizen

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Preparedness Plan focused on the plans and annexes developed through FY 2010 RCPGP.

2. Develop a Training Plan to support the successful implementation of all plans and annexes developed through FY 2010 RCPGP.
3. Develop an Evaluation Plan, to include assessments and exercises, for all plans and annexes developed through FY 2010 RCPGP.
4. Develop a comprehensive strategic plan that addresses at minimum the following requirements:
 - a. Development of needed capabilities related to the plans generated under RCPGP;
 - b. Long-term Integration of plans into existing training and exercise structure;
 - c. Continuation of the Regional Catastrophic Planning Team (RCPT) beyond the duration of the RCPGP.
5. Participate in regional and national workshops organized by FEMA focusing on planning and the development of a standardized national planning process.
6. Integrate planning activities with all other appropriate State and regional working groups (e.g., Regional Transit Security Working Group, Area Maritime Security Committee and Local Emergency Planning Committee).

Suggested Deliverables

Each grantee that receives funding under FY 2010 RCPGP may choose to complete one or more optional deliverables as part of the FY 2010 grant cycle:

1. Finalize plans that further address logistics and pre-positioning of commodities related to plans developed with RCPGP Fiscal Year 2010 funds.
2. Develop a Disaster Housing Strategy.
3. Complete other regional plans as approved by FEMA. 2010,

The performance period will begin April 1, 2011 and concluded on March 31, 2012.

PROJECT DESCRIPTION

The key to successful implementation will be having local subject matter expert participation and input into the regional plans. When it comes to completing the templates for counties, UASI cities and special districts, local staff must be familiar with the regional plan to ensure the local plans are in synch with the regional plan, to reduce duplication or inefficiencies.

The Oakland Fire Department Office of Emergency Services (OES) is requesting the continuation of one (1) FTE (Full Time Equivalent) Senior Emergency Planning Coordinator.

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position for the duration of the RCPGP grant funding. One (1) Senior Emergency Planning Coordinator salary plus benefits from April 1, 2011 through March 31, 2012. The total cost for the position during this time period is estimated at approximately \$173,226. This person will develop two of the four (4) plans and coordinate the work of the subject matter expert consultant and the regional planning efforts. Additionally, this FTE will assist in coordinating dedicated grant funded staff resources for the regional and local plan development. OES staff will also hire a subject matter expert consultant to complete up to three (3) Oakland specific plans required under the FY 2010 Regional Catastrophic Preparedness Grant Program (RCPGP) grant since the deliverables timeframes are condensed (approximately 12 months).

It is very important that City departments with responsibility for emergency response roles participate in the planning and review process. Below are the lead City departments or agencies that need to participate in the emergency planning processes, since their departments/agencies have primary or support emergency response roles for the plans being developed:

- Public Works Agency
- Oakland Police Department
- Oakland Fire Department
- Office of Parks and Recreation
- Department of Human Services
- Community and Economic Development
- Contracts and Purchasing
- Oakland Redevelopment Agency
- Department of Human Resources Management

SUSTAINABLE OPPORTUNITIES

Economic:

Emergency preparedness and planning activities enhance the City of Oakland's efforts to provide a climate in which economic development can flourish. The RCPGP will provide resources and tools for first responders in the region to ultimately save lives, protect property, the environment, and enhance economic resiliency in the Bay Area region.

Environmental:

The development of these emergency plan annexes for the City of Oakland will ensure effective coordination, readiness and response during major emergencies and disasters that will assist in minimizing losses to the environment.

Social Equity:

Enactment of the homeland security and emergency preparedness strategies aligned within the Bay Area Urban Area Security Initiative (UASI) and the RCPGP program will enhance public safety efforts that serve all residents in the City of Oakland.

DISABILITY AND SENIOR CITIZEN ACCESS

All City of Oakland programs developed with funding secured through the Urban Area Security Initiative (UASI) are designed and operated in compliance with the Americans with Disabilities Act (ADA) and Older Americans Act, as applicable.

