Memorandum

TO: HONORABLE MAYOR AND CITY COUNCIL
FROM: David Sykes

SUBJECT: OFFICE OF EMERGENCY SERVICES ASSESSMENT REPORT
DATE: July 21, 2017

RECOMMENDATION

1) Accept the City of San José Office of Emergency Services (OES) Assessment and Recommendations Report.

2) Direct the City Manager to implement Option Three of the OES Assessment Report as follows:
   a. Move OES from the Fire Department to the City Manager’s Office;
   b. Elevate the OES Director position from its current classification of Deputy Director to Director, Emergency Management;
   c. Change the name of OES to the Office of Emergency Management; and
   d. Make it a priority to phase-in additional emergency management positions in future annual budgets, as appropriate, within the context of the General Fund budgetary outlook and other city-wide priorities.

3) Direct the City Manager to return to Council no later than the end of September 2017 with implementation actions for Items A, B, and C (above) and to bring recommendations for Item D in the 2018-2019 Proposed Budget and future budgets, as appropriate.

OUTCOME

Approval of the staff recommendation will allow the City of San José to continue its effort to improve emergency preparedness and response capabilities, including increasing the readiness of employees, residents, and businesses. As a result, the City will be more resilient and better equipped in future responses.
BACKGROUND

On March 9, 2017, the City Council approved a memorandum from Mayor Liccardo, Vice Mayor Carrasco, Councilmember Peralez, Councilmember Diep and Councilmember Nguyen and directed the City Manager to: “... define the appropriate structure and staffing for the City’s Office of Emergency Services, and whether its mission could be better served by the creation of an independent department or division that would ensure better access to resources, key staff, etc.”

The Administration contracted with Witt O’Brien’s, a global risk management consulting firm with expertise in emergency management and disaster preparedness, to perform a strategic assessment of the City OES and make targeted recommendations, including an evaluation of where OES should be situated within the City’s organizational structure to maximize its effectiveness in carrying out its vital mission. Witt O’Brien’s was, at the same time, conducting an After Action Review and Report regarding the 2017 Coyote Creek Flood Event, which is also scheduled to be heard by Council on August 8, 2017.

The Witt O’Brien’s team of experts included personnel who have worked with several of the nation’s largest cities, as well as working for state and federal emergency services agencies. Additionally, the firm has experience in conducting such assessments, including a 2006 assessment for the City of Philadelphia.

As part of the assessment methodology in San José, Witt O’Brien’s staff interviewed elected officials, city management, and department directors; conducted three public meetings; analyzed the current OES structure, staffing, and budget; reviewed seventeen large cities or unique emergency management programs across the country, including a closer look at two specific local government emergency management programs (Santa Clara County OES and the City of Philadelphia OEM) for comparative purposes; and applied the team’s experiences of shaping emergency services organizations. The seventeen cities included:

- The 11 most populous cities in the U.S.;
- Two smaller cities with unique or challenging emergency management settings - New Orleans and Washington, D.C.;
- Two other major California cities – City and County of San Francisco and City of Sacramento;
- Seattle, in order to include a second major city in which emergency management is under the police department; and
- Miami in which the Division of Emergency Management is under the Fire Department for normal operations, but becomes a direct report to the City Manager during emergency situations.

The report evaluated three items:

1) Placement of the OES within the larger City organization;
2) Staffing of the OES; and
3) Priorities for building OES capacities.

Based upon the results of this assessment, Witt O’Brien’s found the following:

1) Placement: OES would be most effective if it was administratively transferred from the Fire Department to the City Manager’s Office.
2) Staffing: San José OES would greatly benefit from adding experienced emergency management staff with ongoing stable funds and having additional funding to enable the department to expand its overall capabilities, continuing the trend of steadily increasing investments in OES programs, facilities, equipment and initiatives.
3) Priorities: The most urgent action items for the office are to update the Emergency Operations Plan, develop a multi-year training and exercise plan, and implement a community preparedness and resiliency plan.

ANALYSIS

The Witt O’Brien’s report (attached) provides four policy alternatives regarding the placement of the OES and next steps:

- Option One: Keep OES under the Fire Department (not recommended).
- Option Two: Move OES under another operational department (not recommended).
- Option Three: Move OES under the City Manager’s Office (recommended).
- Option Four: Create a hybrid dual-reporting structure (not recommended).

The report recommends Option Three, and the Administration concurs with this recommendation as detailed below.

Option Three recommends that the City take the following actions:

A) Consultant Recommendation:
Move OES from the Fire Department to the City Manager’s Office (CMO), which will provide the best opportunity for OES to expand its capabilities. Doing so will enable the City to best build community resilience and adequately prepare all sectors and the public for a wide variety of potential hazards.

Administration Recommendation:
The Administration agrees that it is a high priority for the City to re-establish OES as an office within the City Manager’s Office given the need for central coordination between
all departments when faced with significant natural and human-caused hazards that impact our residents and businesses.

B) Consultant Recommendation:
Elevate the OES Director position from its current classification of Deputy Director to a Director position, making this position a peer with other senior managers in the organization, thus improving coordination amongst departments.

Administration Recommendation:
The Administration concurs with this recommendation. Excluding benefits, the current salary range for Deputy Director is $116,893 to $182,084, while the current salary range for Director is $153,137 to $239,350. The City Manager’s Office will absorb any cost differential in the current year’s budget related to the reclassification of the current incumbent and, in future years, will add the increased expenditure to the City Manager’s Office Base Budget.

C) Consultant Recommendation:
Change the name of the office to the Office of Emergency Management, which more accurately reflects the responsibilities of the office to manage overall emergency mitigation, preparedness, planning, response, and recovery.

Administration Recommendation:
The Administration concurs with this recommendation.

D) Consultant Recommendation:
Over the next two years, hire a minimum of twelve additional, fully qualified emergency management staff and transfer the currently grant funded positions to general fund positions. Reorganize the office according to the best practices in national emergency management and plan for additional hires as identified in the proposed organization, ultimately reaching a total of 23 staff.

Administration Recommendation:
The Administration agrees that additional staffing is needed in OES. The Administration will make it a priority to phase-in additional emergency management positions in future annual budgets, as appropriate, within the context of the General Fund budgetary outlook and other city-wide priorities.

Should Council approve these recommendations, the City Manager will move forward with implementation, including bringing changes for Items A, B, and C to the Council no later than September 2017 and making it a priority to recommend budget actions to phase-in additional emergency management, training, and support positions, as appropriate, during future annual budgets.
EVALUATION AND FOLLOW-UP

The OES Assessment was conducted in parallel with the 2017 Coyote Creek After Action Report and at the request of the March 9, 2017 Memorandum from Mayor Liccardo, Vice Mayor Carrasco, Councilmember Peralez, Councilmember Diep and Councilmember Nguyen. The analysis and report were developed separately to provide the needed focus and analytics required to provide a comprehensive OES assessment and memorialize the findings and focus on the office. The OES provides an annual report on its workplan to the City Council’s Public Safety, Finance and Strategic Support Committee, and progress on implementing recommended changes will be reported out through that annual report and the budget process.

PUBLIC OUTREACH

During the review and analysis of the OES, Witt O’Brien’s conducted interviews with Mayor Liccardo; Councilmembers Nguyen and Peralez, whose districts were most heavily impacted by the 2017 Coyote Creek Flood, and with Councilmember Khamis, whose district includes one of the City’s most active emergency preparedness volunteer organizations. Community meetings were held within the areas affected by the 2017 Coyote Creek Flood with public notice provided and coordinated through the identified council offices. Evening public meetings were held at the Roosevelt Community Center, Leininger Center, and the County Services Building. In total, more than 120 community members attended these meetings. The purpose of the meeting included gathering feedback on the purpose, role, and actions currently provided by the OES and the community needs. The feedback provided information needed on the type and breadth of public education requested and the staffing needs to support it. In addition, the OES Assessment Report and this memorandum will be posted with the City Council agenda for August 8, 2017.

COORDINATION

In preparing the OES Assessment Report, Witt O’Brien’s coordinated with the City Manager’s Office, the City Attorney’s Office, the Fire Department, Police Department, and Department of Public Works. This memorandum has been coordinated with the City Attorney’s Office and the Fire Department.

COMMISSION RECOMMENDATION/INPUT

No commission recommendation or input is associated with this action.

2 The assessment methodology included interviews with City Manager Dueñas, Assistant City Manager Sykes, Deputy City Manager Harkness, Fire Chief Jacobson, Assistant Fire Chief Sapien, Assistant Police Chief Knopf, and Public Works Director Ng.
HONORABLE MAYOR AND CITY COUNCIL
July 21, 2017
Subject: OES Assessment Report
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CEOA

Not a Project, File No. PP 10-069, City Organizational & Administrative Activities.

DAVID SYKES
ASSISTANT CITY MANAGER

For questions, please contact David Sykes, Assistant City Manager, at (408) 535-8185.

Attachment:
City of San José Office of Emergency Services Assessment & Recommendations Report
July 26, 2017

Mr. Norberto Dueñas
City Manager
City of San José
200 E. Santa Clara Street
San José, CA 95113

RE: City of San José OES Assessment & Recommendations Report

Dear Mr. Dueñas,

On behalf of Witt O’Brien’s, I am pleased to submit this Final City of San José Office of Emergency Services Assessment & Recommendations Report. As you know, our contract with the City to conduct an after-action review of the February 2017 Coyote Creek Flood included a separate task to review the current Office of Emergency Services and provide recommendations for ensuring that moving forward, OES is well positioned to carry out its essential mission of preparing the entire community for the crises of all types that it may face in the future.

In performing this analysis, we interviewed city management and Santa Clara County OES, gathered baseline information on the emergency management departments at other large cities across the country, and present a comparison table in this report to provide context for our recommendations. In reviewing this information, we recognized that every city is different in its geography, demographics, financial resources, priorities, and risk profile; therefore, our recommendations are based not only on what other cities are doing, but also upon our own broad corporate experience in performing similar analyses.

It is very important to note that San José OES has made significant progress over the past few years and the recommendations included in this report are intended to build upon the excellent work that has already been done. Our recommendations focus on the highest priorities at this time, and ultimately should be implemented in the context a broad strategic vision for the department as OES as it grows in staff size, budget, mission and ability to significantly enhance community preparedness.

At Witt O’Brien’s we are very proud that you entrusted us with this project, and are especially grateful for being welcomed into your community.

Sincerely,

Brad Gair
Senior Managing Director
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Executive Summary

In the aftermath of the February 2017 Coyote Creek Flood, the City of San José contracted with Witt O’Brien’s, an internationally renowned emergency management consulting firm to conduct an after-action review of its response to and recovery from this incident and make a series of improvement recommendations. As a part of this contract, Witt O’Brien’s was also tasked with performing a strategic level assessment of its Office of Emergency Services (OES) and making targeted recommendations, including an evaluation of where OES should be situated within the City’s organizational structure to maximize its effectiveness in carrying out its vital mission, staffing and funding resources.

In conducting this assessment, Witt O’Brien’s reviewed other large city emergency management programs across the country and took a closer look at two specific local government emergency management programs – Santa Clara County OES and the City of Philadelphia OEM – for comparative purposes.

Based upon the results of this assessment, we have found that San José OES would greatly benefit from adding experienced emergency management staff and having additional funding to enable the department to expand its overall capabilities, continuing the trend of steadily increasing investments in OES programs, facilities, equipment and initiatives. In addition, we recommend that OES, would be most effective if was administratively transferred from the Fire Department to the City Manager’s Office.

With a newly hired and highly qualified OES Director, there is good reason for optimism going forward; however, there is much work to do in the next few years. Among the highest priorities for OES are:

- Rewriting the City’s Emergency Operations Plan (EOP) which has not been revised since 2006, including key hazard-specific (earthquake, flooding, pandemic disease and cyber-attack, etc.) and functional (evacuation, emergency communications, mass care/sheltering/post disaster housing, recovery, etc.) annexes;
- Establishing a comprehensive and consistent emergency training and exercise program that involves city staff and a wide variety of community stakeholders, including the private sector, voluntary agencies and the general public; and
- Expanding upon key personal and community emergency preparedness programs, including San José Prepared and CERT (Community Emergency Response Teams).

