

**CITY OF OAKLAND**  
**AGENDA REPORT**

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OFFICE OF THE CITY CLERK  
OAKLAND

2005 JAN 13 PM 1:53

TO: Office of the City Administrator  
ATTN: Deborah Edgerly  
FROM: Oakland Fire Department  
DATE: January 25, 2005

RE: **Semi-annual report on Emergency Management Board proceedings for the period July – December 2004**

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**SUMMARY**

This report is a summary of the activities and accomplishments of the Fire Department's Office of Emergency Services as reported to the City of Oakland's Emergency Management Board for the period July through December 2004. No action is requested of the City Council.

**FISCAL IMPACT**

Since this report is informational only, no fiscal impacts are included.

**BACKGROUND**

Since June 1995, the Public Safety Committee has requested a semi-annual report on emergency preparedness, response, recovery, and mitigation activities reported to the City's Emergency Management Board (EMB).

The Fire Department's Office of Emergency Services (OES) is responsible for emergency preparedness, planning, education, and training to ensure a comprehensive, coordinated response to both natural and man-made disasters by the City and other agencies. Activities are reported quarterly to Oakland's Emergency Management Board, which functions as the city's disaster council.

For the period July to December 2004, OES has conducted activities in the following areas:

- Citizens of Oakland Respond to Emergencies (CORE) program
- Corridor of Safety Alerting & Warning system (Sirens and 530AM radio)
- Certified Unified Program Agency (CUPA) for hazardous materials
- Homeland Security
- Urban Area Security Initiative 2004 (UASI 04)
- Exercises
- Emergency Operations Center (EOC)
- Regional partnerships
- Training and professional development
- Emergency Management Board meetings

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**REPORT OF ACTIVITIES, July – December 2004**

Quarterly meetings of Oakland's Emergency Management Board were held on July 15, 2004 and October 21, 2004. The following topics were discussed and reviewed.

Citizens of Oakland Respond to Emergencies (CORE)

During the period July to December 2004, the Oakland Fire Department, with assistance from the CORE Advisory Task Force and two (2) Americorps volunteers, trained four hundred eighty-four (484) Oakland residents through CORE.

CORE is a free emergency prevention, preparedness and response training program for individuals, neighborhood groups and community-based organizations in Oakland. CORE training educates and empowers citizens by teaching self-reliance skills and helps neighborhoods form emergency response teams. Since its inception in 1990, the CORE program has provided training to over 11,000 citizens

The breakdown of training, by quarter, Council District, and CORE program level is as follows:

CORE July – September 2004  
Training Classes by Council District

	CD1	CD2	CD3	CD4	CD5	CD6	CD7	Other
CORE I	31	11	13	24	18	4	3	26
CORE II	11	10	12	17	6	3	2	24
TOTAL	42	21	25	41	24	7	5	50

GRAND TOTAL: 215

CORE October – December 2004  
Training Classes by Council District

	CD1	CD2	CD3	CD4	CD5	CD6	CD7	Other
CORE I	8	6	8	38	45	21	17	16
CORE II	5	1	0	18	13	3	8	1
CORE III	8	10	7	12	7	3	5	9
TOTAL	21	17	15	68	65	27	30	26

GRAND TOTAL: 269

Highlights for the CORE program for the period July – December 2004 include:

- Received a \$100,000 grant from Fireman's Fund Insurance Company in November to enhance CORE promotional materials, purchase additional training equipment and supplies, and support neighborhood CORE Teams.

