

CITY OF OAKLAND



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Office of the Fire Chief
Oakland Fire Department

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Emergency Management and Disaster Preparedness Council (EMDPC)
Wednesday, October 4th, 2024; 10:00am
City Hall, Council Chambers

EMADPC Members

Mayor – Chair, City Administrator – Vice Chair, Emergency Services Manager – Secretary, City Council Representative, Department Directors, Civic/Business/Community Representatives, Local Agencies, Organizations and Utilities

PUBLIC WEBCASTING

This is an in-person meeting. People participating in the meeting must attend in-person. People may be able to observe this meeting remotely. City of Oakland staff to the Disaster Council are striving to provide the following options for people to observe EMADPC meetings remotely.

This meeting will be filmed and recorded by KTOP and will be made available online for future viewing.

Remote participation including public comment via teleconferencing is not available at this time. Hybrid meetings may commence once the City of Oakland has established meeting procedures and allocated resources for simultaneously supporting in-person and remote participation. All Disaster Council meetings will include procedures to comply with the open meeting requirements of the City's Sunshine Ordinance and the State's Brown Act.

Emergency Management and Disaster Preparedness Council (EMADPC)
Wednesday, October 4th, 2024; 10:00am – 12:00pm
City Hall, Council Chambers

Meeting Agenda

Number	Topic	Speaker/Facilitator
1	Roll Call	Jessica Feil Emergency Services Manager
2	Welcome and Introductions	Mayor / City Administrator
3	Overview of the Structure and Purpose	Jessica Feil Emergency Services Manager
4	Working Group Recommendations	Olga Crowe Assistant Emergency Services Manager
5	Staff Report: Plans	Olga Crowe Assistant Emergency Services Manager
6	Discussion: Priorities for Future Planning	All
7	Staff Report: Training & Exercise	Kyle Trambley Senior Emergency Planning Coordinator
8	Staff Report: Communities of Oakland Respond to Emergencies (CORE)	Brianna Horton Emergency Planning Coordinator
9	Public Forum	All

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To: Emergency Management and Disaster Preparedness Council

From: Jessica Feil, Emergency Services Manager

Date: October 4, 2023

RE: Overview of the Purpose and Structure of the Disaster Council

Staff Recommendation:

No Recommendation

Action or Discussion Items:

- (a) Purpose of the Emergency Management and Disaster Preparedness Council (Discussion)
- (b) Structure of the Disaster Council (Discussion)

Discussion/Description:

(a) Purpose of the Emergency Management and Disaster Preparedness Council

Pursuant to Article 10 of the California Emergency Services Act, local governments may establish a disaster council by ordinance to develop plans for meeting any condition constituting a local emergency or state of emergency.

Section 8.50 of the City of Oakland Municipal Code outlines the powers and duties of the Emergency Management and Disaster Preparedness Council (“Disaster Council” or “EMADPC”) within the City of Oakland. The purpose of the EMADPC is to recommend to the City Council emergency and mutual aid plans and agreements, and to propose ordinances and resolutions, rules and regulations to support the implementation of these plans.

Additionally, the Disaster Council is responsible for the development of the Emergency Operations Plan and evaluation of programs and resources for prioritization to meet preparedness, mitigation, response, and recovery activities.

(b) Structure of the Disaster Council

The membership of the Disaster Council shall be as follows:

- Chair – Mayor
- Vice Chair – City Administrator
- Secretary – Emergency Services Manager
- Members – Department Directors and Emergency Services Officials
- External Members – as appointed by the City Administrator with advice and consent from the Disaster Council

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To: Emergency Management and Disaster Preparedness Council

From: Olga Crowe, Assistant Emergency Services Manager

Date: October 4, 2023

RE: Working Group Recommendations

Staff Recommendation:

Staff recommends the Disaster Council approve the proposed working groups as part of the EMADPC.

