

**DRAFT**

# **Ad Hoc Committee on Urban Area Security Initiative (UASI)**

**Monday, November 19, 2018**

**9:00 a.m.**

**Location:** Old City Hall, Berkeley, Council Chambers  
2134 Martin Luther King Jr. Way  
Berkeley, CA

## **Summary Minutes**

### **I. Call to Order/Roll Call**

Erin Armstrong, Chair, UASI Ad Hoc Committee, called the meeting to order. The roll was called, members present included Matthew Snelson, Cinthya Muñoz-Ramos, Erin Armstrong, Ana-Marie Jones and John Lindsay-Poland. All members were present.

### **II. Approval of Minutes**

Erin Armstrong informed that the Committee that the minutes of November 5, 2018 will be approved at a future meeting.

### **III. Revised Meeting Schedule**

*September 21, 2018, 9:00 – 11:30 am, 1221 Oak Street, Room 255, Oakland, CA*

*October 4, 2018, 9:00 – 11:30 am, 1221 Oak Street, Room 225, Oakland, CA*

*October 19, 2018, 9:00 – 11:30 am, Fremont Main Library – 2400 Stevenson Blvd.,*

*Fremont, November 5, 2018, 9:00 – 11:30 am, Castro Valley Library – 3600 Norbridge Ave., Castro Valley, CA*

*November 19, 2018, 9:00 – 12:00 p.m., Old City Hall, Berkeley Council Chambers, 2134 Martin Luther King, Jr. Way, Berkeley, CA*

*November 30, 2018, 9:00 – 12:00 p.m., 1221 Oak Street, 5<sup>th</sup> Fl, Oakland, CA -BOS Chambers*

***Meeting added: December 7, 2018, 9:00 a.m. – 12:00 p.m.- 1221 Oak Street, 5<sup>th</sup> Fl, Oakland, CA -BOS Chambers***

*December 14, 2018, 9:00 – 12:00 p.m. 1221 Oak Street, 5<sup>th</sup> Fl, Oakland, CA -BOS Chambers*

The December 7<sup>th</sup> meeting was added to give the Committee more time to make recommendations to the Board of Supervisors.

### **IV. Revised Learning Goals**

Erin Armstrong reported that revisions from the last meeting have been incorporated into the revised learning goals

### **V. Discussion of UASI/Urban Shield Framework**

#### **Strategic Direction**

Committee members expressed their vision for disaster prevention, response, recovery, preparedness and resilience programs in Alameda County and the Bay Area region and guiding principles for UASI in Alameda County and goals of UASI in Alameda County.

## **Cinthya Muñoz-Ramos**

### Recommendations on Exercises

- UASI funded exercise shall no longer be called Urban Shield
- Alameda County should encourage alternative departments to apply for UASI funded grants and coordinate emergency preparedness activities
- The major components of any exercise should be coordinated by the actual sectors participating (for example, a fire exercise should be coordinated by fire department personnel)
- Exercises should prioritize activities according to the likelihood and severity of respective disasters with special attention to risks from earthquakes, fires and the mass displacement of people that may result
- The number of scenarios and the amount of time for each scenario for non-law enforcement teams should be as much if not more for those of law enforcement teams
- The objectives for all scenarios should be established first and the scenario should be designed to meet the objective
- The objectives of the scenarios should not be built around assessing utility of equipment from private vendors
- The UASI funded exercise should not include a vendor show
- The UASI funded exercise should strengthen community preparedness
- All participants in the UASI funded exercise should receive an orientation to the vision for disaster preparedness prevention, response, recovery, preparedness and resilience programs in Alameda County and the Bay Area Region that will be created
- Community volunteers must represent a diverse demographics, values and attitudes of the actual community of the impacted area
- Community volunteers or role players should be assigned active and responding roles in disaster scenarios and not solely those of victims, often acting helpless or being harmed
- The UASI funded exercise should foster cooperation within agencies and jurisdictions
- The competition aspect of UASI funded exercises should be eliminated
- There should be an assessment at the end of each UASI funded exercise of all the sectors participating in order to harvest the lessons while still fresh in their minds, and support the planning for the work throughout the year
- Language used to describe each exercise should reflect a whole community approach (for example replacing the word “command” with something more collaborative)
- Post action debrief activities: should follow basic practices for facilitation of discussion and ability to harvest lessons;