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- Launched new CORE website: [www.oaklandnet.com/fire/core/index.html](http://www.oaklandnet.com/fire/core/index.html) in July. Updated the website in December with text changes, new photos, and 2005 class and workshop schedule.
- Provided CORE I and CORE II training for the Cantonese-Speaking Citizens Academy utilizing Chinese-language manuals. With the help of translators, all participants completed CORE III training in October.
- Trained forty (40) Americorps-East Bay Conservation Corps volunteers in CORE I and II, as partners for their federal grant on violence prevention. More than half of these volunteers also completed CORE III in October.
- Two (2) Americorps volunteers have been assigned to OES as interns in order to organize CORE training for Spanish-speaking citizens, increase outreach to seniors, and conduct neighborhood drills/exercises for existing CORE groups. One hundred twenty-four (124) residents have received training from them.
- Fifty-four (54) people graduated from the CORE program in November, making it the largest graduating class in more than three (3) years.
- Received Commendation from the Oakland City Council in November congratulating CORE for its outstanding service to the Oakland community and for empowering the citizens of Oakland with the necessary skills that help increase the safety and well-being of families, neighborhoods and the community at large.
- Conducted CORE I and CORE II classes for approximately fifteen (15) City employees as part of National Preparedness Month in September.
- Completed update and redesign of CORE III – Emergency Response Hands-On Training Manual, including pro-bono duplication of one hundred (100) copies by the Port of Oakland. This comprehensive manual was produced by volunteer members of the CORE Advisory Task Force, saving OES approximately \$5,000.
- Captain Mike Miller is assuming firefighter coordination and teaching role from Battalion Chief Mark Hoffmann for CORE III.
- Convened a retreat for the CORE Advisory Task Force in July. Building on work done at the retreat, the group established 2005 CORE priorities for curriculum development, program expansion, media relations/promotions campaign, and support to CORE teams via neighborhood drills and exercises.
- Convened meeting between Advisory Task Force and members of Home Alert Steering Committee to explore ways CORE, Home Alert, and Neighborhood Crime Prevention Councils could work together to better serve citizens.
- Completed translation of the new CORE III Manual into Chinese; started translation into Spanish.

- Inducted two (2) recent CORE graduates to the CORE Advisory Task Force in November and December, increasing the number of Task Force members to fourteen (14) members.
- Recruited six (6) new instructors and one (1) returning instructor. Of the new instructors, two (2) are AmeriCorps volunteers and four (4) are members of the Cantonese-Speaking Citizens Academy. Their willingness to teach doubles the instructor staff and enables the program to provide CORE training in Spanish, Cantonese, and Mandarin, ensuring that more Oakland residents are better prepared for emergencies. The CORE III Coordinator has recruited six (6) firefighters to join the CORE training team.
- Utilized CORE database to develop current Oakland map of citizens trained in CORE from 2002-2004.
- Published Fall 2004 newsletter and Fall 2004 Calendar of Events.

#### Alerting & Warning System (Sirens and 530 AM radio)

The Cities of Alameda, Oakland, and San Leandro, and the University of California at Berkeley agreed to work cooperatively to develop common protocols for siren systems. This agreement is known as the Corridor of Safety. In addition to founding members, key players include California Highway Patrol, US Coast Guard, City of Berkeley, Contra Costa County, and City and County of San Francisco. The working group has been meeting about every other month to exchange information.

Highlights of the Corridor of Safety program during this period include:

- Oakland's twenty-seventh and final siren has been permitted and is being installed at Hellman Playground.
- Site surveys were conducted in two neighborhoods. The first survey was performed in October to ensure that the volume for Siren #4 was not too loud; a sound meter indicated that the decibel level fell within an acceptable range. The second survey was performed in November to determine if sirens could be heard in a Garden Street neighborhood; while the volume was not loud, sirens could be heard outdoors during the monthly test.
- With the first heavy rain of the season, 530AM broadcasts included information on Public Works' maintain a drain program and the availability of sand bags and plastic sheeting.
- Problems with five (5) sirens were identified during the June test and were corrected by the vendor before the July test.
- OES continues to seek a solution to effective use of the sirens for the City's hearing impaired population.
- Sirens continue to be tested on the first Wednesday of every month at noon.

Certified Unified Program Agency (CUPA)

The mission of the CUPA program is to protect public health and safety, and to restore and enhance environmental quality, and sustain economic vitality through effective and efficient implementation of the Unified Program.