As our nation’s tenth largest city, San José deserves and needs a best-in-class OES and a community well prepared for any crisis regardless of type, scale, duration and complexity.
Introduction

Purpose

To conduct this assessment of San José OES, the City contracted with Witt O’Brien’s, an internationally renowned emergency management consulting firm with broad corporate experience in conducting this type of analysis. In performing, this assessment, Witt O’Brien’s was tasked with providing recommendations to enable OES to carry out its critical mission of:

- Preparing the city organization, sworn and non-sworn responders, and the community for a wide variety potential hazards through planning, training, exercises and other preparedness initiatives;

- Coordinating the response to and recovery from significant incidents when they do occur;

- Building community-wide resilience to lessen the impact of future crises, including recommending key hazard mitigation initiatives; and

- Ensuring the continuity of key municipal functions during times of severe crisis.

To properly frame the analysis, Witt O’Brien’s was asked to help provide answers to three key questions:

1. How should OES be appropriately positioned within the City government’s organizational structure to maximize its effectiveness?

2. How should OES being funded, staffed and internally organized in order to carry out its essential functions?

3. What activities and initiatives should OES focus on in the next few years to best prepare the entire community?

The methodology used to answer these questions and resulting recommendations comprise the remainder of this report.
Methodology

In order to make substantive recommendations to maximize the effectiveness of OES, Witt O’Brien’s utilized the following methodology:

- Analyzed the current OES.
- Conducted interviews with key stakeholders from the City of San José including government officials and management including:
  - Mayor, Sam Liccardo
  - Councilmember, Johnny Khamis
  - Councilmember, Raul Peralez
  - Councilmember, Tam Nguyen
  - City Manager, Norberto Dueñas
  - Assistant City Manager, David Sykes
  - Deputy City Manager, Kip Harkness
  - Fire Chief, Curtis Jacobson
  - Assistant Fire Chief, Robert Sapien
  - Assistant Police Chief, Dave Knopf
  - Public Works Director, Barry Ng
- Considered feedback from three Community Action Planning Meetings on the public’s perception of the OES capabilities.
- Interviewed the Santa Clara County OES.
- Reviewed the key characteristics of the emergency management programs in other big cities across the country, including organizational placement, staff size and budget.
- Applied our judgment as experienced emergency management professionals.

After completing our analysis, we present the recommendations in the following manner:

- **OES Organizational Placement** – We considered four different options, including the pros and cons of each, and provide a summary analysis and final recommendation.
- **OES Composition**: Based upon our comparison of San José OES to other emergency management programs and in consideration of its mission, our recommendations include: internal
organizational structure, staffing and budget; although, for the budget recommendation we did not include a specific dollar amount because there are many financial factors to consider beyond the scope of this report.

- **OES Priorities** – San José OES has work to do to become a best-in-class emergency management organization with several high priority initiatives to focus on, including rewriting the City’s Emergency Operations Plan (EOP) which has not been revised since 2006.
City of San José OES Assessment

San José OES Profile

The City of San José, Capital of Silicon Valley, is the tenth largest city in the United States, and the largest in northern California with a population of approximately 1,025,350 (U.S. Census Bureau, 2016). The City’s natural hazards include earthquakes, floods, and fires, but it also must prepare for the potential of intentional threats such as terrorism, and technological threats such as cyber-attack, especially since the City of San José supports some of the highest priority information technology infrastructure and services in the nation.

The City of San José’s Office of Emergency Services (OES) is responsible for preparing the City to respond to and recover from all hazards and threats, and for supporting the community’s overall resiliency efforts. While earthquakes have traditionally been the threat of greatest concern in the region, in recent years the City has experienced periodic minor to severe flooding, including along the Coyote Creek and Guadalupe River. In both January 1997 and February 2017, parts of the City were flooded as a result of overtopping of the spillway at Anderson Reservoir and subsequent flooding along Coyote Creek, the latter event in 2017 which has prompted this report.

Prior to 2009, OES was under the City Manager’s Office but was transferred to the Fire Department for budgetary reasons. The OES Director currently reports to the Assistant Fire Chief. In 2014, the City Manager tasked the OES Director with initiating a comprehensive overview of the program, including an all-inclusive community profile, an all-hazards risk assessment, and an integrated capability assessment. At that time, it had been four years since the last readiness assessment. In 2015, the City Manager directed staff to achieve a higher readiness level for priority core capabilities, especially:

- Planning
- Public Information and Warning
- Operational Coordination
- Mass Care Services
- Critical Transportation (Evacuation)
- Community Resilience

While the staff made significant progress in improving these capabilities, the City’s Emergency Operations Plan (EOP), which was adopted by City Council in August of 2004 and revised in 2006, has yet to be updated.
Current staffing of San José OES is shown in Figure 1. For the purposes of this report, we have included the current functional title for each staff member, and in parentheses have indicated the official job title for each is based upon the city’s classification system. For example, the OES Director is functionally a Director, but is technically a Deputy Director under the city system. One key observation from reviewing this organizational structure is that there are significant discrepancies between the level of responsibility indicated in the functional titles as compared to the actual city job titles.

Figure 1: Current San José OES Organizational Structure

Some of OES’ most significant recent accomplishments include a greatly expanded Training & Exercises program over the past two years as well as upgrading the EOC state of readiness from “warm” to “hot” to support rapid activation. In addition, OES has been active in improving the citizen notification system, and works closely with Santa Clara County in accessing SCC Alert, the City and County emergency notification system. The City has also focused on expanding its Radio Amateur Civil Emergency Service (R.A.C.E.S.) capacity to ensure reliable and redundant communications. Community outreach efforts include working within the Council Districts in the City, hosting preparedness fairs, and supporting Community Emergency Response Team (CERT) training.

OES activated the City’s Emergency Operations Center (EOC) fourteen times in 2015-2016, including for special events such as Super Bowl 50, the Indian Prime Minister Visit, and Presidential Candidate visits during the 2016 election cycle. For the 2017 Coyote Creek Flood, the EOC and later the Recovery
Operations Center (ROC) were continuously activated for nearly a month. They have also conducted twenty exercises for city staff, including *Urban Shield Yellow Command*, which the city has participated in since 2014. OES has provided twenty-five emergency management related training classes for city staff and partner agencies (e.g., hospitals and utilities), and to continuously enhance its coordination capability, OES has been participated in more than 200 interagency planning and coordination meetings with internal and external stakeholders.

In 2015-2016, the City Emergency Operations Center (EOC) underwent a major renovation and modernization, expanding its technological capabilities, including new computers, audio-visual systems, and other tools that support staff in performing key functions during EOC activations. The EOC has emergency backup power and maintains a “hot” readiness status, in other words it is functional at the outset of the emergency. The city maintains an alternate EOC location at the newly constructed Police Training Center. The alternate is maintained at a “cold” readiness status, which requires significant set up effort to function. Both facilities add to the resiliency of the City’s emergency response capability.

The total budget for OES for 2016 was $1,065,000. This includes approximately $500,000 from the general fund for staff, $350,000 in Urban Area Security Initiative (UASI) grants for staff, and $215,034 in UASI grants for equipment and non-personnel items. From the general fund budget $59,868 was earmarked for supplies, equipment maintenance, etc. In 2016, OES received a one-time $825,000 increase in funding for non-personnel expenditures that are earmarked for preparedness contracts, vehicle purchase, and others.

Until 2012, the City OES received approximately $250,000 per year in Federal Emergency Management Performance Grant (EMPG) funding; however, since the method for allocating these funds switched from pro rata by jurisdiction in the county to a competitive grant process with a focus on projects with broad regional benefits, the City of San José has received limited funding through this program since. Due to timing of the grant agreements, some grant funding could not be expended because the city would not establish the appropriation prior to the grant agreement’s execution.

San Francisco, Oakland, and San José make up the three core cities in the Bay Area UASI. The city receives a Bay Area UASI core city allocation of $1,000,000 per year from the grant and can compete for the balance of available funding allocated to the South Bay Hub.
Comparison to Other Major City OES/OEM Programs

To provide context for recommendations of the organizational placement, staff size and funding of San José OES, it is useful to examine other big cities for comparative purposes. In doing so, however, it is important to recognize that no two communities are alike in their priorities, demographics, threat and risk profile, and financial resources; therefore, direct correlations can be misleading. Nevertheless, placed within the proper context and with awareness of the inherent limitations, these comparisons are informative. The following section includes an analysis of the 17 U.S. cities’ emergency management organizations and their placement within corresponding city government, including:

- The 11 most populous cities in the U.S.
- Two smaller cities with unique or challenging emergency management settings - New Orleans and Washington, D.C.
- Two other major California cities – San Francisco and Sacramento
- Seattle, in order to include a second major city in which emergency management is under the police department
- Miami in which the Division of Emergency Management is under the Fire Department for normal operations, but becomes a direct report to the City Manager during emergency situations.

Summary level information on city-specific funding, department size, and location in the city organizational structure is included in Table 1, while Appendix A provides much more detail on each emergency management program. As previously noted, the City of San José is the 10th most populous U.S. City and its Office of Emergency Services (OES) is administratively located under the Fire Department. Of the 17 Cities analyzed for this assessment, 12 report the City Manager or Mayor depending upon the municipal form of government, including those which are technically identified as “independent departments.” Of the remaining five cities, three – San José, San Antonio and Miami – have the emergency management function under the Fire Department (although Miami becomes a direct report to the City Manager Office during emergency situations) - and two have it under the Police Department – Seattle and Sacramento.

As this data shows, in general there is a strong correlation between population size and emergency management staff; however, there are notable exceptions to this trend including, Washington, D.C. and New Orleans, both of which have extremely high-risk environments disproportionate to their population size. Furthermore, it is interesting to note that there are also several cities included in the analysis that have smaller populations than San José, but more emergency management staff than San José OES with 9, including Seattle with 14 and San Francisco with 16, and Miami with 21, and one, Phoenix which has only 7 total staff.
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<th>Municipality (by state)</th>
<th>EM Name</th>
<th>Location in City Org</th>
<th>Population¹</th>
<th>Total EM Staff</th>
<th>Approximate annual budget</th>
<th>Budget from general fund</th>
<th>Budget from grant funds</th>
<th>Budget for staff</th>
<th>Budget for non-personnel</th>
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<tr>
<td>New York, NY</td>
<td>NYC Emergency Management</td>
<td>Independent department</td>
<td>8,537,673</td>
<td>156</td>
<td>$59,654,000²</td>
<td>$39,524,000</td>
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<td>Los Angeles, CA</td>
<td>Department of Emergency</td>
<td>Independent department; reports to</td>
<td>3,929,000</td>
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<td>$2,750,000</td>
<td>$2,172,500</td>
<td>$577,500</td>
<td>$2,475,000</td>
<td>$275,000</td>
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<td>Chicago, IL</td>
<td>Office of Emergency Management and Communications</td>
<td>Independent department</td>
<td>2,704,958</td>
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<td>$128,205,656⁴</td>
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<tr>
<td>Houston, TX</td>
<td>Office of Emergency Management</td>
<td>Mayor's Office</td>
<td>2,303,482</td>
<td>15 (7 Gen, funded)</td>
<td>$1,345,232</td>
<td></td>
<td></td>
<td>$1,100,870</td>
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<td>Phoenix, AZ</td>
<td>Homeland Security and</td>
<td>Public Safety; reports to the</td>
<td>1,616,017</td>
<td>8</td>
<td>$817,576⁶</td>
<td>$92,544</td>
<td>$725,032</td>
<td>$825,440</td>
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<td>Philadelphia, PA</td>
<td>Office of Emergency Management</td>
<td>Independent department</td>
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<td>$2,500,000 (estimate)</td>
<td>$1,654,809</td>
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¹ Based on U.S. Census Bureau population estimates for 2016. Website: https://www.census.gov/quickfacts/table/PST045216/00
³ https://www.cityofchicago.org/content/dam/city/depts/obm/supp_info/2016Budget/2016BudgetOverviewCoC.pdf. Pg. 97
⁴ Id. Pg. 97
⁶ https://www.phoenix.gov/budgetsite/Budget%20Books/Detail%20Budget%202016-17.pdf p 118
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<th>Budget from grant funds</th>
<th>Budget for staff</th>
<th>Budget for non-personnel</th>
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<td>San Antonio, TX</td>
<td>Office of Emergency Management</td>
<td>Fire Department</td>
<td>1,492,510</td>
<td>16</td>
<td>$1,177,125⁷</td>
<td>$195,945 EMPG; $671,350 SHSGP</td>
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<td>San Diego, CA</td>
<td>Office of Homeland Security</td>
<td>City Manager’s Office</td>
<td>1,406,630</td>
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<td>$2,691,122</td>
<td>$995,715</td>
<td>UASI-$1,560,851; EMPG $134,556</td>
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<td>Dallas, TX</td>
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<td>Independent department</td>
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<td>San José, CA</td>
<td>Office of Emergency Services</td>
<td>Fire Department</td>
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<td>$1,065,000</td>
<td>$500,000</td>
<td>UASI: $350,000 staff, $215,000 eqpt</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Austin, TX</td>
<td>Office of Homeland Security and Emergency Management</td>
<td>Independent department</td>
<td>947,890</td>
<td>15</td>
<td>$2,806,293⁹ (2016-2017)</td>
<td>$1,566,293</td>
<td></td>
<td>$1,240,000</td>
<td>General Fund: $23,758</td>
</tr>
<tr>
<td>San Francisco, CA</td>
<td>Department of Emergency Management</td>
<td>Independent department</td>
<td>870,887</td>
<td>16</td>
<td>$2,000,000</td>
<td>$1,000,000</td>
<td>$1,000,000</td>
<td>$1,500,000</td>
<td>$500,000</td>
</tr>
<tr>
<td>Seattle, WA</td>
<td>Office of Emergency Management</td>
<td>Police Department (OEM sits on</td>
<td>704,352</td>
<td>14</td>
<td>$2,998,170</td>
<td>11 staff</td>
<td>3 staff</td>
<td>$1,536,034</td>
<td>$1,462,136</td>
</tr>
</tbody>
</table>

