

**CITY OF OAKLAND**  
*AGENDA REPORT*

FILED  
OFFICE OF THE CITY CLERK  
APR 26 2005

2005 APR 14 PM 12:17

**TO:** Office of the City Administrator  
**ATTN:** Deborah Edgerly  
**FROM:** Homeland Security Unit  
**DATE:** April 26, 2005

**RE: A RESOLUTION TO ACCEPT AND APPROPRIATE FY 2005 URBAN AREA SECURITY INITIATIVE GRANT FOR THE OAKLAND/ALAMEDA COUNTY/CONTRA COSTA COUNTY REGION IN THE AMOUNT OF \$5,665,694 FROM THE US DEPARTMENT OF HOMELAND SECURITY, APPROVE THE PRELIMINARY SPENDING PLAN, WAIVE CENTRAL SERVICES OVERHEAD FEES, AND AUTHORIZE THE CITY ADMINISTRATOR TO ADMINISTER THE FY 2005 UASI GRANT PROGRAM.**

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**SUMMARY**

The City of Oakland is the core city of the Oakland/Alameda County/Contra Costa County Urban Area (OAC UA). The Urban Area was awarded a FY 2005 Urban Area Security Initiative (UASI) grant from the U.S. Department of Homeland Security, Office for Domestic Preparedness. The UASI grant is administered through the State of California's Office of Homeland Security. This is the second year the Urban Area has received this grant.

This report discusses the proposed spending plan for the FY 2005 Urban Area Security Initiative (UASI) program. The report accompanies a resolution to accept and appropriate the grant, approve the preliminary spending plans, waive the Central Service Overhead (CSO) fees, and authorize the City Administrator to administer the programs included in the spending plan.

This year, the State exercised its option of holding back a percentage of the grant to offset their costs for grant management. The State has held back 8.66% of the FY 2005 UASI grants resulting in an award of \$5,655,694.

The performance period for the FY 05 UASI grant is October 1, 2004 through March 31, 2007.

**FISCAL IMPACT**

The attached resolution will authorize the appropriation of the \$5,655,694 in FY 2005 UASI grant funds to the Homeland Security Unit (Organization Code 02951), US Department of Homeland Security Fund (Fund Number 2123), FY 2005 Urban Area Security Initiative Project (Project Number G272910).

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The grant allows 2.5% or \$141,642 (to take over the 2.5 year grant period) to offset the management and administration expenses. This money will fund the existing Homeland Security Program Coordinator, whose key responsibilities are to organize, coordinate and manage the grant and related activities. We are requesting the Central Services Overhead (CSO) waived for this program to ensure funding availability for grant administration expenses.

## **DISCUSSION**

### UASI GRANT BACKGROUND

The key goal of the UASI grant is to assist the Urban Area with developing and implementing a regional plan to address terrorism events. To achieve this, the FY 2004 UASI grant required the development of an Urban Area Homeland Security Strategy. Following the guidelines issued by the State of California's Office of Homeland Security (OHS), an Urban Area Working Group (UAWG) was formed in December 2003 to create goals and objectives to address prevention, mitigation, preparedness, and recovery from terrorist activity. The goals were prioritized and resulted in the selection of one critical priority objective and five high priority objectives. The composition of the working group, along with the outcome of their work was presented to the Oakland City Council initially in January 2004 to accept the FY 2004 UASI grant and again in June 2004 to review the Strategy's Goals and Objectives and to approve the preliminary spending plan. Lead Teams formed to develop detailed spending plans and determine the steps needed to implement the projects within each objective.

### FY 2005 REQUIRED PROGRAMS

The FY 2005 UASI Grant has been awarded to allow the continued funding of objectives started but not completed with the FY 2004 grant. In addition, the grant provides the funding to begin implementation of certain required national preparedness initiatives. These include:

#### National Incident Management System (NIMS)

U.S. Presidential Directive #5: *Management of Domestic Incidents* addresses the establishment of the National Incident Management System (NIMS). NIMS provides a consistent nationwide approach so that all levels of government work effectively and efficiently together to prepare for, prevent, respond to and recover from domestic incidents, regardless of the cause, size or complexity.

FY 2005 is the start up year for NIMS implementation. Guidelines are under development by DHS and should be published soon. Grant recipients are expected to begin NIMS installation and complete the process with FY 06 funds. In addition, FY 2006 funds are dependent on meeting the following minimum compliance requirements:

- Completion of On-Line NIMS Awareness Course
- Formally recognizing NIMS and adopting NIMS principals and policies
- Establish a NIMS baseline by determining which NIMS requirements are already satisfied
- Establish a timeframe and develop a strategy for full NIMS implementation

Implementation/Preventing And Preparing For Terrorist Attacks Involving An Improvised Explosive Device (IED)

U.S. Presidential Directive #8: *National Preparedness* establishes policies to strengthen the nation's preparedness level. The National Preparedness Goal (NPG) aims to achieve and sustain targeted levels of capability for prevention, preparedness, response and recovery for terrorism and other major events. The capability levels are based upon National Planning Scenarios, a Universal Task List (UTL) and a Target Capabilities List. These documents are under development.