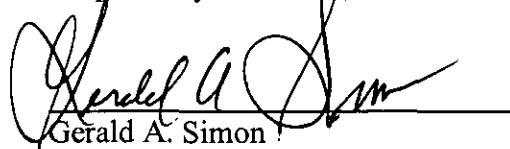
RECOMMENDATION

The Oakland Fire Department, Office of Emergency Services staff recommend that City Council continue to support and provide leadership in the Emergency Management and Preparedness arena. The Regional Catastrophic Preparedness Grant Program (RCPGP) will allow Oakland to build emergency preparedness, planning and response capacity and capabilities that are currently identified as gaps in Oakland's Emergency Plan. City Council's continued leadership and support contribute to enhancing the City's overall emergency preparedness which ultimately will save lives, property, the environment and facilitate community resiliency following major emergencies and disasters.

ACTION REQUESTED BY THE CITY COUNCIL

The Oakland Fire Department's Office of Emergency Services recommends that the City Council approve this report and resolution authorizing the City Administrator or his designee to enter into Grant administration agreements with the City and County of San Francisco for distribution of Fiscal Year 2010 Regional Catastrophic Preparedness Grant Program (RCPGP) in an amount up to \$300,000 and 2) accept, appropriate and administer the Fiscal Year FY 2010 Regional Catastrophic Planning Grant Program allocations, and 3) approve the preliminary spending plan and waive City Of Oakland Central Services Overhead fees totaling \$7,297 for FY 2010 RCPGP grant, and 4) expend funds in accord with the preliminary spending plan without further Council authorization provided City bidding requirements and purchasing programs/policies are followed.

Respectfully submitted,

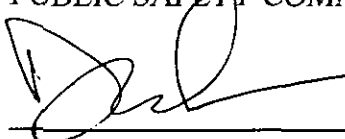


Gerald A. Simon
Fire Chief

Reviewed by:
Nina S. Morris, Assistant to the Director
Office of the Fire Chief

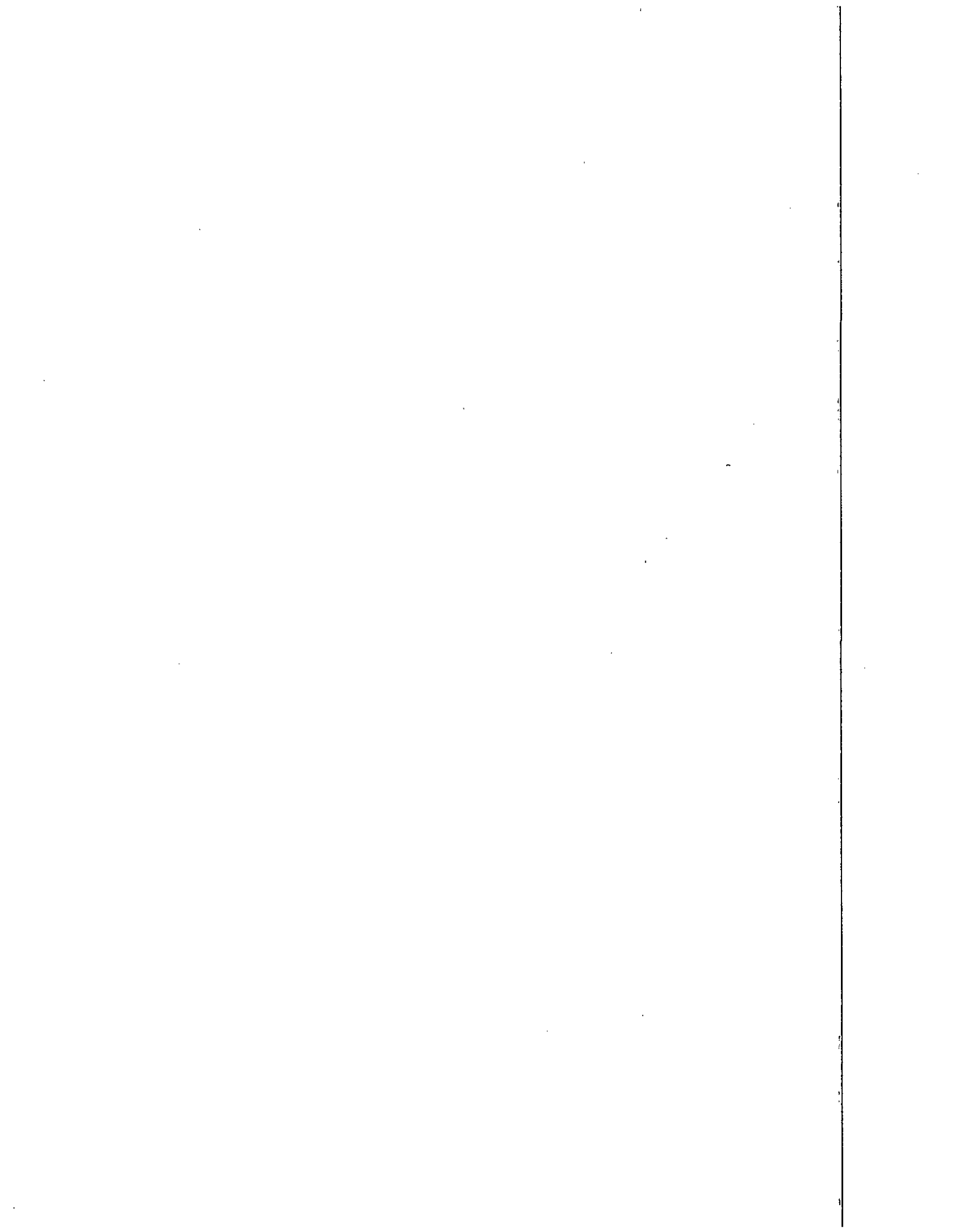
Prepared by:
Renee A. Domingo, Director
Office of Emergency Services and Homeland
Security