The Unified Program (UP) was created by Senate Bill 1082 (1993) to consolidate, coordinate, and make consistent the administrative requirements, permits, inspections, and enforcement activities for the following environmental and emergency management programs:

- Hazardous Materials Release Response Plans and Inventories (Business Plans)
- California Accidental Release Prevention (CalARP) Program
- Underground Storage Tank Program
- Aboveground Petroleum Storage Act Requirements for Spill Prevention, Control and Countermeasure (SPCC) Plans
- Hazardous Waste Generator and Onsite Hazardous Waste Treatment (tiered permitting) Programs
- California Uniform Fire Code: Hazardous Material Management Plans and Hazardous Material Inventory Statements

Highlights for the CUPA program during this six-month period include:

- Implemented a new database in July. The CUPA Data Management System tracks inspections, stores critical information about hazardous materials business plans, creates invoices and tracks payments.
- Completed and submitted the annual Inspection and Enforcement Activity report to California Environmental Protection Agency, which outlines enforcement and inspection activities for Fiscal Year 2003-2004. The data from this report is compiled along with that from other CUPA agencies in the State of California for use by the California Environmental Protection Agency in preparing its annual report to federal Environmental Protection Agency.
- Provided Fire Department Company officer training on use of the revised Department of Transportation Emergency Response Guidebooks.

Homeland Security

- Oakland's Homeland Security Unit launched its webpage [www.oaklandnet.com/hsu](http://www.oaklandnet.com/hsu).
- OES and Homeland Security Unit staff attended the first annual Homeland Security conference, "Making Intelligence Relevant," in Tyson's Corner, VA in August. Discussion focused on information-sharing across federal, state, and local governments.

- OES staff attended Los Angeles Mayor James Hahn's second annual, "Homeland Security Leadership Summit," in Los Angeles in September. A key theme was developing collaborative relationships and emergency plans with businesses and commercial building owners.

#### Urban Area Security Initiative 2004

The federal Department of Homeland Security provided funding to California's Office of Homeland Security through the Fiscal Year 2004 Urban Area Security Initiative (UASI 04).

The City of Oakland received an award of \$7,808,348 for the purpose of addressing terrorist events within the Oakland/Alameda County/Contra Costa County Urban Area (OAC UA). In early September, after much discussion with Urban Area Working Group members and the Executive Board, the funding allocations were revised as listed in the chart below. The revisions were made to increase the funding, thus accelerating the progress of the critical goal of developing an interoperable communications system. The State has accepted the revisions.

<b>UASI 04 GRANT - PROPOSED SPENDING PLANS</b>		
<b>GRANT TOTAL=</b>	<b>Revised</b>	
<b>\$ 7,808,348</b>	<b>Allocations</b>	
	<b>%</b>	<b>\$ Amount</b>
Administration & Management	3%	\$234,250
Develop Regional Interoperable Communications	72%	\$5,622,011
Expand Overhead/Incident Command Teams	10%	\$780,835
Develop Information Dissemination System	10%	\$780,835
Reduce Vulnerabilities of Transportation/Infrastructures	5%	\$390,417

Action Teams have been formed to work on each of the objectives, except for the 3% portion allotted to the City Administrator's Budget Office for the administration and management of the grant. The Teams have been meeting to develop spending plans based on the revised allocation amount. Detailed budgets are due by the end of the year and will be submitted to the Executive Board in January 2005.

The city's Homeland Security Program Coordinator, working out of the Budget Office, reported the following status for the Action Teams.

- The Regional Interoperable Communications team has layered into Technical, Operational and Governance Teams.
  - The Technical Team has been working with the federal government's Interoperable Communications Technical Advisory Panel (ICTAP). ICTAP has assisted with the development of a survey that is being completed by the technical personnel responsible for the ten (10) disparate radio systems in use in the two (2) counties and the City of Oakland. The survey will be used to help identify the short, medium, and long term fixes and upgrades needed to attain an interoperable communications system for the regional urban area. ICTAP will present their findings on January 28, 2005.
  - Working with a consultant from ICTAP, the Operational Team is developing a scenario for a tabletop exercise that will effectively identify the gaps in communications. The purpose is to separate technical problems from those that are procedural or training issues. The Technical Team plans to build an interoperable communications system as directed by the Operational Team, which represents system users.
  - The Governance Team held a meeting attended by the Alameda County and Contra Costa County Police Chiefs' and Fire Chiefs' Association members to explain technical, operational and governance facets of the Interoperable Communications project. This team's support in establishing some type of shared authority was requested and received.
- Commanders from Alameda County's Incident Command Teams gave a presentation on the mission, history and objectives of the two (2) teams. They described team composition, program requirements, and training, along with the activation process. The value of adding members from law enforcement, public works, public health, and utilities to these all-hazards teams became apparent. To gain support from local jurisdictions for expanding Incident Command Teams, team members are scheduling presentations with the appropriate professional association in their field.
- The Information Dissemination group is researching the assistance offered by the Department of Homeland Security, Office for Domestic Preparedness. Representatives from Alameda and Contra Costa County Sheriffs' Offices are working out the preliminary details of a Terrorist Early Warning Center.
- Transportation Team funding will be spent to reduce transportation and infrastructure vulnerabilities at AC Transit, Bay Area Rapid Transit (BART), Alameda County Public Works, and East Bay Municipal Utilities District (EBMUD).