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⁸ [https://dallascityhall.com/Budget/proposed1617/FY17-ProposedBudgetBook.pdf](https://dallascityhall.com/Budget/proposed1617/FY17-ProposedBudgetBook.pdf), Pg. 133
<table>
<thead>
<tr>
<th>Municipality (by state)</th>
<th>EM Name</th>
<th>Location in City Org</th>
<th>Population</th>
<th>Total EM Staff</th>
<th>Approximate annual budget</th>
<th>Budget from general fund</th>
<th>Budget from grant funds</th>
<th>Budget for staff</th>
<th>Budget for non-personnel</th>
</tr>
</thead>
<tbody>
<tr>
<td>Washington, DC</td>
<td>Homeland Security and Emergency Management Agency</td>
<td>Independent department</td>
<td>681,170</td>
<td>69 Total&lt;sup&gt;10&lt;/sup&gt;; 16 DC staff; 52 federal staff&lt;sup&gt;11&lt;/sup&gt;</td>
<td>$93,893,000&lt;sup&gt;11&lt;/sup&gt;</td>
<td>$2,027,000</td>
<td>$91,866,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Sacramento, CA</td>
<td>Office of Emergency Services</td>
<td>Police Dept.</td>
<td>495,234</td>
<td>4</td>
<td>in Police Department budget</td>
<td></td>
<td></td>
<td>100% from General Fund</td>
<td></td>
</tr>
<tr>
<td>Miami, FL</td>
<td>Division of Emergency Management</td>
<td>Fire Dept.</td>
<td>440,003</td>
<td>21&lt;sup&gt;12&lt;/sup&gt;</td>
<td>$1,317,700</td>
<td></td>
<td>UASI: $425,971.14</td>
<td>99% from General Fund</td>
<td></td>
</tr>
<tr>
<td>New Orleans, LA</td>
<td>Office of Homeland Security and Emergency Preparedness</td>
<td>Mayor’s Office</td>
<td>391,495</td>
<td>17&lt;sup&gt;13&lt;/sup&gt;</td>
<td>$56,062,294&lt;sup&gt;14&lt;/sup&gt;</td>
<td>$2,625,192</td>
<td>$53,437,102</td>
<td>$2,267,354</td>
<td>$53,794,940</td>
</tr>
</tbody>
</table>


<sup>11</sup> Id. Pg. 64

<sup>12</sup> <http://www.miamigov.com/emergencymanagement/index.html


Table 1 also provides some budgetary information for each City’s emergency management program. On average, the larger the City’s population, the larger the annual budget for emergency management; however, there are significant caveats to this correlation and a more granular analysis of each city’s budget, which is beyond the scope of this project, would be necessary to validate this conclusion. For example, New Orleans, which has the smallest population of the group of cities reviewed also has the third largest overall budget because they include post-Hurricane Katrina capital improvement funds from FEMA’s Hazard Mitigation Grant Program (HMGP) in their budget. This table also shows that most emergency management programs are funded through a combination of city general fund allocations, plus and state and/or federal grants.

In addition to reviewing these 17 large or unique emergency management programs, we also took a broader look at 71 U.S. cities with populations greater than 275,000 (Table 2). Of these 71, more than two-thirds are part of the Mayor or City Manager’s Office or are direct reports through an Independent Department or Joint Powers Authority, while less than one-third report to the Fire or Police Department.

<table>
<thead>
<tr>
<th>EM Organization Placement</th>
<th>Nos.</th>
<th>Percentage</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Executive Office (Appointed Executive)</td>
<td>9</td>
<td>12.68%</td>
<td></td>
</tr>
<tr>
<td>Mayor’s Office (Elected Official)</td>
<td>9</td>
<td>12.68%</td>
<td></td>
</tr>
<tr>
<td>Independent Department</td>
<td>16</td>
<td>22.54%</td>
<td>Reporting to Executive Office</td>
</tr>
<tr>
<td>Joint Power Authority</td>
<td>11</td>
<td>15.49%</td>
<td>County and city(s) Joint Office relationships</td>
</tr>
<tr>
<td>Public Safety Department</td>
<td>4</td>
<td>5.63%</td>
<td>Emergency Management, Fire, Police, and EMS report to one Manager.</td>
</tr>
<tr>
<td>Fire</td>
<td>19</td>
<td>26.76%</td>
<td></td>
</tr>
<tr>
<td>Police</td>
<td>3</td>
<td>4.23%</td>
<td></td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>71</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Who Manages the Program</th>
<th>Nos.</th>
<th>Percentage</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Emergency Manager</td>
<td>62</td>
<td>86.1%</td>
<td></td>
</tr>
<tr>
<td>Sworn Employee</td>
<td>9</td>
<td>12.5%</td>
<td>Fire or Police</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>71</td>
<td>100%</td>
<td></td>
</tr>
</tbody>
</table>

15 Data researched by Jason Sirney, City of Sacramento OES, 2017
In addition to looking at aggregated city data, case studies are also useful to help understand how emergency management programs can purposefully be transformed in a relatively short period. For these two case studies, we chose:

- Santa Clara County, because of its shared geography with the City of San José and the noteworthy transformation of its OES from a department similar in size and capability to San José OES into a much larger and more robust organization in just three years, and

- Philadelphia, because Witt O’Brien’s was contracted to perform a similar assessment of Philadelphia OEM in 2006, and we have closely followed the evolution of their department over the past decade.

**Case Study: Santa Clara County OES**

The Santa Clara County Office of Emergency Services (OES) is administratively located within the County Executive Office, and the Director of Emergency Management reports directly to the County Executive. The current Director of Emergency Management has been with the County for more than three years. Prior to that, the OES had a series of directors over a decade.

In 2013, the Santa Clara County Fire Department, which has been successful in building its own effective program, supported the County Executive’s effort to reinvigorate OES. The vision was to integrate the emergency management program and function between OES (under the County Executive) and the County Office of Emergency Management (under the Fire Department), with the intent of establishing a collaborative model that had previously been absent.

Since that time, the OES Director has organized the office into three programmatic groups:

- Planning
- Training and Exercises
- Logistics and EOC Readiness

Beginning in 2014, OES assigned two emergency managers to each programmatic group, reporting to the OES Deputy Director. As additional staff have been hired, they were assigned within this structure. OES’s resulting organizational model has been effective in supporting the office’s objectives.

Complete staffing for Santa Clara County OES includes:

- Director of Emergency Management
- Executive Assistant
- Deputy Director of Emergency Management
- Public Risk Communications Officer
- Program Manager – Grants Management
Senior Management Analyst  
Management Analyst  
Accountant I  
Program Specialist II Planning (2)  
Program Specialist II Training and Exercise  
Management Analyst T&E  
Senior Emergency Planning Coordinator Planning  
Senior Emergency Planning Coordinator T&E  
Planning Coordinator EOC Readiness  
Software engineer III

**Figure 2:** Santa Clara County OES Organization Structure.

For training and exercises, the county takes a holistic approach and has steadily increased the number of training courses it has sponsored and the exercises it conducts. In September 2017, the OES will complete its first all-county Operational Area exercise.

OES personnel also receive training to develop specific requisite skill sets. The County Executive implemented minimum training standards for all assigned EOC personnel utilizing the National Incident Management System (NIMS) training program. Each assigned EOC staff member receives an appointment letter detailing the requirements. Additionally, the current training guidelines alignment with CalOES Type 3 EOC position credentialing standards. Since 2011, all OES staff have completed the NIMS training on EOC management (G775).
OES is supported by the County budget, as well as funds from the federal Emergency Management Performance Grant (EMPG) program and the State Homeland Security Grant Program (SHSGP). Some county OES programs also are supported by county fire, EMS, and sheriff’s office staff who are either paid through their agencies or receive grant funding. Santa Clara County OES uses a two-year maintenance cycle for the County EOP and other key documents; the EOP was last updated in January 2017.

Case Study: City of Philadelphia OEM

The City of Philadelphia is the sixth-largest city in the US, with a population of more than 1.5 million. Its Office of Emergency Management (OEM) is an independent department, reporting to the Mayor. In the aftermath of Hurricane Katrina, the Mayor and Managing Director (City Manager) acknowledged similarities between the city’s demographics and emergency response capabilities and those of New Orleans, and became increasingly concerned about the city’s ability to handle a major disaster. To address this concern, in 2006 the City established a 45-member Emergency Preparedness Review Committee consisting of city officials and leaders from the private sector as well as non-profit, religious and academic communities to review preparedness in the region including emergency management capacity and communications, continuity, relationships with the federal, state and regional governments, critical infrastructure protection and evacuation planning. Witt O’Brien’s staffed the effort and wrote the final report which included over 200 recommendations. This final assessment report prepared by Witt O’Brien’s categorized its findings under eight specific goals:

- Improve emergency management capacity
- Enhance emergency communications
- Integrate health and human services into emergency management
- Enhance federal, state, regional and local partnerships
- Promote transparency and community engagement in emergency management
- Ensure continuity of government and continuity of operations
- Protect critical infrastructure and promote public-private partnerships
- Develop comprehensive evacuation plans

Based upon the results of the Witt O’Brien’s report, the City redesigned and rebuilt its OEM, bringing in the Planning Chief from New York City OEM for the new position of Deputy Managing Director for Emergency Management and built a professional staff of experts from around the country. Over the following decade and through various administrations, Philadelphia OEM has continued to follow this original blueprint and recently completed work on the last of the original 200 recommendations. In addition, OEM has been able to achieve Emergency Management Accreditation Program (EMAP) accreditation, as a nationally recognized best-in-class program. Both staff and budget numbers have grown as the current leadership seeks to reduce reliance on federal homeland security grants for staffing.
Momentum has been maintained by strong efforts of OES leadership including regular updates of overall program strategy, use of planning metrics to prioritize implementation decisions and maintaining a major presence in the City through management of major events and two citywide exercises annually. They are also integrated with other first responders on call for one week each month as part of a 24/7 watch command. These teams will mobilize to the field for small incidents, to begin situation awareness and support to the EOC, if needed. For example, if there is a two-alarm incident, and/or if 10-12 citizens require evacuation due to any hazard, this triggers OEM to respond. Finally, OEM maintains momentum by helping to address non-traditional issues as well. For example, they are currently using the City’s EOC to help address the major opioid addiction crisis in the City.