## **John Lindsay-Poland**

- 1) Oversight and Community Participation
  - a) The group setting priorities for UASI-training and exercises includes representatives of public health, social services and housing agencies as well as CBOs that work directly with populations most at-risk in disasters, including homeless, older, undocumented, physically disabled and mentally ill persons, within BAUSI area
  - b) Community and service agencies provide leadership roles in planning, implementation, participation and evaluation of those exercises that do not involve law enforcement participation
  - c) Community and service agency participation in planning, implementation and evaluation respects confidentiality and excludes sharing of information on specific clients or information gathering and retention by law enforcement agencies

- d) The goals and criteria for design and evaluation adopted by the Board of Supervisors have been incorporated in full into the Memorandum of Understanding (MOU) between Alameda County and BAUASI for regional training and exercise
  - e) In addition to UASI funds, Alameda County resources previously dedicated to Urban Shield are directed to support the design goals and evaluation process in these recommendations
  - f) Coordinators have implemented a clear, accessible process for community and press observation of all parts of exercises
  - g) Evaluations address how well agency teams and participants worked with those in roles of community members, including those who show leadership or have information related to the disaster or impacted people
- 2) Law Enforcement
- a) Team evaluations assign positive value to survival of all persons in scenarios, including suspects, in addition to value to survival of those who may be under threat by suspects
  - b) Exercises do not include participation by SWAT teams
  - c) Exercise prepares agency personnel who are likely to have to respond to disasters, but who may not be dedicated disaster response personnel (e.g. non-SWAT, law enforcement)
  - d) Team evaluations include assessment of teams' compliance with their jurisdictions' policies and laws for use of force
  - e) Evaluations of teams include assessment of respect demonstrated for community and non-law enforcement actors, including those who exhibit leadership or knowledge of situation or persons involved
  - f) At least half of scenarios assess teams' capacity for de-escalation of risk of violence.
  - g) Scenarios are of sufficient duration to test and practice capabilities besides immediate tactical response (prevention, recovery) as well as de-escalation techniques
- 3) Timing
- a) Exercise is calendared at time outside of anticipated heavy operational needs for each discipline

### **Matthew Snelson**

- Refine and not reject the training and exercise
- UASI funded programs have been identified to have a nexus to terrorism
- There are several funding sources that are set aside for disaster preparedness, and mass casualties
- There is overlap as far as preparation
- The region needs to train for man-made disasters and incidents and Urban Shield is addressing this
- Recommend that the Committee continue to keep the guidelines – it was a responsive, good place to start training and exercise, received input from City of Berkeley of the guidelines and most are acceptable
- Focus on compliance team, it was a good addition to training to have transparency
- Continue to get the oversight that the community is looking for
- Scenario Creation Team
- Space to discuss what percentage of scenarios are committed to certain items
- Agree to form a committee of experts for scenario creations
- Surveillance technology – identified the need to further define what surveillance technology is
- There is a place in these exercises to use cameras (technology) within the area of surveillance technology defer our recommendation to the Surveillance Work Group
- Continue to use SWAT teams – they are the subject matter experts in first responder situations; right group to focus on to test in the exercise component

- Authority and control for the funding; there is a 10- voting member approval authority for UASI funding and 7 out of 10 members on the approval authority are not law enforcement, there are high level managers weighing in on UASI funding, not just the Sheriff's Office