APPROVED AND FORWARDED TO THE
PUBLIC SAFETY COMMITTEE:



Office of the City Administrator

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DRAFT

City Attorney

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OAKLAND CITY COUNCIL**RESOLUTION No. _____ C.M.S.****RESOLUTION AUTHORIZING THE CITY ADMINISTRATOR OR HIS DESIGNEE TO:**

- 1) **ENTER INTO A REGIONAL CATASTROPHIC PLANNING GRANT PROGRAM GRANT ADMINISTRATION AGREEMENT WITH CITY AND COUNTY OF SAN FRANCISCO FOR FISCAL YEAR FY 2010 RCPGP GRANT FUNDS IN AN AMOUNT UP TO THREE HUNDRED THOUSAND DOLLARS (\$300,000.00),**
- 2) **ACCEPT, APPROPRIATE AND ADMINISTER FISCAL YEAR 2010 RCPGP GRANT ALLOCATIONS,**
- 3) **APPROVE THE PRELIMINARY SPENDING PLAN AND WAIVE CITY OF OAKLAND CENTRAL SERVICES OVERHEAD FEES OF SEVEN THOUSAND TWO HUNDRED NINETY SEVEN DOLLARS (\$7,297.00) FOR THE FISCAL YEAR 2010 RCPGP GRANT, AND**
- 4) **EXPEND FUNDS IN ACCORD WITH THE PRELIMINARY SPENDING PLAN WITHOUT FURTHER COUNCIL AUTHORIZATION, WHICH INCLUDES THE CONTINUATION OF ONE SENIOR EMERGENCY PLANNING COORDINATOR AND AWARD OF PROFESSIONAL SERVICES CONTRACTS WITHOUT FURTHER COUNCIL AUTHORIZATION, PROVIDED CITY HIRING AND CONTRACT SERVICES REQUIREMENTS AND PROGRAMS/POLICIES ARE FOLLOWED**

WHEREAS, on January 3, 2006, the Department of Homeland Security announced that the City of Oakland, City and County of San Francisco and City of San Jose, would be consolidated into one Urban Area for purposes of the Urban Area Security Initiative (UASI) Grants referred to as "UASI"; and