**General Conclusions**

From the information reviewed in this section, a few key conclusions can be drawn to inform the analysis and recommendations that follow, namely:

- Most emergency management departments in big cities now report directly to the chief executive.

- While San José OES has less emergency management staff than many big cities and some much smaller ones, the gap can easily be made up by phased in hiring of 10-15 qualified emergency managers.

- The case studies of Santa Clara County OES and Philadelphia OEM provide excellent examples of how an emergency management program can rapidly increase its capabilities with a sound strategic plan supported by commitment and investment by city management and elected officials.

**Analysis & Recommendations**

**OES in the City of San José Organizational Structure**

**RECOMMENDATION**: After a, thorough review of four options, our recommendation is that the City of San José should administratively transfer OES from the Fire Department to the City Manager’s Office, preferably reporting to a Deputy City Manager whose portfolio includes all three primary public safety departments – Fire, Police, and OES – to maximize opportunities for full integration and coordination of key initiatives.
While the placement of OES with the City’s organizational structure is not the only factor impacting its ability to carry out its mission, it is an important one. In order to successful, the Director of OES must have:

- The stature in City government to coordinate effectively across all departments and offices as a peer with other senior managers;
- Frequent interaction with the City Manager’s Office, the Mayor and the City Council Members to ensure full alignment on key initiatives, policies and objectives;
- Sufficient number of non-grant funded staff and other supporting resources to carry out the essential functions; and
- A budget with adequate, dedicated annual funding.

Based upon our analysis of other emergency management departments around the country, this can be accomplished in a variety of different ways, and the solution must be tailored for the specific municipal setting. For the purposes of this analysis, we considered four different options, providing pros and cons and a summary analysis for each.

It is extremely important to note that in evaluating various options, we must be careful to look at the structure of City offices and departments, and not at the incumbents of any specific position. This is especially challenging in performing this analysis for San José city government because there are several extremely competent managers in different offices and departments who would be great advocates for OES. Our job is to look past the individuals currently holding these titles and positions and make a recommendation based upon the best long-term option reflecting the underlying foundational structure of city government.

1. Option One: Keep OES under the Fire Department (NOT RECOMMENDED)

   a. Description: Since 2009, OES has been an organizational unit situated as a component of the Fire Department. The decision to move OES to the FD from the City Manager’s Office at that time was reportedly due to budgetary issues. Under the current structure, the OES Director reports to a FD Assistant Chief and is treated as part of the senior management team by the Fire Chief.
b. **Pros:**

- The Fire Department is extremely well organized and its entire staff is thoroughly trained and proficient in the National Incident Management System (NIMS) and Incident Command System (ICS), both of which are part of the foundation of emergency management nationwide as mandated by Homeland Security Presidential Directive-5 (HSPD-5). Therefore, there is a natural fit and compatibility between FD and OES in their underlying doctrine.

- Fire Departments nationwide have become much broader in their focus since 9/11 and have a role in many types of incidents in which OES would also play an important part. The 2017 Coyote Creek Flood is an excellent example of the Fire Department taking on much broader emergency response and recovery roles than traditional evacuation and rescue, including staffing of the Operations Section of the EOC. As a result, OES and the Fire Department share common operational objectives and can support one another in accomplishing their mission.

- The Fire Department is a relatively large and well-resourced department and has the capability of supporting OES with funding, staffing, equipment without materially impacting their own budget or operational capabilities. Although there is no strong evidence that this has happened in any substantive manner in recent years, being able to draw upon FD staffing resources to support labor intensive OES initiatives such as the Community Emergency Response Team (CERT) program could be extremely beneficial.

- The Fire Department enjoys a generally very positive reputation in the community, which OES benefits from by association. In many cities, the general public does not have a high degree of awareness of the emergency management department; therefore, being associated with another well-known and well-regarded department can be very helpful.

c. **Cons:**

- Although the Fire Department is much better funded, staffed and equipped than OES, it has a huge mission and cannot easily spare resources for OES, and there is little evidence that it has in recent years.
While Fire and OES intersect in many areas of operational responsibility, these are also very distinct professions and with very different mandates, and it can be extremely challenging to accomplish both if one is subsumed under the other.

To perform its function effectively, OES must be able to coordinate the work of the all departments at the highest levels and the OES Director must operate as a peer to the Fire Chief. This is difficult to accomplish with the OES Director as a subordinate employee of the Fire Department, currently reporting to an assistant chief and therefore effectively holding an organizational position equivalent to a deputy chief.

As a Fire Department employee, the OES Director may also be perceived by other departments as being biased or influenced when coordinating issues that may involve multiple agencies with different opinions on the proper course of action. It is very important that the OES Director be perceived as an honest broker across all departments.

OES is not physically housed in a Fire Department building which does not promote optimal organizational integration.

d. **Summary Analysis:** By all accounts OES has been well treated within the Fire Department; however, there is no compelling evidence that OES derives much direct benefit from the FD in carrying out its mission. Keeping OES under the Fire Department is a viable option, but not the best option.

2. **Option Two: Move OES under another operational department (NOT RECOMMENDED)**

   a. **Description:** As an alternative, OES could be transferred from the Fire Department to another operational department within city government. Based upon how some other cities have structured the emergency management function, the Police Department is the next most logical choice.

   b. **Pros:**

      – If the City of San José sees a benefit in moving from what is primarily an emergency management function to more of a homeland security system, integration of the Police Department and OES would be beneficial.
− Like the Fire Department, the Police Department has a public safety mission closely aligned with OES; therefore, OES could benefit from being more closely connected to law enforcement.

− OES’ all-hazards approach to crisis management and understanding of NIMS and ICS could help expand the Police Department’s capabilities, especially during large incidents in which the police may be required to perform functions beyond traditional law enforcement.

− Special events, such as the Super Bowl, require close cooperation between PD and OES; therefore, a more formal integration could enable OES to take advantage of law enforcement sensitive information and intelligence that police departments do not typically share outside of their own department.

− If the Police Department dedicated some of its staff, funding and other resources to the OES mission, it could help support the essential emergency management functions.

− OES and the City’s Emergency Operations Center are currently physically housed in the Police Department’s building which would support integration.

c. **Cons:**

− Most of the drawbacks of being in the Fire Department detailed above would also apply to the Police Department, i.e., the low likelihood of substantive sharing of funding and resources, the distinctness of the two missions, the need for the Police Chief and OES Director to be peers and the perception of bias by other departments hindering OES coordination.

− NIMS and ICS are not used as integrally in the Police Department, so the alignment in underlying doctrine with OES would not be especially strong.

− Integration of a non-law enforcement focused department like OES into the Police Department could create some significant cultural and operational challenges, at least in the short term.

**Summary Analysis:** In general, there is no discernible advantage to OES to being under the Police Department vs. the Fire Department, unless the City determines that a more integrated homeland security function is desirable, then this is worthy of consideration.
Absent a purposeful move to an integrated homeland security program, there is not a strong rationale for moving OES into the Police Department; therefore, this option is viable, but not recommended at this time.

3. Option Three: Move OES under the City Manager’s Office (RECOMMENDED)

   a. Description: As previously noted, until 2009, OES was directly under the City Manager’s Office, and by all accounts the move to the Fire Department was strictly due to budgetary not operational issues.

   b. Pros:

      − OES would be established as a top tier department in City structure providing it with the visibility and stature necessary to carry out its mission across the municipal government and throughout the community.

      − The OES Director would have direct access to the highest levels of city government. Although the current and former OES Directors have frequently interacted with City Management and elected officials, this realignment would formalize and enhance these essential relationships.

      − As a direct report to the City Manager’s Office, the OES Director would be able to most effectively coordinate initiatives across all components of the municipal organization without going through a circuitous chain of command or being perceived as associated with any one particular operational department.

      − Assuming that the OES Director is established as a peer to all other directors, department heads, chiefs, etc., who report directly to the City Manager’s Office, OES would have an equal voice in all key issues related to its mission.

      − OES would have its own budget approved by the City Council rather than being subsumed in the Fire Department budget as it is now. This would eliminate any perceptions that funds intended for OES could be used for any other purposes.

      − The Fire Department would be able to give its full attention to its core mission and not have to be concerned with managing the emergency services function.
c. **Cons:**

- OES would no longer have the potential to draw upon abundant Fire Department resources to support its mission. Even though this does not appear to have occurred to any substantive degree in the past, the potential remains and could be very beneficial.

- The City Manager’s Office already has a tremendous amount of responsibility and adding another department, especially one that will require substantial attention over the next few years as OES evolves, could present some challenges.

d. **Analysis:** Moving OES from the Fire Department to the City Manager’s Office (CMO) provides the best opportunity for OES to expand its capabilities, which must be a high priority for the City in order to build community resilience and adequately prepare all sectors and the public for a wide variety of potential hazards. Furthermore, being positioned directly with the City Manager’s Office should make it easier for OES to draw upon support staff from a wide variety of other departments to support its more labor-intensive initiatives, including training and exercises, CERT and other community preparedness programs. Overall, organizational alignment under the CMO would best position OES and its Director to maximize effectiveness. In the process of moving to the CMO, the name of the office should reflect the management aspect of its mission. Consider changing the office name from Office of Emergency Services to Office of Emergency Management (OEM) which would be consistent with many big city departments nationwide.

Note: If the decision is made to move OES under the City Manager’s Office careful consideration should be given to whom the OES Director officially reports. The relationship between OES, Police and Fire is critical; therefore, it may be advisable to combine them under a single Deputy City Manager, preferably one with an operational focus who can ensure broad integration of initiatives across all three departments. This was the model used very effectively in New York City under Mayor Bloomberg’s administration in which the Deputy Mayor for Operations had supervisory authority over the Police, Fire and OEM Commissioners to make certain that their operations were always fully and properly coordinated and integrated.

Based upon our overall analysis, administratively moving OES from the Fire Department to the City Manager’s Office is the recommended option.
4. Option Four: Create a hybrid dual-reporting structure

a. **Description:** Although it would be a relatively unique in city government, another option would be for OES to remain in the Fire Department to carry out its normal emergency preparedness functions, but become a direct report to the City Manager during any declared local emergency or activation of the City’s Emergency Operations Center (EOC). To some degree this is how the FEMA Administrator operates with normal reporting to the Secretary of Homeland Security but a more direct relationship with the President during Presidentially declared disasters. This is also how the City of Miami currently operates.

b. **Pros:**

   - The OES Director would have a more direct connection to the City Manager’s Office during times of crisis.

c. **Cons:**

   - Since EOC activations or declared local emergencies are relatively infrequent, this may cause some confusion when the change in reporting relationships goes into effect.
   
   - This would not help OES to carry out its overall mission for the same reasons described above under the option of keeping OES under the Fire Department.

d. **Analysis:** Aside from creating a direct reporting relationship between the City Manager’s Office and the OES Director in times of crisis, which is likely to happen regardless, there are few standalone benefits of this option. If the decision is made to keep OES under the Fire Department, this option becomes worthy of consideration, but it is not recommended as the preferred option.

**OES Funding, Staffing & Internal Organization**

With a new Director and in the aftermath of the 2017 Coyote Creek Flood, City Management and OES should work together to update the vision and mission of the department, and devise a plan for funding, staffing and organizing OES to best meet the complex challenges of the future.
For the purposes of this report, we offer the following general recommendations:

**RECOMMENDATION:** The City of San José should make substantially greater funding commitments to OES, continuing the trend of the past three years. Going forward, sufficient general funds should be made available to enable OES to significantly increase its staff, make substantive capital expenditures for equipment and further EOC upgrades, and to directly fund several near-term initiatives necessary to expand its capabilities as rapidly as possible. Grant funding should continue to be an important funding source for OES, and OES should redouble efforts to obtain EMPG, UASI and SHSGP grants; however, the City should not rely on grant funds to pay for staff. To recruit and retain qualified emergency managers, OES must have a reliable and sustainable funding stream, preferably from the City’s General Fund to pay for its staff.

**RECOMMENDATION:** To carry out its vital mission, add a minimum of ten (10) additional, fully qualified emergency management staff\(^{16}\), phased in over the short term of no more than two (2) years, and reorganize the department to reflect current industry best practices. See figure 4. Immediately convert the three currently grant funded positions to general fund. Provide an opportunity to fully staff the OES over the following three years for a total of twenty-two (22) staff. We also recommend that the OES Director’s official job title should be elevated to a Director from a Deputy Director to give this position the status required to coordinate as a peer with other senior managers. Rename the office to “Office of Emergency Management.”