Action or Discussion Items:

- (a) Background (Discussion)
- (b) Proposed Working Groups (Action)
- (c) Working Group Structure (Action)

Discussion/Description:

(a) Background

The Disaster Council will accomplish its work by supporting and participating in seven (7) working groups to assist the City of Oakland in emergency planning by establishing goals and strategies to:

- Reduce the potential loss of life and property from disasters;
- Further develop and enhance the emergency preparedness;
- Address emergency planning & public education, mitigation, response, and recovery efforts in the City of Oakland; and
- Develop appropriate community partnerships.

(b) Proposed Working Groups

The Proposed Working Groups are:

- Equity and Justice Work Group
- Integrated Preparedness Plan (IPP) Work Group
- Public Information & Warning Work Group
- Planning Work Group
- Evacuation Planning Work Group
- Mass Care Work Group
- Community Organizations Active in Disaster (COAD)



(c) Working Group Structure

Working Groups will follow the following structure:

- Either a Lead or a co-Lead will be a member of EMSD;
- Working Groups will include internal and external stakeholders’
- Working Groups will meet on the regular basis;
- Working Groups will focus on their priority activities and move the planning forward;
- Working Groups will report to the EMADPC.

Immediate Priorities of the Working Groups are to:

- Select Lead and Co-Lead (one member of EMSD);
- Establish meeting schedule;
- Identify appropriate members (internal & external);
- Develop goals and strategies.



To: Emergency Management and Disaster Preparedness Council

From: Olga Crowe, Assistant Emergency Services Manager

Date: October 4, 2023

RE: Emergency Plans

Staff Recommendation:

Staff recommends prioritization of the emergency plan development and allocate City staff to support the planning efforts.

Action or Discussion Items:

- (a) Local Hazard Mitigation Plan (Discussion)
- (b) Emergency Operations Plan (Discussion)
- (c) Prioritization for Future Planning (Action)

Discussion/Description:

(a) Local Hazard Mitigation Plan

The Local Hazard Mitigation Plan (LHMP) focuses on a process that incorporates the whole community to develop sustainable mitigation strategies including specific actions and activities. Hazard mitigation actions reduce or alleviate the loss of life, personal injury, and property damage that can result from a disaster. Hazard mitigation activities include planning efforts, policy changes, programs, studies, improvement projects, and other steps to reduce the impacts of hazards.

This LHMP is organized into three primary parts:

- Part 1—Planning Process and Community Profile
- Part 2—Risk Assessment
- Part 3—Mitigation Strategy

The LHMP is reviewed annually by the steering committee and the public. All changes are incorporated into the plan and published.

(b) Emergency Operations Plan

An emergency operations plan (EOP) is a document that describes how people, property, and the environment will be protected during an emergency. The EOP details who is responsible for carrying out specific actions, establishes lines of authority and organizational relationships and outlines how actions will be coordinated. The EOP provides guidance for all-types of hazards which may impact the city. The EOP guides personnel in performance of their duties before, during, and through emergency response and initial recovery.



There are three parts to the City of Oakland EOP:

- **Basic Plan:** This part of the City of Oakland EOP describes fundamental systems, strategies, policies, assumptions, responsibilities, and operational priorities that the City will follow to guide and support emergency management efforts.
- **Emergency Support Functions (ESFs):** The City of Oakland EOP establishes 17 ESFs that describe discipline-specific emergency goals, objectives, capabilities, and responsibilities. These ESFs include references to City agency/department plans and procedures.
- **Incident Annexes:** There are six supporting incident annexes that highlight unique planning assumptions, policies, procedures, and emergency preparedness, response, and recovery actions specific to a particular hazard or threat. These include earthquake, severe weather, wildland fire, tsunami, terrorism, and civil unrest.