### **Ana-Marie Jones**

- Reject the idea of "either or"; Alameda County has well trained and well -funded Urban Shield exercises, or we have things that serve/prepare the community; ensure that paradigm does not play out
- Whole community – support cultures of readiness
- History – the County has not put into the funding streams rules and guidance to move forward, becoming better
- Should have printed posted bulletin objectives of each scenario at each location, event, or observers could end up being passive witnesses; these experiences should be where anyone should be able to understand what is happening and have an informed view
- Anyone conducting post activity debriefing should follow basic facilitator techniques
- Should be looking at some community lead facilitation
- Use of volunteers – are often disaster victims, that is not the best way to use volunteers; post volunteers differently; reject the idea that the average person is a victim;
- Harvesting the knowledge of the community – they should go through a professional facilitated lesson
- Advertising/Marketing – look at how UASI funding is marketed to the public, the images that are shared, perception of what could be happening;
- Media and public engagement – actively training media folks on coverage;
- Beyond volunteers – use public engagement pulling information from the community
- Community agencies with needed support EDEN I &R, VOAD groups – should be empowered and supported to bring in other community-based organizations
- Look deeply at major agencies, Public Health, Social Services, - they have lost capacity to do community outreach
- The Bay Area used to be the leaders in engaged community – return to that mindset – millions of dollars should have come to the Bay Area did not because we did not reach out for it

### **Erin Armstrong**

- Recent events such as the mass shooting in Thousand Oaks, CA, followed by a massive wildfire, another wildfire in Butte County with massive evacuations highlight the need for these types of programs. There was a police-involved shooting in the evacuation area. This exemplifies why we need these programs adequate training for first responders to be able to work together and coordinate.  
Recommendations
- More cross command exercises – bring teams together, there is real value in cross command exercises
- More de-escalation training, especially for SWAT teams; there are real opportunities for training members to practice de-escalation training techniques—ascribing a positive value to life in all scenarios; rewarding teams who are able to successfully de-escalate
- Rotating core of Urban Shield; core has been the SWAT team and their exercises; it is very clear that the tactical unit is the core; what if EMS, Fire or CERT, Public Health was the core?
- Ongoing ad hoc committee to monitor and provide ongoing recommendations throughout 2019
- Need improved evaluation – the team should be able to talk about their experiences – evaluations seemed to center around the vendors

- More consistent role playing in scenarios
- Exercising multi-disciplinary team instead of silos
- Stress test more than just the SWAT team, possibly expansion to fire
- More community involvement – Gray Command could be expanded;
- Mock evacuations of neighborhoods that are at-risk for fire
- Rebranding, re-marketing and outreach and who is our audience?

### **Visions, Principles Goals**

**Erin Armstrong** – Vision for Urban Shield; preparing communities, make them strong, build resilience; prepares community and first responders; everyone would be involved in a large scale natural or man-made disaster;

**Cinthya Muñoz-Ramos** – The UASI funded exercises and preparedness should be grounded in the idea of whole community, building resiliency, having systems in place where it is normal that in every building, or every neighborhood that people have a list of who is in the neighborhood, who needs to be evacuated; knowledge of medications, etc.; all the varying needs of community members, by street or building should be accounted for in some place; not including sensitive information as in persons who are undocumented immigrants; having an organized neighborhood/street; Developing capacities; its not just the funding, it is the thinking power behind it; there are goals that are not effective in the community regardless of the funding; staff capacity is costing the County money; look at the impact of other resources spent aside from funding, i.e. staff, County supervisors, Committees time; across the board there are concerns as to how we could be using these funds and other human resources

**John Lindsay Poland** – Reaffirm who is getting prepared, that needs to come down to the neighborhood level; Principles: 1) Focus exercise and training on prevention and recovery as well as immediate response; 2) Vulnerable populations – how can we help the most vulnerable; 3) Issues of law enforcement and the use of violence and response to violence; law enforcement is being prepared for other situations besides disasters; this could be contributing to violent responses that are avoidable; 4) who does the planning for training and exercises; with a goal and vision around assessment of threat and need for fire and other first responders; 6) We can create another process for threat assessment; 7) Accountability for implementation; the compliance team process is insufficient; there needs to include participation by a broad set of eyes; Proposal guidelines state that the “UASI funds may be used for other preparedness activities as long as the dual use quality and nexus to terrorism is clearly demonstrated”; Yellow command has been totally constructed around response to an earthquake because of the dual use;