While our detailed review of emergency management departments at big and smaller cities nationwide demonstrates the wide range of internal organizational options, for a start, OES should consider implementing some version of following org chart which covers the most common requirements (Note: a more detailed org chart can be found in Appendix B):

\[^{16}\text{See Appendix C for three newly proposed emergency management position classifications for Emergency Planning Technician, Emergency Planning Coordinator and Senior Emergency Planning Coordinator.}\]
Figure 3: Proposed San José OEM Organizational Structure
Figure 4: San José OEM Complete Organization Structure

See Appendix B for more detail on position responsibilities.
A note on staffing options – Limited Term Assignments from Other Departments. One staffing model for emergency management organizations that has worked extremely well in some cities is seconding or detailing staff from various department to an OES/OEM for a defined period of time, usually a minimum of eighteen months. This enables an emergency management department to quickly supplement existing emergency management staff with operational staff already familiar with the community and city processes. New York City OEM has traditionally relied heavily upon this model with the NYPD and FDNY each providing approximately twenty uniformed personnel at all times. In addition, other departments including the Departments of Sanitation (DSNY), Environmental Protection (NYC DEP) and transportation (DOT), among others have periodically provided staff to OEM. The secondary benefit of this model is that it can serve as a professional development opportunity for staff from other departments who typically get broader exposure to city government, operations and community issues than they would by staying exclusively in their home departments. There is usually so much demand for these temporary assignments in New York City that personnel from other departments must apply and go through a rigorous vetting and competitive selection process. It is important to make these temporary assignments sufficiently long that staff can be trained sufficiently to be effective in supporting emergency management operations. Also, at least in New York City, the staff continue to administratively report to their home departments; although, once at OEM they wear civilian clothing, operationally report to an OEM supervisor and do not necessarily hold an OEM organizational title commensurate with their home department rank.

OES Priorities

In its journey to becoming a best-in-class emergency management organization, OES has much work to do in the coming years to fully prepare the City of San José to face the crises of the future, to build a resilient community that can withstand the impacts of incidents of any type, scale, duration and complexity, and to have comprehensive processes in place for responding to and recovering from emergency situations. Based upon this analysis as well as our 2017 Coyote Creek After-Action Review & Improvement Recommendations Report, OES should consider the following priorities in the short term:

RECOMMENDATION: OES should commence the rewrite of the City’s Emergency Operations Plan (EOP) which has not been updated since 2006. The EOP contains the doctrine for response and recovery operations and must reflect current best practices as well as current capabilities and existing community wide resources. In addition to the base plan, the EOP must include key hazard-specific (earthquake, flooding, pandemic disease and cyber-attack, etc.) and functional (evacuation, emergency communications, mass care/sheltering/post disaster housing, recovery, etc.) annexes. While a rewrite of the entire EOP is very important, given the range of communications issues experienced during the 2017 Coyote Creek Flood, OES should give the highest priority to devising a comprehensive Emergency
Communications Plan and begin work immediately in order to have this functional annex completed, tested and in place before the winter rainy season.

**RECOMMENDATION:** OES should establish a comprehensive and consistent emergency training and exercise program that involves city staff and a wide variety of community stakeholders, including the private sector, voluntary agencies, the general public and other agencies from all levels of government. For key City of San José staff, this must include more frequent Emergency Operations Center (EOC) training plus participation in drills and exercises that range from testing emergency communications systems and protocols, to tabletop exercises involving City Management and elected officials, to full scale exercises that simulate the types of field operations necessary in a large-scale incident.

**RECOMMENDATION:** OES must significantly expand upon essential personal and community emergency preparedness programs, including San José Prepared and CERT (Community Emergency Response Teams). True community resilience comes from fully preparing municipal staff, the private sector workforce, voluntary organizations and individual residents and their families for all hazards and any crises of the future.
## APPENDIX A. Emergency Management in Select Jurisdictions - Positions and Program Descriptions

### New York, NY. NYC Emergency Management

<table>
<thead>
<tr>
<th>Positions</th>
<th>Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>NYCEM reports to the First Deputy Mayor in the Office of the Mayor[^17]</td>
<td>NYC Emergency Management plans and prepares for emergencies, educates the public about preparedness, coordinates emergency response and recovery, and collects and disseminates emergency information. The agency maintains a disciplined unit of emergency management personnel — including responders, planners, watch commanders, logisticians, community outreach, communications, administrative and support staff — to identify and respond to various hazards. NYC Emergency Management (formerly the Office of Emergency Management or OEM) is undergoing a rebranding process as part of a comprehensive effort to increase the public's awareness of the role of emergency management in the city.</td>
</tr>
<tr>
<td>1. Commissioner</td>
<td></td>
</tr>
<tr>
<td>2. First Deputy Commissioner</td>
<td></td>
</tr>
<tr>
<td>3. Chief of Staff</td>
<td></td>
</tr>
<tr>
<td>4. DAFN Coordinator</td>
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</tr>
<tr>
<td>5. DAFN Advisor</td>
<td></td>
</tr>
<tr>
<td>7. Asst. Comm. Training</td>
<td></td>
</tr>
<tr>
<td>11. Press Secretary</td>
<td></td>
</tr>
<tr>
<td>19. Asst. Comm. Community Outreach</td>
<td></td>
</tr>
</tbody>
</table>

## Program

The Emergency Management Department has five divisions composed of administrative staff and specialists that work with City departments, municipalities, and community-based organizations to ensure that the City and its residents have the resources and information they need to prepare for, respond to, and recover from emergencies, disasters, and significant events.

### Administrative Services Division

- Develops, prepares, and administers the annual EMD budgets
- Handles departmental accounting functions including procurement, accounts payable, travel arrangements, time keeping, grant administration, and financial reporting
- Assists EMD management in addressing labor relations issues, resolves personnel matters, and facilitates and coordinates the hiring process
- Serves as the liaison to county, state, federal and local non-profit agencies

### Communications Division

- Serves as the department’s centralized hub for gathering and disseminating information using resources such as the Internet, Channel 35 City View, publications, mass media, and social media
- Coordinates department press conferences, press releases, and special events
- Develops and publishes informational materials and bulletins about emergency readiness and current or emerging crisis issues
- Serves as the lead agency for the Information and Public Affairs Section and/or Joint Information Center when the Emergency Operations Center is activated
- Responsible for maintaining all media contacts and responding to media requests and inquiries
- Responds to inquiries for information from the public and from City employees

### Community Emergency Management Division

- Works with neighborhood associations, schools, faith-based organizations, and other community groups to promote emergency management and preparedness
- Coordinates EOO community outreach programs
- Participates in fairs, expos, and community meetings
- Publishes and disseminates preparedness information
- Distributes brochures and other educational material
- Chairs the EOO Community Preparedness Subcommittee

### Operations Division

The Operations Division is responsible for EOC readiness, emergency planning, training, and exercise programs. It is also responsible for ensuring the operational readiness of the City's Emergency Operations Center (EOC) and alternate EOCs. This includes:

- Coordinates EOC activations
- Staffing, training, securing access, managing information, and maintaining communications systems for EOC and alternate EOC facilities
- Develops city emergency plans
- Reviews and tests departmental emergency plans to support City departments and their employees in fulfilling their respective emergency missions
- Provides emergency preparedness training for City employees
- Coordinates citywide emergency management training programs
- Develops and delivers citywide emergency management exercises

Special Projects and Analytics Division

- Manages and provides oversight for long-term and short-term executive-level citywide emergency management projects and programs involving department-specific and/or multi-agency coordination.
- Writes, reviews, and evaluates emergency management requests for proposals and contracts related to homeland security grants and general fund grants.
- Researches emergency management best practices for possible integration in the department’s plans and procedures for emergency response and recovery.
- Develops ongoing collaborative partnerships between EMD and surrounding emergency management offices in the operational area and Southern California.
- Oversees the writing, implementation and maintenance of on-call contracts and memoranda of understanding related to catastrophic planning.
- Oversees the Citywide Disabilities and Access & Functional Needs (DAFN) sustainment program.
- Chairs the Local Hazard Mitigation Subcommittee to the Emergency Management Committee.
- Co-Chairs, along with the Department on Disability, the Coalition for People with Disabilities and Others with Access and Functional Needs and the Disabilities and Access and Functional Needs Subcommittee to the Emergency Management Committee.
- Serves in an advisory capacity on any Emergency Management Mutual Aid training or coordination projects with LA County, Cal OES, and other outside agencies.

### Chicago, IL. Office of Emergency Management and Communications

<table>
<thead>
<tr>
<th>Positions</th>
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</thead>
<tbody>
<tr>
<td>1.</td>
<td>Executive Director</td>
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<tr>
<td>2.</td>
<td>First Deputy Director</td>
</tr>
<tr>
<td>3.</td>
<td>Director of Technology</td>
</tr>
<tr>
<td>4.</td>
<td>Director of Ops</td>
</tr>
<tr>
<td>5.</td>
<td>Director of Admin. Services</td>
</tr>
<tr>
<td>6.</td>
<td>Application Development</td>
</tr>
<tr>
<td>7.</td>
<td>Infrastructure</td>
</tr>
<tr>
<td>8.</td>
<td>Radio</td>
</tr>
<tr>
<td>9.</td>
<td>Dispatch Ops.</td>
</tr>
<tr>
<td>10.</td>
<td>Operations Center</td>
</tr>
<tr>
<td>11.</td>
<td>OEM</td>
</tr>
<tr>
<td>12.</td>
<td>TMA</td>
</tr>
<tr>
<td>13.</td>
<td>Media Affairs</td>
</tr>
<tr>
<td>14.</td>
<td>Finance</td>
</tr>
<tr>
<td>15.</td>
<td>Contracts</td>
</tr>
<tr>
<td>16.</td>
<td>Grants</td>
</tr>
<tr>
<td>17.</td>
<td>Labor &amp; Legal</td>
</tr>
</tbody>
</table>
# Program

The mission of the Office of Emergency Management and Communications is to manage incidents, coordinate events, operate communications systems, and provide technology, among other forms of support, to City services to strengthen their respective missions and to protect lives and property in the City of Chicago. The OEMC is committed to partnering with local, regional, state, and federal partners to achieve seamless integration and complementary missions. The OEMC recognizes that in addition to its traditional responsibilities at the local level, its support of relevant Cook County and State of Illinois efforts will result in more safety and security for both City residents and City property. This recognition is driven by the OEMC’s commitment to innovation and flexibility in achieving its mission of supporting City services.

The end state is OEMC’s vision of “Integrated Operations, Safe and Secure Citizens.” The department will be guided toward this vision by its values of professionalism, accountability, integrity, communication, preparedness, and collaboration. These values will serve as guideposts for staff conduct as the OEMC works toward its vision by supporting City services and protecting both citizens and property in the City of Chicago.

## Houston, TX. Office of Emergency Management

<table>
<thead>
<tr>
<th>Positions</th>
<th>[information not available]</th>
</tr>
</thead>
</table>

| Program |

Houston OEM prepares Houston by developing programs and plans before a disaster strikes. It provides programs and activities to city residents and departments to help them prepare for, cope with, and recover from the effects of natural and man-made disasters through all four phases of emergency management: preparedness, response, recovery, and mitigation. OEM has developed several plans including the City of Houston Emergency Management Plan, which provides strategic guidance for City departments in the event of an emergency. OEM also maintains the City's Hazard Mitigation Action Plan, which helps drive strategies for minimizing the impact of natural hazards, such as wildfires and flooding. Additionally, OEM maintains a variety of operational plans that help drive how Houston responds to different, situations, such as the Hurricane Response and Recovery Plan, and addresses key functions, such as the Emergency Public Information Plan.