Exercises

- OES and CUPA staff, along with the Oakland Fire Chief, participated in Alameda County's terrorism tabletop exercise on July 29. This exercise was designed to introduce participants to the recently created terrorism plan for the Operational Area.
- The federal Transportation Security Administration (TSA) sponsored "Determined Promise" on August 5 at the Oakland, San Francisco and Sacramento Airports. Oakland OES, Police, and Fire, along with the Federal Bureau of Investigation (FBI), Federal Aviation Administration (FAA), California Highway Patrol (CHP), and Port of Oakland participated in this functional exercise which was designed to test coordinated federal, state, and local response to an aircraft hijacking and bombing of the airport's fuel farm by terrorists.
- Oakland Fire, Police and Information Technology staff planned and conducted two (2) weapons of mass destruction exercises with BART and the City and County of San Francisco in September. The tabletop exercise on September 8 and the functional exercise on September 26 marked the first multi-agency collaboration involving the detection and mitigation of a chemical release in the BART tube and adjacent stations on both the Oakland and San Francisco sides of the Bay. Numerous tasks were evaluated, including: detection of a chemical agent (sarin gas); treatment, triage, and evacuation of victims; decontamination; command and control operations utilizing a multi-agency command. Additionally, the functional exercise tested interoperable communications.
- As part of Alameda County's annual disaster exercise, Oakland department heads and public information officers participated in a functional exercise in the City's Emergency Operations Center (EOC) on September 23. The scenario involved five (5) bombs exploding at locations around Alameda County, the first of which was in downtown Oakland, near BART headquarters. Participants included: forty-two (42) City employees; four (4) California Highway Patrol officers; one (1) Red Cross employee; eleven (11) amateur radio operators from the Oakland Radio Communications Association (ORCA). Observers included: two (2) members from City of Richmond Fire Department; one (1) safety supervisor from EBMUD.
- OES staff participated as observers and simulators in the annual Statewide Disaster Medical exercise on November 18. The bioterror scenario involved widespread botulism poisoning throughout the sixteen (16) counties that comprise State OES Coastal Region.

Emergency Operations Center (EOC)

- There were two (2) partial activations of the Emergency Operations Center during this period. The first was on July 4 because of fire danger presented by illegal fireworks. The second was on November 2 and was precautionary only; State OES was also partially activated on Election Day.
- The City's team of Emergency Public Information Officers published their Public Information Officers Manual in July.



- With substantial assistance from the Information Technology Department, the technology refresh in the EOC was completed in October.
- OES staff attended the first annual E Team User's conference in Palm Springs, CA in October. E Team is the software that is used in Oakland's EOC to prepare situation status reports and request resources. In December, State OES announced that they purchased E Team for use throughout California. Once data is loaded into tables, E Team training for City staff will be scheduled in 2005.
- OES hosted on-camera training for the City's Emergency Public Information Officers in November.
- A minor construction project to complete the Radio Room in the EOC was completed in December. Initial plans to outfit the room were scrapped during building construction five years ago due to cost overruns.
- In December, the Oakland Radio Communications Association (ORCA) completed a major project to replace batteries and microphones needed for amateur radio communications at every fire station in Oakland. A punchlist of additional needs has been developed for use as a future project.
- In the event a disaster disables the City's primary EOC located at 1605 Martin Luther King Jr. Way, the City's alternate EOC is located at the Eastmont Sub-station. OES has been working with the Oakland Police Department to finalize these arrangements.