**Matt Snelson:** Vision for Urban Shield; Continuing momentum for what is already being generated; Urban Shield has evolved in very positive aspects; it has been responsive; it is not moving as fast as some would like; concerned that we are trying to change it so fast and so drastically that we could lose a lot of training for the region; continue to keep the momentum and shift it as we see fit; some training is harmful for the community; more transparency, better oversight; A very small subset of training funds \$5 million, that funding has a terrorism nexus to it; FEMA’s direction is for terrorism nexus response exercise and \$1.7 million is expanded to other preparedness; there are other grant funds out there for other preparedness for the region;

**Ana-Marie Jones** – We need to think about beyond disaster; should be preparing for how the community responds to anything; basic things did not happen; debriefs do not happen, fundamental flaw in funding; this is an opportunity for change; should aspire to be higher and better; there are millions of dollars that are not coming to Alameda County because we have not used the funds

correctly; make it so that people trust what Alameda County is doing with the funding; City of San Leandro was able to leverage millions of dollars for preparedness; Preparing for more than disasters, and leverage more dollars and opportunities; whole community matters in ways we are not yet privy to;

## **Speakers**

Kate Harrison, Councilmember, Berkeley City Council, stated that she is concerned that we do not have a good picture of what is being spent on emergency preparedness. What are the resources of cities, we need this funding and approach. Continue to look at resources on what is being spent; and how to get away from the vendors being the driving force.

Mickey Duxbury stated that she is opposed to Urban Shield as it is currently constituted. The research that has been done, shows violence and deaths has increased with Urban Shield trained personnel. Preparedness does not have to get in the way of law enforcement training. There were not 100 masks available during the smoke/unhealthy air for Berkeley residents.

George Lemon, Chair, Berkeley Peace and Justice Commission, stated that the move toward community-based resilience is welcomed. The focus should be on the actual challenges faced by the community. Terrorism is as ill-defined word as surveillance. Active shooters, deadly arsons, may or may not be concerned terror. Fund exercise appropriately.

Dr. James McFadden stated that FEMA may not be the best organization to design the program, maybe the program can be designed without FEMA funds; take the profit, the weapons expo and the militarized police training out of the program.

Margaret Romiti, Emergency Manager, City of Concord, Chair of CERT Contra Costa County, stated that Urban Shield has legitimized the CERT program into making it a critical part of disaster response at the local community level. The City of Berkeley has many citizens being trained on preparedness through several programs. Also working with non-profits and VOADS to work with people with disabilities.

J.P. Nesser, speaking on behalf of McGee-Spaulding Neighbors in Action, stated that he is confident that the Committee will be able to put together a bold, and strong set of recommendations based on what has been presented. Community has to do better on the most likely and deadly possibilities that could happen in the Bay Area. Where is all the funding and the large scale

Gail Carter, Local 1171, Local Firefighters, spoke to the extreme value that is brought to the UASI region. He has been a participant and evaluator and has been able to pass on best practices. Continue to see the value in the Urban Shield program.

Elsa Johnson, McGee-Spaulding Neighbors in Action, stated that she supports the recommendations of John Lindsay-Poland that supports community training on all levels. First responders are the people in the neighborhood.

Ellen Brotsky stated that citizens need to be leaders and active responders and not just victims; the role of citizens, CERT is great, but it is not enough, the name Urban Shield should be changed. Change the nature of law enforcement participation.

Don Prosnitz, member of Walnut Creek CERT, supports the Urban Shield exercises and its continuation. Trainers receive about 25 hours of training; broadly represent the demographics of the community.