## Phoenix, AZ. Office of Homeland Security and Emergency Management

| Positions |

1. Director
2. Deputy Director
3. Management Assistant II
4. Management Assistant I
5. Emergency Planner II
6. Emergency Planner II
7. Specialist
8. Accountant

| Program |

The Office of Homeland Security and Emergency Management (OHSEM) is committed to a secure and resilient city that empowers residents to participate in the activities to increase individual and household emergency preparedness. Through its plans and programs, OHSEM’s focus is to make the whole community involved to improve the overall quality of living in the city. Through the work of OHSEM, the city has been recognized as “StormReady” by the National Weather Service. It has established strong partnerships with community organizations and proactively prepares and plans

https://www.cityofchicago.org/content/dam/city/depts/oemc/general/img/orgchart.htm
for known weather vulnerabilities that threaten the community. In addition, the city has earned the American Red Cross “Good Neighbor Award” by its work to reach everyone in the community to increase the safety of homes and better prepare residents to face a disaster. OHSEM offers regular training to the public on various hazards, on preparedness topics, on the CERT program, and even on self-defense and personal safety topics.

### Philadelphia, PA. Office of Emergency Management

<table>
<thead>
<tr>
<th>Positions</th>
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</thead>
<tbody>
<tr>
<td>OEM Staff report to the City Managing Director.</td>
<td></td>
</tr>
<tr>
<td>1. Director of Emergency Management</td>
<td>11. Recovery Planning Coordinator</td>
</tr>
<tr>
<td>2. Homeland Security Program Manager</td>
<td>12. Health and Human Services Program Manager</td>
</tr>
<tr>
<td>3. IT Program Manager</td>
<td>13. Mass Care Planning Coordinator</td>
</tr>
<tr>
<td>4. IT Coordinator</td>
<td>14. Health and Medical Planning Coordinator</td>
</tr>
<tr>
<td>5. EOC Manager</td>
<td>15. Community Resilience Asst. Coordinator</td>
</tr>
<tr>
<td>6. Logs. Program Manager</td>
<td>16. Training &amp; Exercise Program Manager</td>
</tr>
<tr>
<td>8. GIS Program Manager</td>
<td>18. Public Info. Program Manager</td>
</tr>
<tr>
<td>10. Infrastructure Program Manager</td>
<td>20. Regional Integration Center Program Manager</td>
</tr>
</tbody>
</table>
| 21-25. Regional Integration Center Coordinators (5) | 26. Homeland Security Grant Program Manager

### Program

The Office of Emergency Management (OEM) leads all-hazards emergency management in three divisions.

1. **Planning Division.** Responsible for hazard mitigation planning, mass care and shelter planning, and tracking for FEMA Disaster Assistance following the Public Assistance Plan, and other issues.

2. **Operations Division.** Responsible for office IT resiliency, logistics programs, special event training, and other issues.

3. **Public Affairs Division.** Responsible for public outreach, community and business preparedness support programs, Joint Information Systems, notifications, and other issues.

### San Antonio, TX Office of Emergency Management

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19 [https://beta.phila.gov/departments/oem/about/history/](https://beta.phila.gov/departments/oem/about/history/)

20 [https://beta.phila.gov/departments/oem/about/staff/](https://beta.phila.gov/departments/oem/about/staff/)
<table>
<thead>
<tr>
<th>Positions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Emergency Management Coordinator</td>
</tr>
<tr>
<td>2. Deputy Emergency Management Coordinator</td>
</tr>
<tr>
<td>3-4. Assistant Emergency Management Coordinator (2)</td>
</tr>
<tr>
<td>5-6. Special Projects Manager Senior Management Analyst (2)</td>
</tr>
<tr>
<td>7. Management Analyst</td>
</tr>
<tr>
<td>8. Department Fiscal Administrator</td>
</tr>
<tr>
<td>9. Fiscal Analyst</td>
</tr>
<tr>
<td>10. Senior Project Management Specialist</td>
</tr>
<tr>
<td>11. Accountant</td>
</tr>
<tr>
<td>12. PD Liaison[^21]</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Program</th>
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</thead>
<tbody>
<tr>
<td>The San Antonio Office of Emergency Management (SAOEM) coordinates activities of City departments responsible for continued operations during disasters, coordinates agreements for the use of resources, communicates with state and federal agencies, and provides education and training to citizens and municipal employees. SAOEM focuses on the emergency management phases of prevention, preparedness, response, and recovery.</td>
</tr>
<tr>
<td>SAOEM maintains plans to provide for an all-hazards approach to managing any type of emergency or disaster, including the city’s Emergency Operations Plan (EOP), which outlines how the city will respond operationally to a major incident. The Hazard Identification and Risk Assessment (HIRA) identifies potential hazards, history of occurrence, and vulnerability to identified hazards. SAOEM also maintains a Hazard Mitigation Action Plan (HMAP). The goal of the HMAP is to minimize or eliminate the long-term risk to human life and property from known hazards by identifying and implementing cost-effective mitigation actions. Additionally, SAOEM maintains mutual aid agreements with external organizations and other jurisdictions that can assist when the incident exhausts the city’s resources. A Regional Mutual Aid Guidebook was developed by the Alamo Area Council of Governments (AACOG) Emergency Preparedness Division to promote acceptance a regional mutual aid program.</td>
</tr>
</tbody>
</table>

### San Diego, CA. Office of Homeland Security

<table>
<thead>
<tr>
<th>Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Executive Director (1)</td>
</tr>
<tr>
<td>2. Supervising Management Analyst (5)</td>
</tr>
<tr>
<td>3. Senior Management Analyst (4)</td>
</tr>
<tr>
<td>4. Program Manager (1)</td>
</tr>
<tr>
<td>5. Associate Management Analyst (3)</td>
</tr>
<tr>
<td>6. Administrative Aide 2 (3)</td>
</tr>
<tr>
<td>7. Life Guard Chief (0.35)</td>
</tr>
<tr>
<td>8. Police Lieutenant (0.35)</td>
</tr>
<tr>
<td>9. Program Manager Hourly (0.35)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Program</th>
</tr>
</thead>
<tbody>
<tr>
<td>The <strong>Prevention and Protection Program</strong> coordinates risk management plans and activities throughout the City and the San Diego region.</td>
</tr>
<tr>
<td>The <strong>Mitigation and Finance Program</strong> manages federal Homeland Security grant funds for the San Diego region.</td>
</tr>
<tr>
<td>The <strong>Response and Recovery Program</strong> leads the development / review of City-level emergency plans, facilitates integration of the City's emergency plans both internally and externally, maintains the City's two Emergency Operations Centers (EOCs), and coordinates and oversees citywide emergency training and exercises.</td>
</tr>
</tbody>
</table>

[^21]: [http://www.saoempprepare.com/About/Staff](http://www.saoempprepare.com/About/Staff)
The **Regional Training Program** administers and coordinates FEMA-funded emergency training courses for the region's first responder, public safety, and emergency management stakeholders.

### Dallas, TX. Office of Emergency Management

|-----------|----------------|---------------------------------------------|----------------------|-------------------|-------------------------|---------------------------------------------|-----------------------------|---------------------------------|---------------------------------|---------------------------------|---------------------------------|

The Dallas Office of Emergency Management (OEM) works before, during, and after emergencies to minimize impacts on the community. It operates in conjunction with other government agencies, the private sector, and community stakeholders to advocate for preparedness, prevention, response, recovery, and mitigation. OEM's main objective is to build a resilient community that withstands all hazards, adapts quickly to disruptions, and rapidly resumes day-to-day activities. OEM focuses on the following four objectives:

1. **Develop an all hazards approach for preparedness, response, recovery, and mitigation:**

   Adopting the all hazard approach in our training, planning, and exercising will greatly enhance the City of Dallas's ability to respond and recover from a disaster event.

2. **Enhance capabilities through planning, training, and exercising:**

   The City of Dallas OEM will provide planning, training, and exercise assistance to city departments and stakeholders responsible for prevention, mitigation, response, and recovery.

3. **Address sustainability consideration in all projects:**

   During all planning efforts sustainability of the program must be taken into consideration. The factoring in of sustainability will ensure that planning efforts can be maintained or upgraded as necessary. Planning efforts will need to reflect changes with local, state, and nation requirements pertaining to standards and fiscal constraints.

4. **Utilize new technologies:**

   As new technology becomes available, it will be assessed and incorporated into the City of Dallas emergency management strategy. OEM will utilize existing technologies to ensure the emergency management initiatives are efficient and effective.

### San José, CA. Office of Emergency Services

<table>
<thead>
<tr>
<th>Positions</th>
<th>1. OES Director</th>
<th>4. Training Specialist</th>
<th>5. Incident Management Coordinator</th>
</tr>
</thead>
</table>
### Program Elements
1. Hazard Identification, Risk Assessment, and Impact Analysis
2. Hazard Mitigation
3. Planning
4. Direction, Control, and Coordination
5. Communications and Warning
6. Operations and Procedures
7. Logistics and Facilities
8. Resource Management
9. Mutual Aid
10. Training
11. Exercises, Evaluations, and Corrective Actions
12. Crisis Communications and Public Information
13. Finance and Administration
14. Laws and Authorities

### Austin, TX. Office of Homeland Security and Emergency Management (HSEM)

#### Positions
1. HSEM Director
2. HSEM Assistant Director
3. Executive Assistant
4. Disaster Recovery Officer
5-8. Emergency Plans Officers (4)
9-10. Public Information Officers (2)
11. Community Preparedness Officer
12-13. Administrative and Special Programs (2)

#### Program
- Disaster Recovery Office
- Emergency Management Programs
- Community Preparedness Programs
- Administration and Finance Programs

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In 2017, the City of Austin’s Office of Homeland Security and Emergency Management Program was granted full accreditation by the Emergency Management Accreditation Program (EMAP).

### San Francisco, CA. Department of Emergency Management

**Positions**
The management staff includes:

1. Executive Director
2. Deputy Director, Emergency Communications
3. Deputy Director, Emergency Services
4. Deputy Director, Administration and Support

**Program**
The San Francisco Department of Emergency Management is organized in three divisions:

- **Division of Emergency Services**, which focuses on: the citywide emergency management program, the emergency medical services agency, disaster preparedness/community education and outreach, and grants management.

- **Division of Emergency Communications**, which focuses on: police/fire/EMS dispatch, data collection and statistics, and customer service.

- **Administration & Support**, which focuses on: finance/budget/accounting, IT systems, and facility management.

### Seattle, WA. Office of Emergency Management

**Positions**

<p>| | |</p>
<table>
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<tbody>
<tr>
<td>1.</td>
<td>Director</td>
</tr>
<tr>
<td>2.</td>
<td>Deputy Director</td>
</tr>
<tr>
<td>3.</td>
<td>Admin. Staff Asst.</td>
</tr>
<tr>
<td>4.</td>
<td>Admin. Specialist</td>
</tr>
<tr>
<td>5.</td>
<td>Public Ed. &amp; Outreach Coordinator</td>
</tr>
<tr>
<td>6.</td>
<td>Outreach &amp; Training Specialist</td>
</tr>
<tr>
<td>7.</td>
<td>Outreach &amp; Training Specialist</td>
</tr>
<tr>
<td>8.</td>
<td>Volunteer Coordinator</td>
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<tr>
<td>9.</td>
<td>Operations Coordinator</td>
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<tr>
<td>10.</td>
<td>Planning Coordinator</td>
</tr>
<tr>
<td>11.</td>
<td>Community Planning Coordinator</td>
</tr>
<tr>
<td>12.</td>
<td>Mitigation and Recovery Coordinator</td>
</tr>
<tr>
<td>13.</td>
<td>Training and Exercise Coordinator</td>
</tr>
<tr>
<td>14.</td>
<td>Hazards and Technology Coordinator</td>
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</tbody>
</table>

**Program**
The Seattle Office of Emergency Management is responsible for managing and coordinating the City's resources and responsibilities in dealing with emergencies. The program uses the following organizational principles:

---

Unity of Effort: Seattle's Disaster Management Committee meets monthly with department and agency representatives who advise on disaster readiness and response capabilities within the City. The Strategic Work Group meets weekly to work on emergency management topics that enhance our citywide preparedness. The Mayor chairs the Emergency Executive Board made up of senior staff and key department directors, who address emergency management policies.

Mitigation: The Seattle OEM works to mitigate known hazards through planning and the use of federal and state grants. These funds have been used to retrofit community centers and critical public utilities and transportation infrastructure for seismic safety and have supported the design of structural guidance for retrofitting residential structures.