(c) Prioritization for Future Planning

Priorities for future planning which need to be prioritized and resourced for expedient development:

- **Continuity of Operations Plans (COOP)**
 - *The purpose of the Continuity of Operations (COOP) plan is to establish policy and guidance to ensure that essential functions for an agency are continued if manmade, natural, or technological emergencies disrupt or threaten to disrupt normal operations.*
 - *Every City Department should establish a departmental COOP.*
- **Mass Care/Access and Functional Needs – Emergency Services Function (ESF) #6**
 - The purpose of the ESF #6 – *Mass Care, Emergency Assistance, Temporary Housing, and Human Services* – is to outline the parameters for coordination and provision of life-sustaining resources, essential services, and statutory programs.
 - The primary functions of Mass Care are:
 - Congregate sheltering,
 - Feeding,
 - Distribution of emergency supplies, and
 - Reunification of children with their parent(s)/legal guardians and adults with their families.
 - The proposed Mass Care plan should include a comprehensive update to the *Access and Functional Needs* plan and incorporation into the finalized plan.
- **Evacuation Procedures**
 - The purpose of the Evacuation plan is to
 - Establish primary and secondary evacuation routes throughout the City,
 - Establish a process for identifying potential Temporary Evacuation Points,
 - Develop notification and activation procedures, and
 - Incorporate Genasys Protect (formerly Zonehaven) into evacuation procedures.



- Transportation Annex
 - The purpose of the Transportation Annex is to establish necessary guidelines for emergency transportation to assist during emergencies and disasters to:
 - Ensure continuum of service delivery throughout the city,
 - Assist with evacuation processes for affected residents,
 - Support restoration of infrastructure, and
 - Identify and establish necessary partnerships to support transportation needs in an emergency or during disasters.
- Cyber Annex
 - Cyber incidents may take several different forms: an organized cyberattack, an exploit such as a virus or worm, a natural disaster with significant cyber consequences, or other incidents capable of causing extensive damage to critical cyber infrastructure.
 - Cyber incidents may hinder communications necessary for coordinating response and recovery actions.
 - The goal of the Cyber Annex is to define and specify how the functions and resources required to ensure timely and consistent actions, communications, and response efforts will be maintained and re-established.
 - Cyber Annex will help ensure appropriate coordination and inclusion of necessary state, federal, and local agencies and private industry in order to minimize the impact of and expedite the recovery from a cybersecurity incident.
- Pandemic Annex
 - This plan will provide guidance for maintaining essential functions and services during a pandemic.
 - The plan will supplement and bridge the gap between the traditional, all-hazards continuity planning and the specialized continuity planning required for a pandemic by addressing additional considerations, challenges, and elements specific to the dynamic nature of a pandemic.
 - This plan will address how essential functions should be maintained during a pandemic outbreak by developing appropriate mitigation strategies.

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To: Emergency Management and Disaster Preparedness Council

From: Kyle Trambley, Senior Emergency Planning Coordinator

Date: October 4, 2023

RE: Staff Report: Training and Exercise Program

Staff Recommendation:

No Recommendation

Action or Discussion Items:

- (a) City Emergency Preparedness and Response Training (Discussion)
- (b) Emergency Exercises (Discussion)
- (c) Integrated Preparedness Plan (Discussion)
- (d) Training and Exercise Program Successes, Challenges, and Goals (Discussion)

Discussion/Description:

(a) City Emergency Preparedness and Response Training

Emergency Management Services Division (EMSD) has launched and provided numerous training opportunities to better prepare city staff to respond to and recover from emergencies. There are six primary courses that EMSD supports.

- Disaster Service Worker (DSW) Training: Provides city staff information on the roles and responsibilities of as DSW, activation procedures, and how to be prepared at work and at home before activation.
- Emergency Respite Center (ERC) Training: Describes the different types of respite centers, outlines the respite center positions, and what is expected of staff operating the respite centers.
- Supporting People with Access and Functional Needs (PAFN): Understand the term PAFN, identify and support needs of PAFN, and provide a safe and secure environment for all.
- Awareness, Resilience, and Tools (ART): Prepares city DSWs to interact and assist people who are affected by an emergency or disaster.
- Emergency Operations Center (EOC) Operations: Prepares staff to operate in the EOC during a disaster by understanding the role and structure of the EOC, and how to operate within that framework.

(b) Emergency Exercises

Exercises help build preparedness for threats and hazards by providing low-risk cost-effective environment to:

- Test and validate plans, policies, procedures, and capabilities;



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- Identify resource requirements, capability gaps, strengths, areas for improvement, and potential best practices.