The National Planning Scenario will detail the casualties, property damage, and economic loss expected after different methods of terrorism. The Universal Task List (UTL) identifies the essential tasks that need to be performed from the incident scene up to the national level for the scenarios in the National Planning Scenario. The Target Capabilities List defines the capabilities needed to perform the tasks identified in the UTL for the major event illustrated by the National Planning Scenario. These documents will eventually be used to reassess and revise our current security strategy.

Each fiscal year, grant recipients will be required to participate in an exercise to develop capabilities to prevent, detect, prohibit and respond to one of the National Planning Scenarios. Since Improvised Exploding Devices (IED's) pose a serious threat and are historically a terrorist's weapon of choice, this year's exercise involves an IED. Urban Areas receiving UASI funds must develop a multi-jurisdictional prevention and response plan based on the IED scenario.

Achieving Tactical Interoperability

FY 04 UASI grant began funding the development of a regional interoperable communications system. The long term goal is to provide first responders with the ability to talk to who they need to talk to when they need to talk to them. The Technical Advisory Committee and Operational Advisory Team have been moving this project forward, working with consultants assigned as part of the free federal assistance offered through the Interoperable Communications Technical Assistance Program (ICTAP).

The FY 05 grant requires rapid provision of on-scene, incident-based mission critical voice communications among all emergency responders. The Tactical Interoperable Communications Plan (TICP) will support the long-term interoperability plan by building upon or accelerating on-going efforts.

Specific guidance will be developed and ICTAP will work with UASI jurisdictions to develop and submit the plan. An exercise is required within one year of submitting the plan to validate it using an IED scenario.

Public Awareness and Citizen Participation

Citizens are a critical component of homeland security. To have fully prepared communities in the Urban Area, citizens must be fully aware, trained and practiced on how to detect, deter, prepare for and respond to emergency situations. Citizen Emergency Response Team (CERT)

programs had been funded through separate grants issued by the federal government to the States to release to the county Operational Areas. Counties would then award funds on a formula basis to the cities. This year, the Department of Homeland Security is emphasizing the incorporation of citizen involvement into all facets of homeland security and not through just one program. The State will keep the 2005 funds for an array of initiatives that will support and benefit all Operational Areas.

UASI award recipients must work with their Citizen Corp Councils to more fully engage citizens through the expansion of task force membership to address citizen participation; outreach to inform and engage the public; inclusion of citizens in training and exercises; and developing or expanding programs to integrate citizen and volunteer support of first responders.

#### SPENDING PLAN DEVELOPMENT

The Urban Area Working Group (UAWG) – comprised of representatives from various jurisdictions and quasi-governmental agencies within the urban area and representing a wide array of disciplines – has taken a multi-step approach to develop a spending plan for the FY 2005 UASI grant. The first step introduced the UAWG to the requirements of the FY 2005 UASI grant and provided them with the status of the objectives funded last year. The group was tasked with determining the grant allocations for the mandated programs and for any FY 2004 objectives requiring additional funding.

The UAWG made the following recommendation regarding the mandated programs:

#### NIMS & IED

The mandated programs are required of all homeland security grantees, including the Operational Areas (Alameda County and Contra Costa County) which receive funding from various grants, including the State Homeland Security Program (SHSP), the Law Enforcement Terrorism Prevention Program (LETPP), and the Emergency Management Performance Grant (EMPG). The UAWG recommended, and the Operational Areas' representatives agreed, that funding for NIMS and participation in an IED scenario would be funded using the Operational Areas' Homeland Security grants. Until the actual guidelines and templates for these new programs are provided to us by the State, the costs involved with achieving these mandates are not known; nevertheless, they will be fully covered by the Operational Areas out of their own homeland security allocation.

#### TICP

The UAWG recommended additional funding allocated to the Interoperable Communications project with the amount set by Executive Board decision. The mandate to achieve tactical interoperability with the FY 2005 UASI grant would be funded through that allocation. The actual costs involved will not be known until the template is developed and ICTAP begins their evaluation. Since most agencies in the Urban Area have been using some measure of stop-gap methods to allow some interoperable communications in emergency tactical situations, some equipment, such as the ACU-1000 or "black box", is already in place. The cost to develop the regional plans incorporating this type of equipment should not be astronomic.

CITIZEN PARTICIPATION

This mandate is more a change in philosophy than a project needing funding. The UAWG recommended that a method be developed for including citizen participation on the various committees as allowable and to include citizens in training and exercises. Representatives from the funded objectives will need to meet and determine the best process to attain this requirement.