Community Outreach: OEM maintains several programs to increase community resilience, including the Seattle Neighborhoods Actively Prepare (SNAP) program and the Community Safety Ambassador program (to reach non-English speaking communities with vital training). The Auxiliary Communication Services (amateur radio program) with its 140+ volunteers provide essential emergency communication capabilities and vital connections between Community Emergency Hubs - predetermined locations where people can gather after a disaster to share information, resources, and solve problems.

Planning: The OEM is the central coordinating agency for development, training on, and maintenance of the all-hazard Seattle Comprehensive Emergency Management Plan, the Seattle Hazard Identification and Risk Analysis, the Seattle All Hazard Mitigation Plan, Seattle Disaster Recovery Framework, Departmental Continuity of Operations Plan, an OEM Strategic Plan, and many incident-specific checklists and protocols. OEM works with City departments, non-profit agencies, hospitals, schools, the military, and many other elements of the community in developing emergency management plans.

Training and Exercises: More than 250 department, agency, regional, and policy representatives are identified as Emergency Operations Center (EOC) staff. The mission of the EOC is to coordinate information, resources, and plans of action in times of emergency. OEM offers annual training to EOC staff and conducts and evaluates exercises to test and improve emergency plans.

Disaster Response: During disasters, OEM manages the city's EOC, which is the central location for strategic collaboration and information sharing. Since 2005, the EOC has activated 40 times, six of which were for presidentially declared disasters. The EOC coordinates with King County, Washington State, and the Federal Emergency Management Agency. Activations have been for earthquake, snow, wind, large fires, protests, excessive heat, flu, transportation accidents, and large planned events.

Recovery: With every presidentially declared disaster, OEM staff advocate for and administer federal disaster assistance programs made available to City government, residents, and businesses. OEM also coordinates post-disaster recovery planning designed to guide community recovery and rebuilding after major disasters.

Washington, DC. Homeland Security and Emergency Management Agency (HSEMA)
### The HSEMA reports to the Deputy Mayor for Public Safety and Justice at the Office of the Mayor\(^24\). Staff positions are:

<table>
<thead>
<tr>
<th>Positions</th>
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</thead>
<tbody>
<tr>
<td>1. Agency Director</td>
</tr>
<tr>
<td>2. Special Events Division</td>
</tr>
<tr>
<td>3. General Counsel</td>
</tr>
<tr>
<td>4. Operations Director</td>
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<tr>
<td>5. JAHOC</td>
</tr>
<tr>
<td>6. Radio Security</td>
</tr>
<tr>
<td>7. WRTAC Executive Director</td>
</tr>
<tr>
<td>8. WRTAC Ops. Manager</td>
</tr>
<tr>
<td>9. Law Enforcement Team</td>
</tr>
<tr>
<td>10. Counterterrorism Team</td>
</tr>
<tr>
<td>11. Fire/EMS/Public Health Team</td>
</tr>
<tr>
<td>12. Planning/Preparedness Director</td>
</tr>
<tr>
<td>13. Training and Exercises</td>
</tr>
<tr>
<td>15. Finance Director</td>
</tr>
<tr>
<td>16. Admin. Director</td>
</tr>
<tr>
<td>17. IT/Communications Director</td>
</tr>
<tr>
<td>18. External Affairs/Policy</td>
</tr>
<tr>
<td>19. Community Outreach</td>
</tr>
<tr>
<td>20. Public Information</td>
</tr>
<tr>
<td>21. Policy/Legislative Affairs</td>
</tr>
<tr>
<td>22. Regional Affairs(^25)</td>
</tr>
</tbody>
</table>

### The Mission of the District of Columbia Homeland Security and Emergency Management Agency (HSEMA) is to lead the planning and coordination of homeland security and emergency management efforts to ensure that the District of Columbia is prepared to prevent, protect against, respond to, mitigate, and recover from all threats and hazards. HSEMA accomplishes its mission by:

- Developing emergency preparedness plans and procedures in coordination with District agencies, service providers, and private businesses;
- Training and exercising District emergency operations plans;
- Delivering emergency preparedness exercises, training, seminars, and conferences to local responders, city employees, and public and private stakeholders;
- Maintaining ongoing situational awareness of potential threats and hazards;
- Serving as the central communications point for District agencies and regional partners before, during, and after an emergency;
- Leading the District’s public safety planning efforts for events requiring interagency coordination such as festivals, parades, marathons, and other local or special events; and
- Keeping the public informed through AlertDC, the HSEMA Mobile App, and community outreach and training programs.

### Sacramento, CA. Office of Emergency Services

<table>
<thead>
<tr>
<th>Positions</th>
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</thead>
<tbody>
<tr>
<td>1. OES Director</td>
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<tr>
<td>2. Analyst</td>
</tr>
<tr>
<td>3. City Police Representative</td>
</tr>
<tr>
<td>4. City Fire Representative</td>
</tr>
</tbody>
</table>

\(^{24}\) \[https://mayor.dc.gov/sites/default/files/dc/sites/mayormb/publication/attachments/DC-Govt-Org-Chart-03-25-17.pdf\]

The City of Sacramento Office of Emergency Services (OES) coordinates planning, preparedness, communication, response, and recovery for man-made or natural disasters in the jurisdiction. OES ensures the city’s EOP is continually reviewed and updated and that related plans have been developed. OES provides readiness information to the city’s citizens so that they are prepared for any type of emergency or disaster. OES has oversight over the city’s EOC, which is activated to support on-scene response during an escalating incident.

### Miami, FL. Division of Emergency Management

<table>
<thead>
<tr>
<th>Positions</th>
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</thead>
<tbody>
<tr>
<td>1. Emergency Manager / Regional UASI Grant Administrator</td>
</tr>
<tr>
<td>2. Deputy Emergency Manager / Executive Assistant</td>
</tr>
<tr>
<td>3. Hazard &amp; Mitigation Disaster Recovery Specialist</td>
</tr>
<tr>
<td>4. UASI Program Manager</td>
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<tr>
<td>5. USAR Program Manager</td>
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<tr>
<td>6. Public Information Officer</td>
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<tr>
<td>7. Various support personnel</td>
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The Division of Emergency Management is staffed and managed through the Fire-Rescue Department. It is responsible for coordinating disaster preparedness, response, recovery, and mitigation concerns for all City departments. This section creates, updates, and administers the City’s Comprehensive Emergency Management Plan (CEMP), which provides the blueprint for the City’s response to all disasters whether natural or manmade. Every year the City exercises the CEMP by conducting a disaster exercise. As part of its response duties, this Division is responsible for the activation and management of the City of Miami Emergency Operations Center (EOC). The City EOC is activated to maintain the continuity of municipal services any time a disaster threatens or occurs. The EOC becomes the operational link to both the public and private sector resources that would be required to successfully deal with a catastrophic event.

The Division is composed of four branches:

1. Hazard Mitigation and Disaster Recovery
2. FEMA Urban Search and Rescue (USAR)
3. Urban Areas Security Initiative (UASI) Grant Administration
4. Public Information

### New Orleans, LA. Office of Homeland Security and Emergency Preparedness (OHSEP)

<table>
<thead>
<tr>
<th>Positions</th>
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<tbody>
<tr>
<td>1. Director</td>
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<tr>
<td>2. Chief of Planning &amp; Preparedness</td>
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<tr>
<td>3. Chief of Response &amp; Interoperability</td>
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<td>4. Admin. Support</td>
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<tr>
<td>9. Hazard Mitigation Administrator</td>
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<tr>
<td>10. Hazard Mitigation Program Manager</td>
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<tr>
<td>11. Deputy Ops. Section Chief</td>
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<td>12. Logs. Section Chief</td>
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<tr>
<td>13. Communications/IT Section Chief</td>
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<tr>
<td>14. Public Safety GIS Coordinator</td>
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<td>15. IT Analyst</td>
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</tbody>
</table>

OHSEP Reports to the Deputy Mayor, Chief Administrative and Resilience Officer.
| 5. Deputy Planning Section Chief | 16. EMS Liaison |
| 6. Planner                        | 17. FD Liaison²⁶ |
| 7. Finance/Admin Section Chief   |                   |
| 8. Budget Analyst                 |                   |

**Program**

As the coordinating, public safety agency for the City of New Orleans, the Office of Homeland Security and Emergency Preparedness (OHSEP) is responsible for administering the City's crisis and consequence management program. It coordinates the activities needed to protect the lives and property of its residents and visitors from crises - both natural and manmade - through "all-hazards" planning. Our initiatives build New Orleans' capacity to prevent, protect against, respond to, recover from, and mitigate major emergencies and disasters. One of the office's main responsibilities is to advise the Mayor, City Council, and public safety agencies on activities related to the homeland security enterprise. As the agency that coordinates the state and federal entities that respond to citywide disasters and emergencies, this office makes all requests for federal disaster assistance and federal funding subsequent to disaster declarations.

²⁶ [https://www.nola.gov/homeland-security/staff/](https://www.nola.gov/homeland-security/staff/)
APPENDIX B. Proposed OEM Detailed Organizational Charts

Appendix B: Proposed OEM Detailed Organizational Charts

Director
- Manages Office of Emergency Management
- Emergency Services Council
- San José EM Working Group
- City Council Liaison Coordinator
- Operational Area Council

Deputy Director
- Social Media
- Liaison to Communications Staff
- Strategic Planning
- NFPA Compliance
- EMAP Compliance

Office Administrator
- Office Management
- Coordinate office work orders
- Interface with departments
- Receive public contacts and coordinate response
- Office planning and purchases
- Event scheduling
- Alert and Warning Coordinator

Note: The Deputy Director position is vacant. Priority 1: Hire Deputy Director.
Appendix B: Proposed OEM Detailed Organizational Charts

Emergency Operations Manager
(Senior Emergency Planning Coordinator*)
- Liaison Coordinator to all departments
- Liaison Coordinator to County departments
- UASI Committee Liaison

EOC Readiness Coordinator
(Emergency Planning Technician**)  
- EOC Readiness
- Alt EOC Readiness
- Mobile EOC Readiness
- WebEOC Readiness
- Trailer Readiness

Incident Management Coordinator
(Emergency Planning Technician**)  
- Incident Management Team Leader
- GIS Coordinator
- Incident Coordinator Liaison
- Special Events Coordinator Liaison

Communications Coordinator
(Emergency Planning Technician**)  
- Notification System Coordinator
- Communications Tests
- Communications Coordination Liaison
- County Liaison Coordination
- Crisis Communications

* Recommend new classification of Senior Emergency Planning Coordinator. See position description in Appendix C.
** Recommend new classification of Emergency Planning Technician. See position description in Appendix C.
Note: The EOC Readiness Coordinator, Incident Management Coordinator, and Communications Coordinator are current grant positions at the City of San José.
Priority 1: Hire Emergency Operations Manager. Convert grant positions to general fund.
Appendix B: Proposed OEM Detailed Organizational Charts

Planning & Preparedness Manager
(Senior Emergency Planning Coordinator*)
- Community Profile
- Emergency Plan Coordination
- Emergency Operations Plan
- UASI Committee Liaison

Mitigation & Critical Infrastructure Coordinator
(Emergency Planning Coordinator**)
- Mitigation planning
- FEMA Hazard Mitigation Program (HMGP) Plan
- Prevention planning and information sharing
- Climate change adaptation planning
- Damage assessment planning and procedures

Resilience Coordinator
(Emergency Planning Coordinator**)
- Business continuity planning
- Continuity of operations planning
- Resiliency planning
- Intelligence management planning

Resource & Community Planning Coordinator
(Emergency Planning Coordinator**)
- Logistics planning
- C-PODS
- P-PODS
- Community PODS
- Community action planning
- Council district planning
- Mass Care planning

Response & Recovery Coordinator
(Emergency Planning Coordinator**)
- Emergency Operations Plan
- Emergency action planning
- Housing planning
- Recovery planning

* Recommend new classification of Senior Emergency Planning Coordinator. See position description in Appendix C.
** Recommend new classification of Emergency Planning Coordinator. See position description in Appendix C.
Note: The Planning & Preparedness Manager and Resource & Community Planning Coordinator are current positions in OES.
Priority 1: Hire Resilience Coordinator and Response & Recovery Coordinator. Convert grant funded positions to general fund.
Priority 2: Hire Mitigation & Critical Infrastructure Coordinator.
Appendix B: Proposed OEM Detailed Organizational Charts