Discussion-Based Exercises:

Discussion-based exercises familiarize participants with or develop new plans, policies, procedures, and agreements. They include seminars, workshops, tabletop exercises (TTXs), and games. Discussion-based exercises focus on strategic, policy-oriented issues, and facilitators or presenters lead the discussion, keeping participants moving towards meeting the exercise objectives.

Operations-Based Exercises:

Operations-based exercises validate plans, policies, procedures, and agreements; clarify roles and responsibilities; and identify resource gaps. These exercises include drills, functional exercises (FE), and full-scale exercises (FSE). Operations-based exercises include a real-time response such as initiating communications or mobilizing personnel and resources.

(c) Integrated Preparedness Plan (IPP)

The purpose of the Integrated Preparedness Planning Workshop (IPPW) is to use the guidance provided by senior leaders to identify and set preparedness priorities and develop a multi-year schedule of preparedness activities. The process confirms:

- Coordination of whole community initiatives;
- Prevention of duplication of efforts;
- Assurance of the efficient use of resources and funding;
- Avoidance of overextending key agencies and personnel.

(d) Training and Exercise Program Successes, Challenges, and Goals

Successes: The city was able to maintain annual exercises through Pandemic (e.g., BAUASI Golden Eagle: GE 2021, 2022, 2023).

Challenges:

- *Significant staff turnover and lack of Field and EOC position appointments have depleted the emergency response staffing bench.* There are currently not enough people assigned to every EOC position or specific emergency response positions such as shelter operations staff. Without staff being assigned an EOC role, they may not be adequately trained. Incremental Improvements have been made; however, they are below the rate of change in the city.
- *Disaster Service Worker Program is currently ill-defined in policy.* During the 2023 Winter Storm Event, the EOC ran into challenges activating city staff into roles outside of their class. As a part of the IPP process in 2024, the procedures to activate staff into DSW roles needs to be institutionalized as to ensure adequate staffing levels during catastrophic emergencies.

Goals:

- Develop and execute the multi-year Integrated Preparedness Plan (IPP) (2024-26)
- Credential EMSD and designated staff in all City Departments
- Develop and conduct a Citywide Active Attacker Exercise



To: Emergency Management and Disaster Preparedness Council

From: Brianna Horton, Emergency Planning Coordinator

Date: October 4, 2023

RE: Staff Report: Communities of Oakland Response to Emergencies

Staff Recommendation:

No Recommendation

Action or Discussion Items:

- (a) Communities of Oakland Respond to Emergencies (CORE) Program (Discussion)
- (b) Emergency Preparedness and Community Response Training (Discussion)
- (c) CORE Program Challenges, Successes, and Goals (Discussion)

Discussion/Description:

(a) Communities of Oakland Respond to Emergencies (CORE)

The CORE Program’s mission is to create a culture of preparedness by developing a community that is ready and willing to respond to any potential hazards that may impact the City of Oakland. There are three primary lines of service:

- Community outreach and engagement
- Emergency preparedness and response training
- Hands-on drills and exercises

(b) Emergency Preparedness and Community Response Training

Emergency Management Services Division (EMSD) has launched and provided numerous training opportunities to increase community’s capacity to respond to and recover from emergencies. There are six (6) courses that EMSD supports.

- Community Emergency Response Team (CERT): Coordinated team-based approach to response and recovery from disasters (24 hours)
- Personal Emergency Preparedness (PEP): Prepares individuals and their families for Oakland-specific emergencies and hazards (60-90 minutes)
- Emergency Respite Center (ERC): Prepares volunteers to open and operate ERCs during short- and long-term events when people are displaced from their residences (3 modules – 6 hours)
- Rapid Damage Assessment (RDA): Prepares volunteers to assess damage to their neighborhoods and provide that information to the Emergency Operations Center (90 minutes)
- Encampment Safety Training (EST): Provides basic preparedness, safety, and medical intervention training to the unhoused community (4 hours)



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- Active Shooter Awareness: Provides information on how to prepare for and survive an active attacker situation (60-90 minutes)

(c) CORE Program Challenges, Successes, and Goals

Challenges:

EMSD has increased the number and types of trainings delivered to the community without increase in staffing. Continuing to provide this higher level of service is not sustainable without negative impacts in other areas: diversion of resources away from other critical areas leading to potential decrease in service quality, and increase in staff workload which can lead to burnout and a negative impact on physical and mental well-being.