## Speakers

Chris Naso, Berkeley City Council Aide to Kate Harrison, supports removing the vendor show, perception that public safety is being privatized; the vendor influence; federal local and county funds to subsidize local marketing; forge a new path and redefine preparedness

Tano Trachtenberg, Berkeley City Council Aide, Urban Shield, stated that the Sheriff's Office will submit to an annual audit of the Urban Shield trust fund; the Board of Supervisors authorized a trust fund created from all vendor donations; Some expenditures from this fund has been used to fund a trip to Israel, parking tickets; some of the donors are arms manufacturers and defense contractors.

Mark Sharpe, Deputy Fire Chief, City of Vallejo, he was the Incident Commander for the Red Area Command held in Vallejo, CA, which was the Fire branch of Urban Shield; there was also the HazMat, USAR and Maritime component; teams from all over the County and privatized teams; recommend that the County continue to recommend and fund Urban Shield; the training that is being done on a consistent basis is valuable.

Jeff Norris, Emergency Services Coordinator, San Mateo County, supports Urban Shield. Urban Shield looks at all the aspects to coordinate a large-scale exercise to test capabilities;

Trevor Cantanho, Santa Clara County Fire Department, was a part of the evaluator/instructor side of Urban Shield; it is the best training that they get all year; this is a real opportunity to look at things we can't train at the company level;

Speaker Unknown: Supports anti-militarization, de-escalation, - institutional forces will push to remain the same; this Committee can push for real change; keep the Committee alive or the Board of Supervisors continue to check in with the UASI recommendations

Cheryl Davila, Councilmember, City of Berkeley, de-escalation needs to be emphasized; CERT is important, but we are not prepared for this type of emergency; what has Urban Shield done to prepare anyone for this (unhealthy air due to fires in Butte County) the weapons expo needs to be completely eliminated; emergency preparedness needs to be more emphasized; audit the Urban Shield trust fund and all Urban Shield funds

### Ad Hoc Committee Member Discussion Items

- Audits of financials
- More CERT
- De-escalation training built in to exercise
- Change the name and re-brand
- Vendor show should be eliminated
- The first "first responders" are our neighbors
- Santa Clara County Fire – best training all year
- Extreme value that Urban Shield has lessons for year-round- there is not a summation of what worked well and what didn't
- How can we grow the number of instructors and volunteers in CERT?
- What is our Office of Emergency Services doing year-round? Lack of masks, other services; shelters have not opened up more quickly in concern for poor air quality (due to the fires in Butte County)
- When a disaster comes like the Camp Fire it shows us how we aren't prepared and what we need to do; Identify shortfalls; how people are being impacted by the disaster;
- UASI has a mandate for prevention and recovery – could we do training and evaluation for prevention of fires

- Funding versus threat – whole community approach, evaluation of a threat; do not get distracted with the whole community approach versus law enforcement training and threat proportions; there are twelve (12) elected sheriffs weighing in on the UASI funding; Would not want to lose that in the discussion; this is great training that should not be lost; ACSO is the service provider for this funding; OES, OEM, public safety,
- An easy solution to the concerns about the training is to remove the law enforcement nexus to terrorism exercises; law enforcement needs to train for people hurting other people; if the Urban Shield scenario is withdrawn for training and exercise the ACSO has no interest in being the service provider for the UASI funding
- Where has the Sheriff's Office said that they will no longer be the service provider;
- In previous meetings it has been stated, however we can ask for clarification about if the law enforcement component is removed
- It is premature to talk about the Sheriff's Office stance and removal of the law enforcement component until the Committee has moved forward with recommendations; some premature conclusions may close the Committee off to what is possible
- There is currently no proposal that talks about completely removing law enforcement from these exercises
- Better to hear from the community; how long so many partners have been starved for funding
- Long needed to bring people together to have effective training;
- Sets us up to have an adversarial relationship between law enforcement and the community; look at a bigger and a different picture; Either or funding is incredibly destructive
- This Committee is advisory and there are no decisions being made, only recommendations to the Board of Supervisors
- Will bring forward recommendations that the Committee can agree on and following through on sustainable recommendations that creates accountability

## **VI. Public Comment**

None

## **Adjourn**

The meeting was adjourned to Friday, November 30, 2018.