Input regarding additional regional projects was requested from the committees working on all the FY 2004 UASI grant objectives, and UAWG members brought forward some new projects and programs for funding consideration.

At the second step of the process, all proposed projects, new ones and those continuing from FY 2004 funding, were batched according to the objective(s) addressed on the Homeland Security Strategy. To help UAWG members determine the allocation priorities, short presentations of the proposed new projects were provided by the stakeholders. As in the past, all projects were required to provide a regional benefit. Discussions were conducted on the need of each proposed project and the regional benefit it would provide.

At the final meeting, the UAWG members reviewed the proposed listing of projects for funding, and recommended that all projects be brought before the Executive Board for prioritization and allocation of funds, based on the existing strategy and the Executive Board’s vision for UASI 2005 funds.

FY 2005 SPENDING PLAN

The <sup>1</sup>Executive Board met on April 7, 2005, to discuss the various projects and determine funding allocations. The chart below shows the strategy objective selected by the Board for funding in 2005, and the amount and percentage of the grant allocated to them.

<b>OBJECTIVE</b>	<b>(Details follow chart)</b>	<b>AMOUNT</b>	<b>%</b>
1	Grant management and administration for 2-year period	\$ 141,642	2.5%
2	Develop regional interoperable communications system	\$ 2,999,052	52.9%
3	Develop regional information exchange network	\$ 825,000	14.6%
4	Reduce infrastructure vulnerabilities	\$ 700,000	12.4%
5	Develop regional plan for mass prophylaxis	\$ 200,000	3.5%
6	Expand regional mutual aid resources	\$ 800,000	14.1%
<b>GRANT TOTAL</b>		<b>\$ 5,665,494</b>	<b>100%</b>

1. Grant management and administration: The federal Department of Homeland Security allows 2.5% of the grant to be used to manage and administer the grant program. This is down from the 3% allowed in FY 2004.

<sup>1</sup> The Executive Board is a seven member panel comprised of representatives from the City of Oakland, Alameda County, Alameda County jurisdictions and Contra Costa County and its jurisdictions. The Executive Board serves as the Approval Authority Body as agreed upon by the Core City and Core County in accordance with the State guidelines.

2. Develop regional interoperable communications system: 72% of the FY 2004 UASI grant was allocated to this project and will be spent on developing the digital backbone throughout the Urban Area. 52.9% of FY 2005 UASI grant was allocated. This amount will be used to achieve TICP and to advance interoperable communications throughout the urban area.
3. Develop regional information exchange network: Funding was started with FY 2004 UASI grant to staff a Terrorist Early Warning Group consisting of a total of six public safety employees; two from Alameda County, Contra Costa County, and the City of Oakland. Additional funding comes from the Operational Area homeland security grants. This allocation provides staffing through 2007 and maximizes the Urban Area's ability to prevent and report acts of terrorism.
4. Reduce infrastructure vulnerabilities: FY 2004 funded projects to reduce infrastructure vulnerabilities at BART, AC Transit, Alameda County Public Works, and East Bay Municipal Utility District (EBMUD). FY 2005 funding will continue reducing infrastructure vulnerabilities through the funding of security gates, staging of barricades in the urban area, and providing emergency generators at two Oakland locations needed to support first responders.
5. Develop regional plan for mass prophylaxis: The Metropolitan Medical Response System (MMRS) program is due to expire after 2005. This allocation will provide the funding to replenish the pharmaceutical caches for Oakland and Fremont and provide enhanced Personal Protective Equipment (PPE) to first responders through 2007.
6. Expand regional mutual aid resources: A Special Weapons and Tactic (SWAT) vehicle will be purchased for the Level 2 SWAT team of the Oakland Police Department (one of only two such teams in the Bay Area) to provide them with the ability to respond to terrorist-related incidents. Specialized equipment will be purchased for the team to allow law enforcement and investigative functions at a terrorist event, force protection for other first responders, and rescue and arrest activities in multiple environments. City of Oakland operated mutual aid/public safety equipment will be purchased following a needs assessment.

The Initial Strategy Implementation Plan (ISIP), or a spending plan, containing the above funding recommendations for the FY 2005 UASI grant was submitted to the State Office of Homeland Security on April 12, 2005, under the signatures of two principals: the Oakland City Administrator and the Alameda County Sheriff.

#### AGREEMENTS NECESSARY TO ADMINISTER UASI GRANT

There are two documents that will need to be approved and implemented to administer UASI funds. The first is a Memorandum of Agreement (MOA) to provide the authority for cities and jurisdictions within the Urban Area to purchase authorized equipment or services using UASI funds. The MOA will provide the documentation other agencies and jurisdictions require to allow them to obligate funds administered by the City of Oakland. It will provide the City and State with assurance that required federal bidding and purchasing procedures will be used, that

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the equipment is available for mutual aid, and that the purchaser is responsible for maintenance, service and repair of equipment. The MOA draft will be reviewed by the City Attorney's Office for form and legality before entering into any purchasing agreements.

