STUDY SESSION

TO:	Mayor and Council
FROM:	Mark Woulf
DEPARTMENT:	City Manager's Office
DATE:	May 14, 2018
SUBJECT:	Emergency Management Discussion - Part 3

DESCRIPTION:
Emergency Management Discussion - Part 3

RECOMMENDATION:
Staff recommends Council provide direction on which option to bring forth for Emergency Management services.

PREVIOUS COUNCIL ACTION:
Staff presented the Cybersecurity After Action Report on March 5.

Staff presented information and options for Emergency Management on April 9. Council requested additional information be brought forward to the April 23 Study Session. This presentation includes information from April 9 and additional information requested in the presentation attached.

Staff presented additional information to Council at the April 23 Study Session. Council requested additional information on the job description and other comparable cities emergency manager duties. **This additional information requested at the April 23 Study Session is contained within the Analysis section of this communication.**

Council identified a comprehensive emergency management program as an objective within their Strategic Planning session on Saturday, May 5.

SUMMARY:
Disasters and other large-scale emergencies can occur at any moment, with or without notice, causing devastation and disorder. There are many events in which activation of an emergency management approach would be necessary:

Natural Hazards
Natural hazards which Englewood is vulnerable include but are not limited to:
- Winter storm
- Flood
- Tornado
- Severe wind storm
- Extreme heat or cold weather

- Earthquake

Technological (Man-Made) Hazards

Technological hazards are those that occur as a result of either an accidental or deliberate human act. The technological hazards of greatest potential significance include:

- Mass Casualty Incidents
- Hazardous Materials Release
- Terrorism
- Civil Disturbances
- Major Power Outage
- Planned events which include mass gatherings
- Transportation accident, including: aircraft crash, heavy rail incident, light rail incident

According to the Colorado Office of Emergency Management, an effective emergency management program must meet a standard set of criteria. Emergency management programs are divided into a set of five stages: prevention, mitigation, preparedness, response, and recovery.

The Five Phases:

Prevention: Actions to avoid or to stop an incident from occurring.

Mitigation: Activities designed to minimize the losses from disaster.

Preparedness: Development of plans and capabilities for effective disaster response and recovery.

Response: Actions taken during the disaster.

Recovery: Activities that help to restore critical community functions and manage reconstruction.

Emergency management events require meticulous record keeping and timely submission of proper documentation to County, State, and Federal authorities. Any breakdown in this process could result in a large fiscal impact to the city. According to FEMA, it is the local jurisdiction's responsibility to determine training requirements for their personnel and jurisdiction. This must be written in policies and procedures, or other governing documents, so that it is clear which training is required of all personnel involved in incident management and response. Personnel must receive training of varying depth in the National Incident Management System (NIMS) and the Incident Command System (ICS).

Key components of the NIMS system are:
  (1)   Preparedness,
  (2)   Communications and Information Management,
  (3)   Resource Management,
  (4)   Command and Management,
  (5)   Ongoing Management and Maintenance.

Typical ICS structure includes:
  (1)   Command,
  (2)   Operations,
  (3)   Planning,
  (4)   Logistics,
  (5)   Finance/Administration.

In Colorado, each County is required to have an emergency manager designated. This can take the form of a single person or a staff of people. Cities and Municipalities may also designate Emergency Managers. If a municipality does not have an emergency management program, the County bears the responsibility for the emergency management in that area.

Historically, the emergency management function was under the control of the Englewood Fire Department. A part-time civilian manager was under the supervision of Fire Department administrative staff. The emergency management function was not part of the contract with the Denver Fire Department in part due to Englewood and Denver being in different counties. Since the transition to Denver Fire, several models have been tried by city staff and the police department to accomplish the emergency management needs of the city.

Currently, Englewood is lacking in several key areas which are directly related to the five phases. The current Emergency Operations Plan (EOP) was adopted by City Council in 2010. The plan is in need of in- depth review and updating. City staff has attempted to keep the City's Continuity of Operations Plan (COOP) up to date, with uneven success. The plan is department specific and requires regular attention and updates. Safety plans and infrastructure updates are in process but have not been completed. Training needs have been identified and partially completed.

In the October 2017 Ransomware attack, some key challenges for the organization were pulling resources together, agency outreach, coordinating and managing information for press releases and city staff and leadership. Emergency Management would have played a vital role in facilitating these areas and executing the emergency management plan.

A major component and benefit of a coordinated, thoughtful emergency management program is to educate and assist the community as it relates to disaster preparedness. This includes community activities, information, events, and resources to prepare both residents and businesses in the event of a significant disruption. These activities are critical in each of the five phases of emergency response.

Technology also plays a vital role in City operations whether it is SCADA (electronic water/wastewater system controls) operations, Traffic Operations, Public Safety Operations or business operations. Technology is effective in all phases of emergency planning using numerous technologies ranging from internet, Geographic Information Systems (GIS), wireless technologies, communication systems and enterprise infrastructures. If any of these systems are compromised or taken offline it could have a significant impact on city operations or in the event of an emergency.

Emergency Management will help with planning and aligning the Emergency Operations Plan with the business continuity plan and the disaster recovery plan. The plans should include a business impact analysis (BIA) so it could determine the most critical business functions and associated systems and resources needed to run operations. These plans have to be reviewed and tested on an ongoing basis to be effective in an actual disaster.