To overcome the challenge of increased service delivery without increased staffing, EMSD is working to develop formal partnerships with community-based organizations in support of delivering several training courses. Additionally, EMSD is taking steps to transition CERT to a volunteer-driven effort.

There is an absence of centralized volunteer management system within the city. This absence results in a lack of organized and efficient platform or infrastructure for recruiting, coordinating, and tracking volunteer activities across various departments. The implications of this problem include:

- Inefficiency in Volunteer Deployment: Without a central system, there is no streamlined process for identifying volunteer needs, matching volunteers with suitable opportunities, or tracking their contributions. This leads to inefficient use of available volunteer resources.
- Data Fragmentation: Volunteer data is dispersed across various organizations, making it difficult to maintain accurate records. This fragmentation can lead to challenges in recognizing and rewarding volunteers, tracking their contributions, and communicating effectively with them.
- Missed Skill Matching: Volunteers may not be effectively matched with opportunities that align with their skills and interests, resulting in dissatisfaction among volunteers and a failure to leverage their full potential and challenges in volunteer retention.

To address the absence of a city-wide volunteer management system, EMSD has created an internal volunteer management system. Additionally, EMSD has reviewed several programs that could be deployed for city-wide use and streamline the volunteer coordination within the departments and allow for greater reach when recruiting volunteers to support the city. In recent years local governments (e.g., cities of Santa Monica and Long Beach), have reached out to third party developers for tools to leverage their community's wealth of volunteer labor and energy. As EMSD makes determinations on how we can best capture and utilize the immense wealth of talent and skills in Oakland, it will be imperative to coordinate any new tools with the Community Engagement Working Group comprised of City departments challenged with the same problems. If Oakland can leverage its size and history of civic service through a single volunteer pool, many hours that are currently being expended on recruitment and maintenance of disparate systems could be turned towards vitally pressing projects.



Successes:

As the programmatic offerings of CORE have expanded, the accessibility of trainings and outreach opportunities have commensurately expanded. To-date, PEP courses have been offered in a total of five languages, CERT has been offered in two languages, and training opportunities have been delivered to vulnerable population with access and functional needs. As EMSD works to engage external partners to help deliver vital trainings, a priority is being placed on organizations who have experience and access to communities that have been traditionally marginalized or excluded from preparedness programs and government services. Partnerships that seek to natively deliver both PEP and CERT in languages other than English are vital to bring all communities into the fold of a #ReadyOakland.

The City of Oakland has been specifically recognized for both its commitment to developing the CERT program equitably and tapping the wealth of resources in its CERT program. In 2022, the City of Oakland's CERT program was recognized as the National CERT Program of the Year. Following this award, the City of Oakland served as the Exercise Chair for the 2023 National CERT Conference in partnership with San Francisco NERT. Oakland and San Francisco worked together to bring more than 100 CERT members from around the country to exercise emergency response skills and techniques.

Goals:

With the challenges of an expanding course-base in mind, EMSD hopes to build partnerships and supportive systems that will enable the expansion of existing lines of services through new partnerships and renewed volunteer engagement.

Refine volunteer management system to better encourage active participation from existing volunteers and streamline registration of new volunteers into service.

- Refine volunteer management system to better encourage active participation from existing volunteers and streamline registration of new volunteers into service.
- Identify and coordinate with Partner Organizations to help deliver CORE trainings.
- CORE Trainings Deliveries:
 - CERT: Conduct 2 publicly available trainings, 1 Partner/CityCERT, and facilitate 2 partner-led trainings;
 - PEP: Conduct 6 public trainings, empower DSW-Vs and Community-Based Organization (CBO) partners to independently deliver PEP to additional communities;
 - EST: Refine and finalize training; establish cadence for delivery with CBO partners and MACRO.