#### Regional partnerships

Regional planning efforts, long a staple in Oakland's emergency management program, have received significant public attention recently.

- Using a final draft of the Safety Element of the General Plan as its backbone, the City of Oakland submitted its all-hazards mitigation plan to State OES and FEMA Region IX in August in order to comply with the federal Disaster Mitigation Act of 2000. The Port of Oakland submitted its annex to the City's plan in October. The Oakland Unified School District plans to submit its annex in the near future. The Oakland City Council approved the Safety Element of the General Plan in November.
- In October, OES hosted the quarterly meeting of State OES Coastal Region's Mutual Aid Regional Advisory Committee (MARAC). During this meeting, a proposal to create a regional planning body for emergency management was discussed. Membership would include the nine (9) counties ringing the San Francisco Bay plus Santa Cruz County, the cities of Oakland and San Jose, the Association of Bay Area Governments, and State OES Coastal Region.
- OES continued to participate in an Association of Bay Area Governments (ABAG) committee to prepare regional mitigation reports required by the federal Disaster Mitigation Act of 2000.

- As a result of shortfalls identified during Alameda County’s terrorism exercise in July, OES has become an active participant on Alameda County’s terrorism task force.
- OES staff continued to participate as members of:
  - Alameda County’s volunteer management task force
  - Alameda County’s shelter task force focused on the medically fragile; and
  - Alameda County’s Emergency Managers Association.
  - The City of Oakland is also one of three (3) cities that is a member of the Operational Area Council, Alameda County’s disaster council which is chaired by the Alameda County Sheriff.
- OES continued to participate in regular meetings of the Bay Area Terrorism Working Group (BATWG).
- OES participated in a regional Community Emergency Response Team (CERT) meeting in December in Alameda. CORE is Oakland’s equivalent of CERT.
- Beginning this Fall, OES established a partnership with the International Diplomacy Council in San Francisco to give tours of Oakland’s EOC to State-Department sponsored visitors from a range of nations. During this period, OES hosted tours for four (4) senior officials from the Netherlands, including the Security Chief for The Hague; a Fire Chief from Perth, Australia who was the Director of Securities and Emergencies unit, Department of Premier and Cabinet, Victoria; one (1) professor from a university in Lyon, France; two (2) Korean journalists; and two (2) Japanese journalists.
- OES continued its partnership with San Jose State University’s Chemical Materials Engineering Department by hosting EOC tours for one (1) Japanese seismologist and a Japanese delegation of three (3) engineers from Crisis Management & Preparedness Organization in Tokyo.

Training and professional development

The Office of Emergency Services provides a range of training in addition to that related to specific programs described above. In order to stay current in the profession, OES staff also participates in emergency management training sponsored by other organizations.

Training provided to City staff

Two hundred twenty-five (225) City employees received training from OES during this six month period.

- Two hundred five (205) City employees received training on California’s Standardized Emergency Management System (SEMS). The State of California requires employees of local jurisdictions to have this training in order for the City to receive reimbursement for any disaster response and recovery activities.
- Twenty (20) Fire Department employees received training on earthquake preparedness.

Training provided to Oakland community

A total of one hundred fifty-nine (159) people received emergency management training. Among these were:

- Fifty-four (54) Oakland citizens received an introduction to SEMS during their CORE III workshop.
- Thirty-five (35) citizens at the West Oakland Health Clinic received an overview of SEMS.
- Thirty-five (35) Americorps volunteers toured the EOC and received an overview of SEMS.
- One (1) staff member from Collaborating Agencies Respond to Disasters (CARD) toured the EOC and attended SEMS training.
- Eight (8) management staff and employees from EBMUD received floor warden training.
- In October, twenty-six (26) members of the City's amateur radio club, Oakland Radio Communications Association (ORCA), received an overview of the Response Information Management System (RIMS) used by State OES to respond to and recover from disasters. OES also provided support to ORCA's monthly meetings and met quarterly with ORCA's executive board.

Professional development for OES staff

- OES staff attended a Public Information Officer seminar conducted by State OES in Sacramento in August.
- OES staff attended "Emergency Preparedness for People with Disabilities," the first annual conference of its type hosted by the Department of Homeland Security in Arlington, VA in September. Conference information is available at [www.nod.org](http://www.nod.org)
- OES and CUPA staff attended the annual California Emergency Services Association (CESA) conference in Sacramento in September.