**Training, Exercise & Community Program Manager**
(Senior Emergency Planning Coordinator*)
- Master Trainer
- Master Exercise Planner
- Response Agreement Management

**Emergency Training Coordinator**
(Emergency Planning Coordinator***)
- Incident Management Team Training
- EOC Staff Training
- County Coordination Training
- FEMA/OES training compliance
- Training Tracking
- DSW Training
- EOC Readiness Training
- Training Curriculum Development

**Exercise & Improvement Plan Coordinator**
(Emergency Planning Coordinator***)
- Exercise Planning
- Exercise Design
- Exercise Execution
- Improvement Plan Coordination
- Improvement Plan Tracking

**CERT & Community Program Coordinator**
(Emergency Planning Coordinator***)
- CERT Manager
- Coordinate Volunteer and Donation Programs
- Community Resource Planning and Coordination
- Training Tracking
- DSW Training
- Coordinate Volunteer Plan and Implementation
- Provide training to non-profit organizations

* Recommend new classification of Senior Emergency Planning Coordinator. See position description in Appendix C.
** Recommend new classification of Emergency Planning Coordinator. See position description in Appendix C.
Note: Currently the only position filled in OEM Organization Chart is the Training Specialist noted above as the Employee Training Specialist.
Priority 1: Hire CERT Program Coordinator and Training, Exercise & Community Program Manager.
Priority 2: Hire Volunteer Resource Specialist and (2) CERT Program Specialist, Exercise & Improvement Plan Coordinator, and the Emergency Training Coordinator
Appendix B: Proposed OEM Detailed Organizational Charts

Admin/Finance Manager
(Financial Analyst)

- Oversight of budget
- Oversight of all grants
- Research and identify alternative grants
- Initiate FEMA reimbursement and financial document control
- Audit of account and inventory
- Manage performance measures

Grants & Budget Analyst
(Analyst 2)

- UASI applications and procurement
- EMPG applications and procurement
- SHSGP applications and procurement
- Disaster Mitigation Grants

Supply & Accountability Analyst
(Analyst 1)

- Inventory management of office and grant purchases
- Supply System Assessment
- Facility Support
- Procurement

All positions are currently in the City job classifications. Currently the Grants & Budget Analyst is an OES position, and hire in process. Priority 2: Hire Admin / Finance Manager and Supply & Accountability Analyst.
Appendix C: Proposed Organization Classifications

The proposed OEM organization includes both existing City Position Classification and new Classifications.

The existing City of San José Position Classifications include:

- (1) Director
- (1) Deputy Director
- (1) Financial Analyst
- (1) Senior Analyst
- (2) Analyst
- (1) Office Administrator
- (3) Training Specialist

The proposed new City of San José Position Classifications include:

- (3) Emergency Planning Technician
- (6) Emergency Planning Coordinator
- (3) Senior Emergency Planning Coordinator

The above proposal provides a staffing total of 22 positions.
Emergency Planning Technician

CLASS PURPOSE

Under general supervision, is responsible for analytic work of moderate difficulty in areas such as plans and procedure development; review and analysis of existing plans and newly proposed plans; generalized analysis of continuity between plans; organization and methods analysis; or personnel analysis. Performs related work as required.

TYPICAL DUTIES AND RESULTS

- Participates in the organization, administration, operations, and functions of the Office of Emergency Services (OES)
- Assists in coordinating OES programs with other city departments
- Conducts research on best practice activities of other like organizations
- Assists in presentations and trainings on community preparedness, city preparedness activities, outreach and technical skills to operate in the Emergency Operation Center (EOC)
- Provides technical skills for identified tasks, such as EOC activities, communications systems, information technology systems, etc.
- Supports office systems for emergency response work flow; revises emergency forms; manages EOC records; proposes resolutions to challenges as they relate to emergency activities, documentation and recovery
- Assists in developing reports related to how to implement state and federal guidance on emergency planning
- Performs emergency preparedness tasks that requires attention to detail and integration with plans, procedures and training tools
- Maintains administrative records, supplies, inventory control and tests of disaster equipment
- Performs other emergency management activities as needed

DISTINGUISHING CHARACTERISTICS

This is the entry into higher levels of the emergency management classification, where expertise is gathered in a specific field in order to progress into the more specialized class such as Emergency Planning Coordinator. Initially, supervision and training are given in detail, but as an incumbent becomes more capable, he/she works with a higher degree of independence.

This class differs from that of Emergency Planning Coordinator in that incumbents of the latter perform, under direction, analytic work of considerably more difficulty.
QUALIFICATIONS

Minimum Knowledge of:

- Principles of effective written communication, including the preparation of clear and concise reports, documents, and revisions to documents.
- Principles of administrative process and governmental organization
- Principles of adult learning

Ability to:

- Promote and coordinate emergency preparedness messages
- Work with diverse groups, including volunteers
- Communicate effectively
- Be available to report to duty on a 24 hour a day basis, as needed.

Education:

- A Baccalaureate Degree from an accredited college or university.

Experience:

- None.

Acceptable Substitutions:

- Experience as a Staff Technician with the City of San Jose may be substituted for the education requirement on a year for year basis.
Emergency Planning Coordinator

CLASS PURPOSE

Under direction, assists in planning, organizing, coordinating, and maintaining the emergency management operations and disaster preparedness for the City of San José.

TYPICAL DUTIES AND RESULTS

- Assists in coordinating programs to integrate various existing emergency preparedness and operations plans and procedures with internal city offices, other government agencies, community-based organizations, volunteers, public service agencies, private and nonprofit sector resource agencies; and ensures that such plans are in compliance with federal and state guidelines
- Assists all levels of government, school districts, public utilities, community-based organizations, volunteers, public service agencies, private and nonprofit sector resource agencies with disaster response administration; conducts operational drills designed to practice the established practices
- Evaluates and assists in the development and maintenance of comprehensive emergency plans in accordance with federal and state emergency management guidelines
- Researches and provides reference information and guidance on technical information related to disaster planning and response studies
- Performs emergency management tasks requiring action from all levels of government, school districts, public utilities, community based organizations, volunteers, public service agencies, private and nonprofit sector resources agencies, during major disaster and emergencies
- Administers, coordinates and presents Disaster Service Worker training for employees and emergency management training for Emergency Operations Center (EOC) Staff
- Facilitates and evaluates emergency drills/tests, scenario discussion and simulation development for functional exercises, and promotes ongoing tests of communications systems
- Monitors state and federal disaster preparedness information and requirement updates, and may advise management of issues
- Assists with preparing correspondence, procedures, transmittals, project applications and program reports associated with emergency management activities
- Performs other emergency management duties as assigned

DISTINGUISHING CHARACTERISTICS

This is the second level of entry into the emergency management classification, assigned to the Office of Emergency Services who is the lead department in coordinating a multi-hazard plan and response facilities for the City of San José. The Emergency Planning Coordinator is distinguished from the
Technician due to higher level of analysis, document development, understanding of the Incident Command System principles and integration with response plans. The Coordinator is also distinguished from the Senior Emergency Planning Coordinator in that the Senior Coordinator exercises a considerable amount of independence while performing more difficult duties such as developing and analyzing the goals, objectives, policies and priorities of the City’s emergency management program. The Emergency Planning Coordinator is more of a support.

QUALIFICATIONS

Minimum Knowledge of:

- Principles of effective written communication, including the preparation of clear and concise reports, documents, and revisions to documents
- Principles of administrative process and governmental organization
- Purpose and engagement of community organizations and resources
- Issues related to Emergency Management for natural and human caused disasters such as earthquakes hazardous materials, civil defense and floods
- Principles and techniques used in the development and utilization of the Incident Command system (ICS), Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS)

Ability to:

- Promote and coordinate emergency preparedness programs for the City of San José
- Work with and engage diverse groups, including volunteers
- Communicate effectively orally and in writing
- Promote and maintain effective public relations with public safety organizations, city and county officials, and others
- Analyze administrative problems and conduct studies related to emergency planning
- Maintain records and controls and prepare correspondence and reports
- Be available to report to duty on a 24 hour a day basis, as needed

Education

- A Baccalaureate Degree from an accredited college or university.

Experience

- None.
Acceptable Substitutions

- None.
Senior Emergency Planning Coordinator

CLASS PURPOSE

Under direction, plans, organizes, coordinates, and maintains the emergency management operations and disaster preparedness for the City of San José Office of Emergency Services (OES).

TYPICAL DUTIES AND RESULTS

- Plans, formulates, promotes, coordinates and implements programs to integrates various existing emergency preparedness and operations plans and procedures with internal city offices, other government agencies, community-based organizations, volunteers, public service agencies, private and nonprofit sector resource agencies; and ensures that such plans are in compliance with federal and state guidelines
- Prepares correspondence, procedures, transmittals, project applications and program reports associated with emergency management as required
- Implements, maintains, and provides planning assistance in establishing program goals, objectives and priorities
- Confers with management to formulate and implement policies, plans and procedures for carrying out functions of the OES programs
- Assists Director in defining and maintaining the readiness of the Emergency Operations Center (EOC), other identified facilities, equipment, and personnel resources needed to support program activities
- May train and supervise staff
- Assists with determining budgetary requirements to maintain the OES programs
- Promotes the collaboration between interagency, community based organizations, volunteers, public service agencies, and private and nonprofit sector resource agencies for emergency preparedness and administration prior to an emergency and through the duration of emergency into recovery operations
- Researches, develops, and maintains comprehensive emergency plans, conducts technical studies regarding disasters and major emergencies
- Develops, administers and coordinates and presents community emergency preparedness programs, Disaster Service Worker programs and training for EOC staff
- Maintains the readiness of the city’s readiness at all times and provides expertise, knowledge and ability during an emergency
- Determines whether proposed mitigation measures are consistent with the State and federal disaster preparedness information, requirements and advises city departments of local obligations or opportunities
Safeguards and ensures accurate administrative records and inventory control of disaster equipment
May act in the absence of the Director or Deputy Director
Performs other emergency management duties as assigned

DISTINGUISHING CHARACTERISTICS

This is the third level of entry into the emergency management classification, assigned to the Office of Emergency Services (OES) who is the lead department in coordinating a multi-hazard plan and response facilities for the City of San José. The Senior Emergency Planning Coordinator is the experienced level in the field of emergency management, preparedness and disaster planning; supporting the programs of the City Manager’s OES. The Senior Emergency Planning Coordinator is distinguished from the Emergency Planning Coordinator in that the Senior Emergency Planning coordinator may provide day to day supervision, exercise a considerable amount of independence while performing more difficult and complex duties, such as collaboration with other city departments and outside agencies to develop and secure the City of San José’s emergency preparedness plans are in compliance with government requirements, integrate with other plans, and other programs. The Senior may also assist the Director or Deputy Director with additional administrative duties.

QUALIFICATIONS

Minimum Knowledge of:

- Principles and techniques used in the development and utilization of emergency response and disaster preparedness systems, including but not limited to: The Incident Command system (ICS), Standardized Emergency Management System (SEMS) and the National Incident Management System (NIMS)
- Federal and state regulations pertaining to emergency management, planning, response and recovery
- Principles, concepts and terminology of emergency management and response
- Issues related to Emergency Management for natural and human caused disasters such as earthquakes, hazardous materials, civil defense and floods
- Principles of adult education, training and exercises
- Principles of effective written communication, including the preparation of clear and concise reports, documents, and revisions to documents
- Principles of administrative process and governmental organization
- Purpose and engagement of community organizations and resources
Ability to:

- Plan, promote, coordinate, implement and integrate emergency preparedness programs for the City of San José
- Work with and engage the cooperation of diverse groups, including volunteers
- Communicate effectively orally and in writing
- Promote and maintain effective public relations with public safety organizations, city and county officials, and others
- Analyze administrative problems and conduct studies related to emergency planning
- Maintain records and controls and prepare correspondence and reports
- Work independently in identifying needs and emergency management systems deficit and recommend improvements of emergency management planning and operations
- Be available to report to duty on a 24 hour a day basis, as needed

Education

- A Baccalaureate Degree from an accredited college or university.

Experience

- None.

Acceptable Substitutions

- None.