The second document is a Memorandum of Understanding (MOU) between Alameda County, Contra Costa County, and the City of Oakland. The MOU provides the program guidelines to establish a Terrorist Early Warning Group, initially staffed by representatives from the three primary agencies. The purpose of the TEWG is to gather and disseminate information related to terrorist activity. This document will be reviewed by the City Attorney's Office for form and legality before use.

**RECOMMENDATION**

Staff is requesting City Council's approval of the attached resolution to: i) accept and appropriate FY 2005 UASI grant, ii) approve the spending plan, iii) waive Central Service Overhead (CSO) fees, and iv) authorize the City Administrator to administer the FY 2005 UASI programs and activities included in the strategy and spending plan.

Respectfully submitted,

*Ron Carlson*  
 \_\_\_\_\_  
 Dan Farrell **DEPUTY CHIEF**

*FOR*

Fire Chief and  
 Director of Homeland Security

*Marianna Marysheva*  
 \_\_\_\_\_

Marianna Marysheva  
 Budget Director and  
 Core Point of Contact for UASI Grant

Prepared by: Susan F. Newton  
 Homeland Security Program Coordinator

APPROVED AND FORWARDED TO THE  
 FINANCE AND MANAGEMENT COMMITTEE:

*Muelo*  
 \_\_\_\_\_  
 Office of the City Administrator

**OAKLAND CITY COUNCIL**

FILED  
OFFICE OF THE CITY ATTORNEY  
*[Signature]*  
City Attorney

RESOLUTION No. \_\_\_\_\_

2005 APR 14 PM 12:17  
C.M.S.

**A RESOLUTION TO ACCEPT AND APPROPRIATE FY 2005 URBAN AREA SECURITY INITIATIVE GRANT FOR THE OAKLAND/ALAMEDA COUNTY/CONTRA COSTA COUNTY REGION IN THE AMOUNT OF \$5,665,694 FROM THE US DEPARTMENT OF HOMELAND SECURITY, APPROVE THE PRELIMINARY SPENDING PLAN, WAIVE CENTRAL SERVICES OVERHEAD FEES, AND AUTHORIZE THE CITY ADMINISTRATOR TO ADMINISTER THE FY 2005 UASI GRANT PROGRAM.**

**WHEREAS,** The Urban Area Security Initiative (UASI) is a federally administered homeland security grant program that provides funding to entities within the prescribed region to enhance their regional emergency preparedness; and

**WHEREAS,** The grant amount of \$5,665,694 will be available to the Oakland/Alameda County/Contra Costa County Urban Area in FY 2005; and

**WHEREAS,** The grant allows the City to allocate 2.5% of the grant to offset the City's costs for grant management and administration; and

**WHEREAS,** The UASI funds may be used for planning, training and equipment that would enhance regional interoperability, emergency preparedness and response; and can only supplement – not supplant – the Urban Area's existing resources; and

**WHEREAS,** On April 7, 2005, the Oakland / Alameda County / Contra Costa County Urban Area Executive Board approved the spending plan for the projects forwarded by the Urban Area Working Group, as follows:

<b>OBJECTIVE</b>	<b>AMOUNT</b>	<b>%</b>
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<b>GRANT TOTAL</b>	<b>\$ 5,665,494</b>	<b>100%</b>

**RESOLVED:** That the City Council authorizes the City Administrator to accept and appropriate the 2005 UASI Grant into the U.S. Department of Homeland Security Fund 2123, FY 2005 Urban Area Security Initiative Project G272910, and Homeland Security Unit 02951; and be it

**FURTHER RESOLVED:** That 2.5% or \$141,642 of the FY 2005 UASI grant will be allocated to the Homeland Security Unit for management and administration of the grant; and be it



**FURTHER RESOLVED:** That the City Services Overhead fees be waived for the FY 2005 UASI Project G272910 to ensure funding availability for grant administration; and be it

**FURTHER RESOLVED:** By the Council for the City of Oakland that the City Administrator is authorized to administer the FY 2005 UASI grant award of \$5,665,694 and award contracts to spend the funding as allocated in the spending plan submitted to the State, without further City Council authorization.

IN COUNCIL, OAKLAND, CALIFORNIA, \_\_\_\_\_, 20\_\_\_\_\_

**PASSED BY THE FOLLOWING VOTE:**

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

NOES-

ABSENT-

ABSTENTION-

ATTEST: \_\_\_\_\_

**LATONDA SIMMONS**  
Interim City Clerk and Interim Clerk of the Council  
of the City of Oakland, California