Emergency Management Board meetings

Oakland's Emergency Management Board meets quarterly. This year the Board met in January, April, July, and October.

- During the July 15, 2004 meeting, Oakland's Fire Communications Chief gave a presentation on the newly implemented Integrated Public Safety System (IPSS). By providing a common dispatch system for Police and Fire, IPSS solved a long-standing public safety problem.
- During the July meeting, several community members voiced concern about illegal fireworks during the July 4<sup>th</sup> holiday.
- During the October 21, 2004 meeting, the Port of Oakland representative to the EMB gave a presentation on the radiation portal monitors installed by U.S. Customs and

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Border Protection as one component of the Port's increased security measures. Functioning like a large Geiger counter, the monitors simply detect energy when a truck carrying cargo is driven under a monitor's arch; they do not employ X-rays.

### **SUSTAINABLE OPPORTUNITIES**

One of OES' primary goals, and a part of every program and project that the office undertakes, is to better prepare Oakland government, residents, businesses, special districts, and non-profit organizations to withstand natural or man-made disasters. Prepared communities recover faster, economically, environmentally, and socially, than those that are not prepared.

#### Economic

- Receipt of funds from the Urban Area Security Initiative (UASI) will partially fund communications equipment that would otherwise have to be appropriated through the City's Capital Improvement Program (CIP). However, as announced in December, Fiscal Year 2005 funding is less than that for Fiscal Year 2004.
- The Federal Emergency Management Agency (FEMA) provided a modest annual grant for Community Emergency Response Teams (CORE is Oakland's equivalent of CERT). However, Fiscal Year 2005 funding is projected to be much less than originally anticipated.
- Receipt of a grant from the Fireman's Fund Insurance Company will enable the purchase of additional training equipment and supplies to support neighborhood CORE Teams.

#### Environmental

- The CUPA program includes regulatory and enforcement components. As a result, environmental justice has been one of the outcomes of Oakland's CUPA program.
- The CORE program includes sections on mitigation, which reduces property loss, thereby preserving the local environment and economy to the greatest extent practicable during a disaster. Included in the course is information on: vegetation management as a way to mitigate against property loss during a fire; seismic retrofitting as a way to reduce property loss during an earthquake; and flood and landslide prevention as a way to decrease the effects of a winter storm.

#### Social Equity

- The first Cantonese-speaking class graduated from CORE in November.
- Additional instructors from Americorps and from the Cantonese-speaking Citizens Academy will increase CORE outreach to Oakland's Spanish, Cantonese and Mandarin-speaking populations.
- The newly revised CORE III manual was translated into Chinese.
- Brochures and meeting minutes for OES programs continue to be published in Spanish and Chinese. Siren information is also published in Vietnamese.

**DISABILITY AND SENIOR CITIZEN ACCESS**

OES remains committed to its responsibility to address the needs of vulnerable populations in its emergency management programs. Specifically:

- Additional instructors from Americorps and from the Cantonese-speaking Citizens Academy will increase CORE outreach to seniors.
- The CORE program contains sections on preparedness for people with special needs.
- Exercises routinely include scenarios and messages that require participants to address individuals with special needs.
- Brochures and meeting minutes for OES programs continue to be published in Braille and on audiotape.

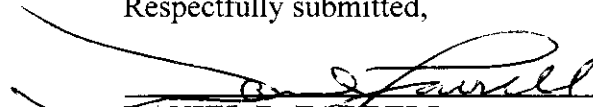
**RECOMMENDATION(S) AND RATIONALE**

Staff recommends that City Council approve and accept this status report.

**ACTION REQUESTED OF THE CITY COUNCIL**

Staff requests that the City Council approve and accept this report.

Respectfully submitted,

  
**DANIEL D. FARRELL**  
Chief, Fire Department

Prepared by:  
Kimberly Shunk, Acting Emergency Manager  
Office of Emergency Services

APPROVED AND FORWARDED TO THE  
PUBLIC SAFETY COMMITTEE:

  
**OFFICE OF THE CITY ADMINISTRATOR**