The current levels of staffing (i.e. adding emergency management to existing job duties) do not meet the needs of the community and organization and put us at a greater risk of response and recovery in the event of a critical incident. There are two options to address this gap, each with benefits and drawbacks.

1) Partner with Arapahoe County through formal agreement. Arapahoe County would provide most emergency management functions. Training of staff, review and assistance with plan development, and management of most functions during an emergency would be provided by Arapahoe County. The cost of the services is approximately $60,000, subject to negotiation.

2) The second option is to hire an on-staff emergency manager that would be responsible for all facets of planning and response. The advantage of a permanent on-staff emergency manager is the ability to allocate time and resources to community education and preparedness, in addition to timely training and plan updates. The position would also allow for greater local control in the event of an emergency. The estimated salary of an emergency manager is $69,403 - $101,999.

Both are viable options for the City. Option 2 offers the greatest level of control and service to the community for planning, response, and recovery. Option 1 adequately meets our needs as well, and may be able to be negotiated down from the estimated amount. However, there is less local control over response and overall community benefit in outsourced emergency management.

ANALYSIS:
I.   Comparable cities closer in population to the City of Englewood

City	Population	General Fund	Position Title
City of Brighton	38,314	$ 33,264,996	Emergency Management Coordinator
City of Commerce City	54,869	$ 76,588,492	Emergency Manager
City of Englewood	34,050	$ 47,308,814	
City of Littleton	46,333	$ 64,879,694	Emergency Manager
City of Northglenn	38,982	$ 25,640,281	PD Commander
City of Wheat Ridge	29,504	$ 34,037,540	Managed by PD Staff Member

II.   FEMA: Role of Local Emergency Manager Defined
Managing resources before, during, and after a major emergency or disaster.
- Taking inventory of personnel and material resources to include the private-sector sources that would be available in an emergency.
- Identifying resource deficiencies and working with appropriate officials on measures to resolve them.
- Developing and carrying out public awareness and education programs.

Conducting activities related to the key components of emergency management.
- Coordinating the planning process and working cooperatively with organizations and government agencies in the Denver metro area.
- Identifying and analyzing the potential impacts of hazards that threaten the jurisdiction.
- Conducting threat/hazard and risk assessments.
- Coordinating a review of all local emergency- and disaster-related authorities and recommending amendments, when necessary.

Coordinating with all partners in the emergency management process, to ensure they:
- Are aware of potential threats to the community, including establishing a system to alert officials and the public in an emergency or disaster.
- Participate in mitigation and prevention activities.
- Plan for emergencies and disasters using an all-hazards approach, including establishing and maintaining networks of expert advisors and damage assessors for all hazards.
- Operate effectively in emergency situations.
- Conduct effective recovery operations after a disaster.
- Are advised and informed about emergency management activities.

III.   Emergency Manager Required Tasks/Examples of Duties:

·   Planning, developing, and implementing the programs and projects of the emergency services operations.
·   Identify potential City emergency hazards.
·   Develops and implements appropriate strategies, training and action plans for incident command plans and   disaster response and recovery.
·   Communicates with staff, public officials and federal agencies.
·   Coordinates and participates in multi-agency police /fire/medical incidents.
·   Conducts emergency services public information and education programs.
·   Key role in planned, simulated or actual disasters.
·   Prepares required state and local reports.
·   Coordinates and balances emergency services activities with those of other divisions or departments, governmental agencies, or community organizations.
·   Maintains awareness of federal, state, and local laws, rules and regulations pertaining to emergency services.
·   Provides assistance to City departments with regard to emergency services and evacuation plans.
·   Addresses inquiries and complaints from the public or other divisions or departments concerning emergency services programs and activities.
·   Make presentations regarding assigned activities before civic or school groups.
·   Represents the department at various governmental and professional meetings.
·   Reviews proposed ordinances and regulations, plans, and technical reports related to divisional activities for content, accuracy, and feasibility.
·   Communicate official plans, policies and procedures to staff and the public. Maintain liaison with other departments as well as federal, state, local, and other public officials.
·   Develop and implement policies, procedures and standards for efficient and effective operation and maintenance of operations. Assure compliance with established policies and procedures.
·   Monitor and apply for emergency management grants.
·   Participate on North Central Region Emergency Planning.

IV.   2018 General Fund New Position Requests:

Department	Title	No. of Positions	Approved in 2018 Budget

City Manager – City Clerk		1	Yes
City Manager	Emergency Mgr.	1	No
Public Works		0	
Parks/Rec/Library		0	
Information Technology	GIS Administrator	1	Yes
Municipal Court		0	
Finance		0	
Police Department	Officers	2	Yes
Community Development		0	

FINANCIAL IMPLICATIONS:

Proposed Funding available for Emergency Manager				
City Manager's Office Salary/Wages Savings Expected				
	Asst City Mgr	8,000		salary savings
	Strategy/Analyst	35,000		5 mo salary savings
		43,000		Avail for 2018
	Emerg Mgr 6 mo	53,000		
		(10,000)		Shortfall within CMO

Shortfall of approximately $10,000 for 2018 within CMO budget for position. Staff would bring forth a budget transfer for the remainder of the salary and benefits for 2018 and build the positoin into the base budget in 2019. Partial funding for the position will be charged to Utilities and South Platte Water Renewal Partners.

CONCLUSION:
An emergency management program offers the security and resiliency necessary for the community and the delivery of city services. Emergency management is a basic requirement of governmental responsibilities. The level of community benefit varies significantly based on the local commitment.