WHEREAS, the City of Oakland Regional Catastrophic Planning Grant Program ("RCPGP") grant proposal was approved and the City of Oakland has been awarded a grant allocation of three hundred thousand dollars (\$300,000.00) for the Fiscal Year 2010 RCPGP Grant governing body for regional planning; and

WHEREAS, the City and County of San Francisco is the Fiscal Agent for the Fiscal Year 2010 RCPGP grant award and an agreement with the City and County of San Francisco is required for the distribution, administration, and reimbursement of the grant funds to the City of Oakland; and

WHEREAS, the grant funds will provide funding for one (1) full time (FTE) Senior Emergency Planning Coordinator position for the Oakland Fire Department's Office of Emergency Services, Homeland Security Unit and subject matter expert consultants for Fiscal Year 2010 grant effective April 1, 2011 through March 30, 2012, or until funding is exhausted; and

WHEREAS, the Homeland Security unit staffing is essential to ensure that Oakland is prepared for major incidents and natural disasters as well as to support the regional planning efforts and functions; and

WHEREAS, Central Services Overhead (CSO) fees in the amount of Seven Thousand Two Hundred Ninety Seven dollars (\$7,297) should be waived for the positions funded under this grant to ensure funding is sufficient for grant expenses and to meet local grant concessions; and

WHEREAS, the City of Oakland is committed to cooperating with our regional partners to detect, prevent, prepare for, respond to, and recover from human-caused and natural disasters and to effectively carry out the programs of the Fiscal Year 2010 RCPGP grant; now, therefore be it

RESOLVED: That the City Council authorizes the City Administrator or his designee to enter into the Regional Catastrophic Planning Grant Program grant administration Agreement with the City and County of San Francisco for three hundred thousand dollars (\$300,000.00) in FY 2010 RCPGP Grant funds; and be it

FURTHER RESOLVED: That the City Administrator or his designee is authorized to accept and appropriate said FY 2010 RCPGP Grant funds into U.S. Department of Homeland Security Fund (2123), Office of Emergency Services (20711) a grant project to be determined, and Office of Emergency Services/Homeland Security Program (PS21), the full grant fund will be appropriated to the Miscellaneous Federal Grants Account (46129); and be it

FURTHER RESOLVED: That the City Administrator or his designee is authorized to approve the preliminary spending plan and that the spending plan includes allocations for one (1) full-time (FTE) Senior Emergency Planning Coordinator position, and the hiring of subject matter expert consultants the FY 2010 grant effective April 1, 2011 through March 31, 2012, or until the grant funding is exhausted; and be it

FURTHER RESOLVED: That City of Oakland Central Services Overhead fees in the amount of Seven Thousand Two Hundred Ninety Seven dollars (\$7,297) for FY 2010 RCPGP grant are hereby waived for the US Department of Homeland Security Fund 2123 to ensure availability for grant expenses and to meet local grant guidelines; and be it

FURTHER RESOLVED: That the City of Oakland administrative fees such as central stores and contract assessment fees are hereby waived for the US Department of Homeland Security Fund 2123 to ensure there are sufficient funds for grant expenses and to meet local grant guidelines; and be it

FURTHER RESOLVED: That the City Administrator is authorized to award all contracts paid for with FY 2010 RCPGP Grant funds for any amount, including those in excess of the City Administrator's authority in Oakland Municipal Code Section 2.04.020, without further City Council authorization, including contracts involving the services required by the grant provided such contracts are in accord with the approved spending plan, the City's bidding and request for proposal requirements and purchasing programs/policies; and be it

FURTHER RESOLVED: That all contracts authorized hereunder shall be approved for form and legality by the Office of the City Attorney and placed on file in the Office of the City Clerk

IN COUNCIL, OAKLAND, CALIFORNIA, _____, 20_____

PASSED BY THE FOLLOWING VOTE:

AYES - BROOKS, DE LA FUENTE, KAPLAN, KERNIGHAN, NADEL, QUAN, REID,
and PRESIDENT BRUNNER

NOES -

ABSENT -

ABSTENTION -

ATTEST: _____
LaTonda Simmons
City Clerk and Clerk of the Council
of the City of Oakland, California

P.

